



CITY OF JANESVILLE
Wisconsin's Park Place

COMPREHENSIVE PLAN

Volume 1: Existing Conditions Report



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Planning Division

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Comprehensive Plan Volume 1: Existing Conditions Report

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INTRODUCTION

The City of Janesville is a dynamic, growing community located in the Rock River Valley of southern Wisconsin. The 10th largest city in the State of Wisconsin, the City is strategically located along major state and interstate transportation corridors - and part of a powerful regional economic system that extends from Chicago to Madison. As “Wisconsin’s Park Place,” the City features many quality-of-life amenities - an extensive greenbelt system and the Rock River corridor, a strong K-12 and post-secondary educational system, a high level of City service, good quality housing, and an expanding range of businesses and services to serve the community, as well as the broader region. These assets and others combine to make the City an attractive place to live, work, and play.



The City has a rich history that has shaped its physical and social fabric, as well as a strong history of planning and development – from the City’s 1920 City Planning Project conducted by renowned planner John Nolen, and the mid-century plan by Harland Bartholomew, until today – the City has actively ensured that it continues to prosper. In 2021 the City began the effort to update the 2009 *City of Janesville Comprehensive Plan*. The *Comprehensive Plan* provides a vision and direction for growth and change in the City through 2040 – marking over a century of thoughtful and visionary planning, and implementation in the City.

PURPOSE OF THIS PLAN

This *City of Janesville Comprehensive Plan* is intended to help the City guide short-range and long-range growth and development.

The purposes of this *Comprehensive Plan* are to:

- Provide a Vision for future growth and development in and around the City;
- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend appropriate types of land use for specific areas in and around the City;
- Advise the “character” of development;
- Preserve natural resources (e.g. the Rock River) and promote the conservation of agricultural resources around the City;
- Identify needed transportation and community facilities to serve future land uses;
- Foster economic development based on the City’s strengths and opportunities;
- Direct housing, commercial, office, research and industrial investments in the City;
- Provide a framework for intergovernmental cooperation to achieve Plan directions; and
- Provide detailed strategies to implement plan recommendations.

Additional purposes of the *Plan* may be identified as the City goes through the planning process.

PLAN ORGANIZATION

The *Plan* is organized into two volumes. The first volume of the *Plan*, *Volume 1*, is this *Existing Conditions Report*. This *Report* contains chapters that present background information on each element (e.g. Transportation, Land Use, Economic Development) required by the State of Wisconsin Comprehensive Planning legislation. Additionally, a chapter covering background information on Public Health was included during the 2021-2022 Update.

The background information in the *Existing Conditions Report* influence and shape the goals, objectives, policies, and programs contained in *Volume 2*.

Volume 2 is organized by chapters, each containing general goals, objectives, policies and programs for the City to address each of the nine elements required by the Comprehensive Planning legislation. The Implementation chapter includes proposed citywide strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

PLANNING PROCESS

This update to the *Comprehensive Plan* was prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan*, through its two volumes, meets all of the statutory elements and requirements of the comprehensive planning law. After 2010, only those plans that contain the nine required elements and are adopted under the state's prescribed procedures will be able to be legally used to make zoning, subdivision, and official mapping decisions.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that recommendations reflect a broadly supported vision for the community. In February 2021, at the outset of this planning process, the City Council adopted the City's *Public Participation and Engagement Plan* by resolution. Due to this extensive public participation process outlined by the City, the recommendations in *Volume 2* of this *Plan* are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a *Plan* must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the *Plan* and recommends that the City Council enact an ordinance adopting the *Plan* as the City's official *Comprehensive Plan*.

Following Plan Commission approval, the City Council holds a public hearing to discuss the proposed ordinance adopting the *Plan*. Copies of the public hearing draft of the *Plan* are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the *Plan* and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the *Plan* as the City's official *Comprehensive Plan*.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and City Council assures that both bodies understand and endorse the *Plan's* recommendations.

GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the City to neighboring communities in the region. The City is located in the center of Rock County where it is the County seat. Janesville is located 45 miles southeast of the City of Madison, 20 miles southwest of Whitewater, and north of the City of Beloit (3 miles) and Rockford, Illinois (35 miles). Janesville is bordered by the Town of Harmony on the northeast, Town of Janesville to the northwest, the Town of Rock to the southwest, the Town of La

Prairie to the southeast. The City of Milton is located northeast of Janesville – with the City limits of these two communities nearly meeting on Janesville’s northeast side.

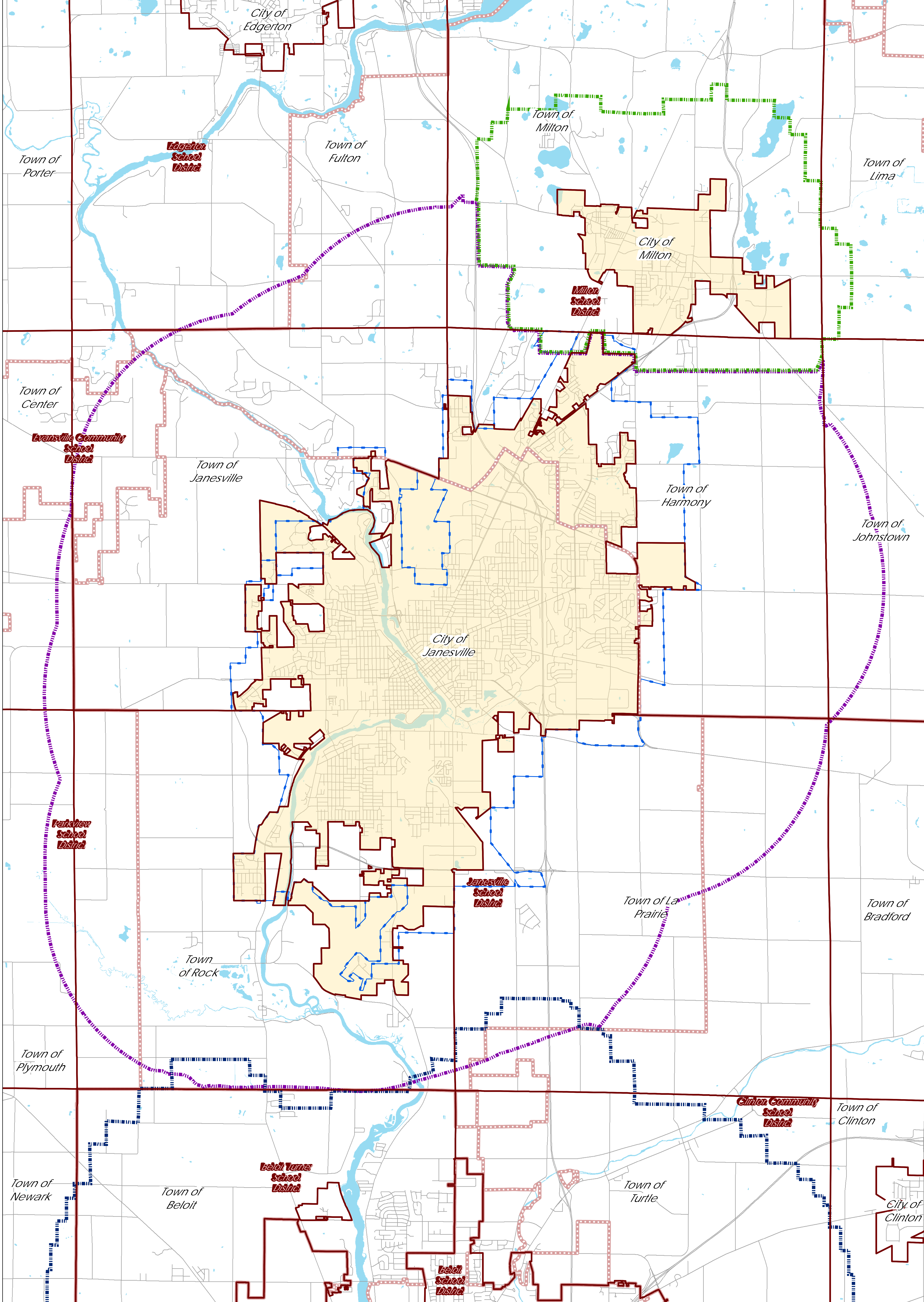
In a broader regional context – the City is located roughly 75 miles southwest of Milwaukee, and 110 miles northwest of Chicago, and 300 miles southeast of Minneapolis-St. Paul.

Selection of the Planning Area

State statutes enable the City to plan for those areas that bear relation to the City’s development. The area that will be the subject of this City of Janesville *Comprehensive Plan* includes all lands currently within the City of Janesville’s municipal limits, and the unincorporated areas within City’s extraterritorial jurisdiction (ETJ), which generally expands three miles from the boundaries of the City, or as set by agreements between the City and its neighbors. Except for where such agreements preclude expansion, the ETJ expands automatically as annexations occur. This *Plan* considers and makes recommendations for areas beyond the current ETJ limits, acknowledging that as the City grows, its ETJ will grow commensurately. In addition to planning, a City’s ETJ authorities include reviewing subdivisions, enacting extraterritorial zoning, and implementing an official map.

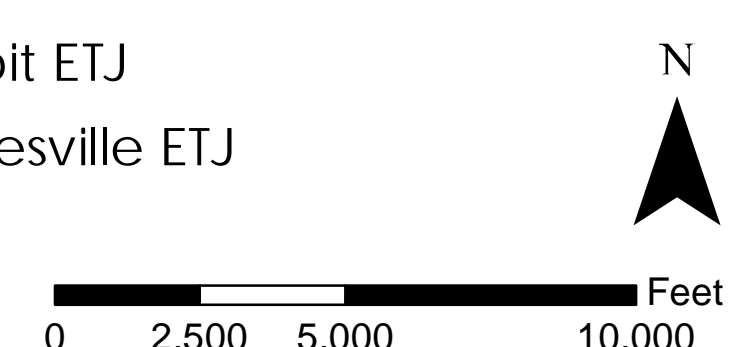
The City’s 2021 ETJ extended into ten townships, including those that were not currently adjacent to the City limits. These include very small areas of Johnstown, Center, Plymouth and Beloit, and larger extensions into Milton and Fulton along Interstates 39/90 and US Highway 51 corridors. The City may consider formally extending all or some of its ETJ powers into these areas – including planning, official mapping and land division approval.

The planning area is generally illustrated in Map 1.



1. Jurisdictional Boundaries

- Municipal Boundaries
- Urban Service Area
- School District Boundaries
- Beloit ETJ
- Janesville ETJ
- Milton ETJ



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.
 S:\Projects\Planning\Comprehensive_Plan\Update_Comp Plan Maps\Vol 1\Update March 2020\Map 1 Jurisdictional Boundaries.mxd 3/11/2022; Z.Pennycook, Engineering Division

CHAPTER ONE: DEMOGRAPHIC ISSUES AND OPPORTUNITIES

This chapter of the *Plan* provides an overview of demographic trends and background information necessary to develop an understanding of the changes taking place in the City of Janesville. This chapter includes data on population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics.

POPULATION TRENDS AND FORECASTS

The City of Janesville experienced significant growth during the 1990s. While the City's population growth plateaued during the Great Recession, Janesville is once again experiencing a steady level of growth as of 2021. [Figure 1](#) compares the City of Janesville's population trends over the past forty years with neighboring communities, the County, and the State. The towns surrounding the City experienced varied population changes during this time frame, with only the Town of Janesville experiencing population growth. Other cities in the region also experienced comparable variations in growth as the towns. The City of Milton grew at a slightly slower rate than Janesville during the past decade, and the City of Beloit experienced a slight dip in population. Population growth in the City of Janesville was notably higher than that of Rock County overall in the past decade, though the growth of both entities lagged that of the State of Wisconsin.

Between 2010 and 2020, Janesville accounted for 60.8% of Rock County's growth (2,040 of 3,356 new residents), despite only comprising 40.0% of the County's total population. Janesville's dominant share of Rock County development suggests that Janesville's growth is an important driver of Rock County's growth.

Figure 1: Historic Population of Area Communities, 1980 – 2020

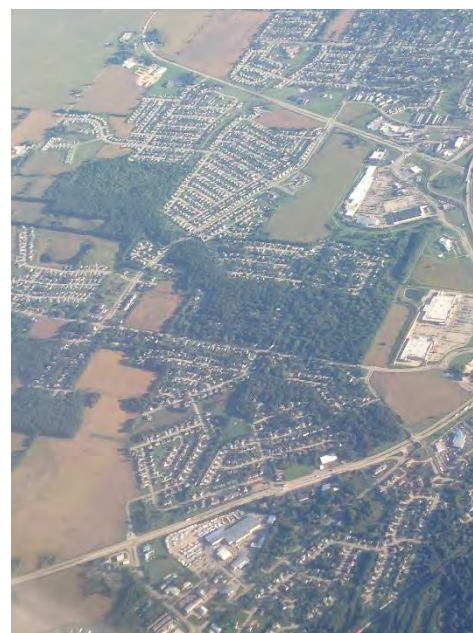
	1980	1990	2000	2010	2020	% Population Change 2010- 2020
C Janesville	51,071	52,210	60,200	63,575	65,615	3.2
T La Prairie	1,099	943	929	834	784	-6.0
T Rock	3,399	3,172	3,338	3,196	2,981	-6.7
T Janesville	3,068	3,121	3,048	3,434	3,665	6.7
T Harmony	2,090	2,138	2,351	2,569	2,569	0.0
C Beloit	35,207	35,571	35,775	36,966	36,657	-0.8
C Milton	4,092	4,444	5,132	5,546	5,716	3.1
C Rockford	139,712	139,426	150,115	152,871	148,655	-2.8
Rock County	139,420	139,510	152,307	160,331	163,687	2.1
Wisconsin	4,705,642	4,891,769	5,363,675	5,686,986	5,893,718	3.6

Source: U.S. Census 1980, 1990, 2000, 2010, and 2020 Decennial Censuses U.S. Census Bureau.

Prediction of the rate of future population growth is a somewhat inexact process. Actual future population ultimately depends on market conditions, attitudes toward growth, and development regulations. This *Plan* presents two sets of population and household projections for the City: near term-projections (2020-2040); and long-term projections (2040-2060).

City Staff and the Steering Committee for the Comprehensive Plan opted for a two-tier approach to population and household projections for multiple reasons, as illustrated below:

- Due to the compound effects of the Great Recession of 2007-08 and the closure of the General Motors Assembly Plant, growth was effectively paused for a great portion of time since the adoption of the *2009 Comprehensive Plan*. While growth is rebounding as of 2021, it remains extremely unlikely that the City of Janesville's population will reach 82,408 residents within 20 years, as was illustrated in the *2009 Comprehensive Plan*.
- When growth occurs is equally important as how much growth occurs when considering population and housing forecasts. The projections established within the Comprehensive Plan pertain not only to the Plan and Future Land Use Map, but are also foundational elements to other critical planning documents that pertain to City growth, such as the *Parks & Open Space Plan*, the *Water Utility Master Plan*, and the Janesville Area Metropolitan Planning Organization's *Long-Range Transportation Plan*.
- Despite the fact that population is growing at a slower rate than was illustrated in the 2009 Plan, City Staff and the Steering Committee concluded that the Future Land Use Map as created in 2009 remains a highly relevant and useful tool in its current form, and that a fundamental restructure of this important tool is inadvisable and unnecessary.



The factors that informed the new population and housing projections for this *Plan* are twofold. On the one hand, it is in the City of Janesville’s best future development interests to keep the Future Land Use Map largely in its current form, as it provides needed flexibility. Therefore, accounting for a similarly large population benchmark as was established in the 2009 Comprehensive Plan remains appropriate from a land use perspective; on the other hand, it is also equally crucial that the projection reflect the expected reality of the rate of growth, accounting for other components of the Comprehensive Plan, as well as for other planning efforts as previously illustrated.

City Staff addressed both of these factors by extending the time horizon of the Plan from 20 years to 40 years, accurately portraying the near-term anticipated rate of growth, while also maintaining the general structure of a Future Land Use Map which serves the community well.

Near-Term Projections

The Wisconsin Department of Administration (DOA) developed population, household, and household size forecasts out to year 2040 in their 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. DOA’s population forecasts utilize the cohort-component method of projection, a technique that considers population change from fertility, mortality, and net migration, and projects forward through each age cohort (persons born in certain years). Utilizing both fertility and death rates for age cohorts by time period creates the projections used by DOA. This method is extremely similar to the technique utilized by the U.S. Census Bureau in their population forecasts.

The near-term population projections use the rates of growth established for the City of 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.

Figure 2: Near-Term Population & Household Projections, 2020-2040¹

	2020	2025	2030	2035	2040	2020-2040 Change
Population Projections	65,615	67,948	70,087	71,399	71,933	+6,318
Household Projections	27,170	28,550	29,698	30,254	31,006	+3,836
Household Size	2.41	2.38	2.36	2.33	2.32	N/A

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

The further into the future population is projected, the less certain those forecasts become, making it impossible to predict exactly what population figures will exist in the future. One of the few certainties that can be relied upon when predicting future populations is that the rate of growth and decline will ebb and flow at various rates. Therefore, the long-term population forecast for the City of Janesville utilizes the previous observed 20 years of growth between the 1990 and 2010 Censuses (16.3 percent over twenty years) to anticipate any future growth accelerations. This projection provides an optimistic yet reasonable long-term population projection that complements the City’s vision for growth.

Figure 3: Long-Term Population & Household Projections, 2040-2060¹

	2040	2045	2050	2055	2060	2040-2060 Change
Population Projections	71,933	74,865	77,796	80,727	83,659	+11,725
Household Projections	31,006	32,550	34,271	35,879	37,684	+6,678
Household Size	2.32	2.30	2.27	2.25	2.22	N/A

Source: U.S. 1990-2010 Decennial Censuses, 2013 Wisconsin DOA Population & Household Projections.

Ultimately, the City's economic development and land use initiatives and policies will help to determine how and when a City population of 71,933 by 2040, and 83,659 by 2060 could be realized. In light of both local and global economic trends at the time this *Plan* was updated, it is possible that these population forecasts will not be realized by 2040 or 2060, respectively. This population forecast was one factor that was considered in preparing future land use projections – an exercise that necessitated another set of discussions about assumptions and policy decisions. Future population and land use projections are considered along with many other planning considerations in guiding future land use mapping for the City. These are discussed in greater detail in *Volume 2* of this *Plan*.

DEMOGRAPHIC TRENDS

Figure 4 compares the age and gender distribution for the City of Janesville in the year 2019 to neighboring communities, Rock County, the State of Wisconsin, and the United States. Age distribution is an important factor when considering the future demands for housing, schools, park and recreational facilities, and the provision of social services. Janesville's year 2019 median age of 39.7 was very similar to the State's median age. When compared to other cities in the area, the median age in Janesville is higher than in Beloit, Rockford, and Milton. Rock County's median age of 39.5 is also comparable.

The City has a healthy age profile. It does illustrate an aging population – a trend that is being realized nationwide and will be addressed in this *Comprehensive Plan*. Still, the strong number of children and young adults in the City is considered atypical for a central city of this size, suggesting that a variety of age groups need to be considered.

Figure 4: Age and Gender Distribution, 2019

	Median Age	% Under 18	% Over 65	% Female
C Janesville	39.7	22.8	16.4	50.7
T La Prairie	47.6	19.8	21.0	46.8
T Rock	44.0	23.2	15.5	54.7
T Janesville	47.4	19.6	19.4	49.0
T Harmony	43.6	24.8	17.9	50.4
C Beloit	34.0	11.9	13.6	52.3
C Milton	37.1	25.7	15.7	49.7
C Rockford	37.2	24.9	16.7	51.8

Rock County	39.5	23.4	16.1	50.7
Wisconsin	39.5	22.1	16.5	50.3
United States	38.1	22.6	15.6	50.8

Source: U.S. Census Bureau, American Community Survey 2015-2019 Five-Year Estimates. Table S0101.

The 2019 American Community Survey and more recent data suggest that Janesville remains relatively non-diverse compared to other central cities in southern Wisconsin. Figure 5 compares the City of Janesville's racial and ethnic distribution to neighboring communities, Rock County, Wisconsin, and the United States. The populations of the City and the surrounding towns are not diverse racially. The City's non-white population in 2019 was 11.4%. The surrounding towns non-white population ranged from 1.2% in the Town of Janesville, to 22.9% in the Town of Rock. Beloit, Rockford, and Rock County all possess populations that are significantly more racially diverse than the City of Janesville.

The United States Census Bureau does not include Hispanic and Latino people in the racial distribution. Rather, Hispanic and Latino are considered to be an ethnicity. Hispanic and Latinos can be any race and/or Hispanic.

Figure 5: Race and Ethnicity, 2019

	Racial Distribution**				Ethnicity		
	% White	% Black	% Asian	% Other Race	% Hispanic or Latino	% Not Hispanic or Latino	% White Alone
City of Janesville	94.2	3.7	2.0	2.9	5.4	94.6	88.6
T La Prairie	99.3	0.0	0.0	2.0	2.5	97.5	96.3
T Rock	83.7	1.6	4.2	11.0	15.3	84.7	77.1
T Janesville	99.7	0.2	1.0	0.0	0.0	100.0	98.8
T Harmony	98.0	1.0	1.3	1.1	1.3	98.7	96.3
C Beloit	75.1	16.4	2.5	13.2	20.2	79.8	60.7
C Milton	98.8	1.6	0.0	0.9	1.6	98.4	96.6
C Rockford	71.5	24.6	4.1	4.3	18.4	81.6	53.5
Rock County	90.0	6.4	1.8	5.4	8.7	91.3	82.8
Wisconsin	87.6	7.5	3.4	4.1	6.8	93.2	81.3
United States	75.3	14.0	6.6	7.6	18.0	78.0	60.7

Source: U.S. Census Bureau, American Community Survey 2015-2019 Five-Year Estimates. Table DP05.

**As respondents may identify as multiple races, numbers do not necessarily add to 100%

Note: Other Race category includes American Native or Alaska Native, Native Hawaiian and other Pacific Islander, other races, and people of two or more races.

There is a clear trend for a growing Hispanic or Latino population moving into Wisconsin. The edge of this trend appears to currently be in western Walworth County and southern Jefferson County.

The region's ethnic diversity has increased over the last decade. Rock County's Hispanic or Latino population increased 26.0 percent from 2010 to 2019, while the county as a whole only grew by 1.1 percent.

It is likely that Janesville will continue to be attractive for all racial and ethnic communities with its good schools, affordable housing, and high quality of life. As is the case with many communities, it is expected that the City's population will become more diverse during the planning horizon. This presents many opportunities (e.g. new businesses, general cultural diversity) and challenges (e.g. language barriers). As racial diversity in the City increases, median age could also begin to decline – as is observed in other diversifying communities.

HOUSEHOLD TRENDS

Figures 6 and 7 present household characteristics for the City of Janesville compared to neighboring communities, Rock County, Wisconsin, and the United States.

The median value of a home in the City of Janesville is lower than most of the neighboring towns. This is typical of the relationship between cities and neighboring towns, where larger lots facilitate the construction of larger homes and where older, smaller and lower valued houses are in shorter supply. When compared to neighboring cities, Janesville's median home value is also lower than the City of Milton, but higher than the median home value in the City of Beloit. The City's median home value is slightly lower than Rock County as a whole, but certainly reflects that the trends in Janesville play a major role in driving countywide trends.



New schools with accessibility from neighborhoods are a draw for new residents. This photograph shows Craig High School.

Figure 6: Household Characteristic Comparisons, 2019

	Total Housing Units	Total Households	Average Household Size	Median Home Value	Median Rent
C Janesville	27,805	26,659	2.37	\$142,500	\$858
T La Prairie	391	374	2.57	\$197,700	\$1,016
T Rock	1,291	1,248	2.52	\$106,100	\$844
T Janesville	1,437	1,388	2.55	\$248,700	\$1,307 ¹
T Harmony	940	904	2.87	\$236,800	\$1,402
C Beloit	15,402	14,037	2.51	\$89,900	\$800
C Milton	2,282	2,192	2.54	\$149,800	\$787
C Rockford	66,469	59,551	2.40	\$91,600	\$772
Rock County	69,028	64,739	2.46	\$146,200	\$838
Wisconsin	2,694,527	2,358,156	2.39	\$180,600	\$856
United States	137,428,986	120,756,048	2.62	\$217,500	\$1,062

Source: U.S. Census Bureau, American Community Survey 2015-2019 Five-Year Estimates. Table DP04.

¹Median rent for the Town of Janesville is a derived figure rather than a reported figure from the ACS.

In 2019, Janesville's average household size was slightly lower than most comparable jurisdictions. Household sizes are trending toward decline nationwide. This factor is important to consider when planning for land use demand and the distribution of housing in the City. The trend toward smaller

households suggests need for types of housing that accommodate singles, empty-nesters, and single-parent households. The City of Janesville also has a significantly lower percentage of owner-occupied homes than the surrounding townships, but a greater percentage of owner-occupied homes than the national average.

Figure 7: Household Characteristic Comparisons, 2019

	Single Person	Average Household Size	Vacant	Owner Occupied
C Janesville	31.2	2.37	4.1	66.0
T La Prairie	20.6	2.57	4.3	73.0
T Rock	20.5	2.52	3.3	76.7
T Janesville	8.2	2.55	3.4	96.9
T Harmony	11.8	2.87	3.8	92.1
C Beloit	33.1	2.51	8.9	57.9
C Milton	30.5	2.54	3.9	66.1
C Rockford	35.2	2.40	10.4	54.2
Rock County	28.9	2.46	6.2	68.4
Wisconsin	29.5	2.39	12.5	67.0
United States	27.9	2.62	12.1	64.0

Source: U.S. Census Bureau, American Community Survey 2015-2019 Five-Year Estimates. Table DP03.

EMPLOYMENT TRENDS

Employment trends within the City reflect shifts within the City's and the national economy. The City's labor force participation is high – 66.3 percent. This rate of participation decreased by 1.2 percentage points between the 2010 Census and the 2019 American Community Survey (ACS).

A community's **labor force** is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment.

The City's economy is diversifying, although still oriented toward manufacturing. About 21 percent of the labor force is employed in the manufacturing sector, which is reflective of the City's large "blue collar" workforce and history of manufacturing. The educational, health, and social services sector employs slightly more people representing 22 percent of the workforce.

Since 2000, manufacturing has represented progressively less of the City's labor force. This decline reflects trends realized around the region. A shift between the manufacturing and services component of the labor force can be observed over the decade. In 2009, thousands of manufacturing jobs were lost due to the closure of the General Motors plant and several supplier companies in Janesville. These closures greatly impacted the percentage of labor force employed in manufacturing, and the overall labor force participation rates. Since the plant's closure, the manufacturing sector has maintained stability and actually has increased its employment share by 1.1 percentage points from 2010 to 2019.

The percentage of the City's labor force employed by sector in 2010 and 2019 is shown in [Figure 8](#).



Since the closure of the General Motors plant in 2008, Educational, Health, and Social Services overtook Manufacturing as the largest employing industry in Janesville.

Figure 8: City of Janesville Labor Force Characteristics, 2010 – 2019

Occupational Group	Percent of Labor Force (2010)	Percent of Labor Force (2019)
Educational, health, and social services	21.1	22.4
Manufacturing	19.9	21.0
Retail trade	13.5	13.6
Arts, entertainment, recreation, accommodation, and food services	10.7	8.5
Professional, scientific, administrative, and waste management services	5.6	6.9
Construction	5.5	5.5
Wholesale trade	4.7	4.3
Transportation, warehousing, and utilities	4.9	4.2
Finance, insurance, real estate, rental, and leasing	3.4	3.8
Public Administration	3.2	3.4
Other services (except public administration)	4.3	3.1
Information	2.7	2.7
Agriculture, forestry, fishing, hunting, and mining	0.5	0.8

Source: U.S. Census Bureau, American Community Survey 2015-2019 Five-Year Estimates. Table DP03.

Figure 9 presents the percentages of each occupational group as a total of the labor force for the City, as compared to the County, and State. The City is relatively similar to the County and the State. However, Janesville has a higher percentage of employed persons in retail and wholesale trade occupations, reflecting a less manufacturing-dominated workforce than in the recent past.

Figure 9: Labor Force Characteristics Comparison, 2019

Occupational Group	Janesville	Rock County	Wisconsin
	Percent of Labor Force (2019)		
Educational, health, and social services	22.4	22.3	23.4
Manufacturing	21.0	22.6	18.2
Retail trade	13.6	11.9	11.0
Arts, entertainment, recreation, accommodation, and food services	8.5	8.4	8.5
Professional, scientific, administrative, and waste management services	6.9	6.7	8.4
Construction	5.5	6.4	5.8

Occupational Group	Janesville	Rock County	Wisconsin
	Percent of Labor Force (2019)		
Wholesale trade	4.3	3.6	2.7
Transportation, warehousing, and utilities	4.2	3.9	4.5
Finance, insurance, real estate, rental, and leasing	3.8	3.7	6.1
Public Administration	3.4	3.2	3.4
Other services (except public administration)	3.1	3.7	4.2
Information	2.7	2.0	1.6
Agriculture, forestry, fishing, hunting, and mining	0.8	1.6	2.2

Source: U.S. Census Bureau, American Community Survey 2015-2019 Five-Year Estimates. Table DP03.

Education and Employment Trends

Detailed information on education and employment trends can be found in the Economic Development chapter, later in *Volume 1* of this *Plan*.

EXISTING CITY PLANS

The City did not “start from scratch” in the development of this *Comprehensive Plan*. Over the years the City has engaged in numerous planning efforts – development plans for the City overall; plans for downtown, neighborhoods and sub-areas; as well as special topic plans covering utilities, transportation or other *Plan* elements. The Existing Conditions Inventory cross-references many of these previous plans and documents. The recommendations of *Volume 2* of this *Comprehensive Plan* bring forth the key directions from previous planning efforts in the City. A summary of the most recent and relevant plans is included in *Appendix I*.

SUMMARY OF PUBLIC PARTICIPATION

The City’s planning process was guided by multiple participation efforts, in addition to regular meetings of the Comprehensive Planning Steering Committee. The following is a summary of those activities conducted during the early information gathering, issues identification, and priority identification components of this planning process. Additional results are presented in *Volume 2*.

Team Introduction and Kick-off Meeting

The City hosted a public kick-off meeting for the comprehensive planning update process on January 18, 2021. The purpose of this meeting was to introduce the public to the planning process and provide a preview to the activities that would take place as part of the project and the multiple opportunities to get involved.

At the meeting, City Planning staff proposed guiding principles and public participation procedures to update the existing Comprehensive Plan. The Janesville City Council later adopted a resolution formally establishing the public participation and engagement procedures for the Comprehensive Plan Update on February 8, 2021.

Community Survey

The City of Janesville Community Survey was prepared and completed by Louis F. Fucilla, Ph.D and Jolly A. Emrey, Ph.D from the UW-Whitewater Center for Political Science & Public Policy

Research. The survey was designed to assess resident perceptions and attitudes about the quality of life, services and programs, economic health and development, city leadership, and the city's communication methods and responsiveness. The survey also asked residents specific questions regarding COVID-19.

The findings discussed in this report clearly indicate that most residents believe that the City of Janesville is a good, safe place to live and to start a family.

Notable findings include:

- 75% of residents are satisfied or very satisfied with the quality of life in Janesville.
- Residents find Janesville to be a safe place to live, work, and participate in the community.
- A majority of residents reported that they are treated with respect by city employees. However, only 38% percent of residents responded that they trust city leadership. It should be noted, however, that with respect to "trust in leadership", 29% of residents responded that they neither trust nor distrust city leaders.
- Over two-thirds of respondents indicated that they perceive the city's overall economy to be good.
- Over 75% of residents indicated that they are either satisfied or very satisfied with Fire and Emergency services, Police Department services, and Parks and Recreation facilities. In addition, slightly over two-thirds of residents indicated that they are either satisfied or very satisfied with the city's utility services.
- Slightly less than 50% of respondents find the city to be welcoming to all residents regardless of race, ethnicity, or religion.

Steering Committee Meetings

This update utilized a comprehensive planning committee comprised of the Janesville Plan Commission to provide policy guidance during the plan update process. A series of **12** public meetings were held by the committee to address each of the plan elements.

Economic Development Community Discussion

On August 3rd, 2023, Planning Staff, Economic Development Staff, and Volunteers from Forward Janesville facilitated a community discussion about the future of Economic Development in Janesville. Around 25 members of the community attended to discuss how to sustain the economic growth experienced over the past decade and spur new types of growth, how best to orient the local workforce development pipeline to align with the community's vision for the economy, and what community and economic development focus areas the City should embrace coming out of this plan update. The discussions and feedback informed the adaption of new goals, objectives, policies/programs, and recommendations for Volume 2 Chapter 9: Economic Development.

Open House

[Will be updated upon completion of the Open House on October 16th, 2023]

REGIONAL CONTEXT AND INFLUENCES

The City's regional position and influences are an important consideration of this comprehensive planning process. The City does not stand in isolation; the City is shaped by regional physical, economic, and social forces. Although the City cannot directly or independently change many of the

forces that shape the region - it must acknowledge and overcome challenges, and can benefit by capitalizing on regional opportunities.

The Regional Influences and Opportunities Graphic on the following page is intended to:

- Define and illustrate some of the forces influencing the City, based on its regional position.
- Illuminate relationships between the City and its broader region.
- Suggest opportunities that can be explored, refined, and grounded as part of the planning process.

The City's physical setting has and will continue to influence its growth and development. The City's geographic location and inherent natural assets were the factors that guided historic settlement patterns. These important natural assets – including the Rock River and Rock Prairie area's rich agricultural soils - continue to shape the City and region today. Planning for these resources must often be balanced with planning for City growth and development – this will remain an opportunity and challenge for the City.



The Rock River runs through the heart of downtown Janesville.

Janesville is part of a large and powerful economic system that stretches from Chicago to Minneapolis – St. Paul, Madison and Milwaukee. This “Circle City” which Janesville is within, is comprised of upwards of 20 million inhabitants. Janesville is particularly tied to the nearby larger metropolitan areas of Madison, Milwaukee and Chicago – all within 1 ¾ hours drive time. Because of this proximity, residents of Janesville have easy access to even larger marketplace areas – the closest being Rockford and Madison.

In addition to its “reach” to larger metro areas, Janesville is a regional marketplace for many smaller surrounding communities, as illustrated by the one-hour drive-time surrounding the City. This is enhanced by the presence of more national retailers in Janesville than in any other Rock County community.

Janesville is also tied to the broader region through inter-regional commuting patterns. The largest number of net commutes out of Rock County is to Dane County (the Madison metro area) and to Winnebago County, Illinois. Janesville is certainly part of Rock County's large commuter draw – bringing in workers from Winnebago, Dane, Green, Walworth, and Jefferson Counties.

Substantial transportation infrastructure is a strong economic asset for the City and region. Transportation assets include:

- Interstates 39/90, 43;
- Three providers of rail service to the County;
- 60 miles to the Global III intermodal facility in Rochelle, IL;
- Southern Wisconsin Regional Airport, Chicago-Rockford International Airport, and close access to several international airports – corporate and quality of life amenity; and

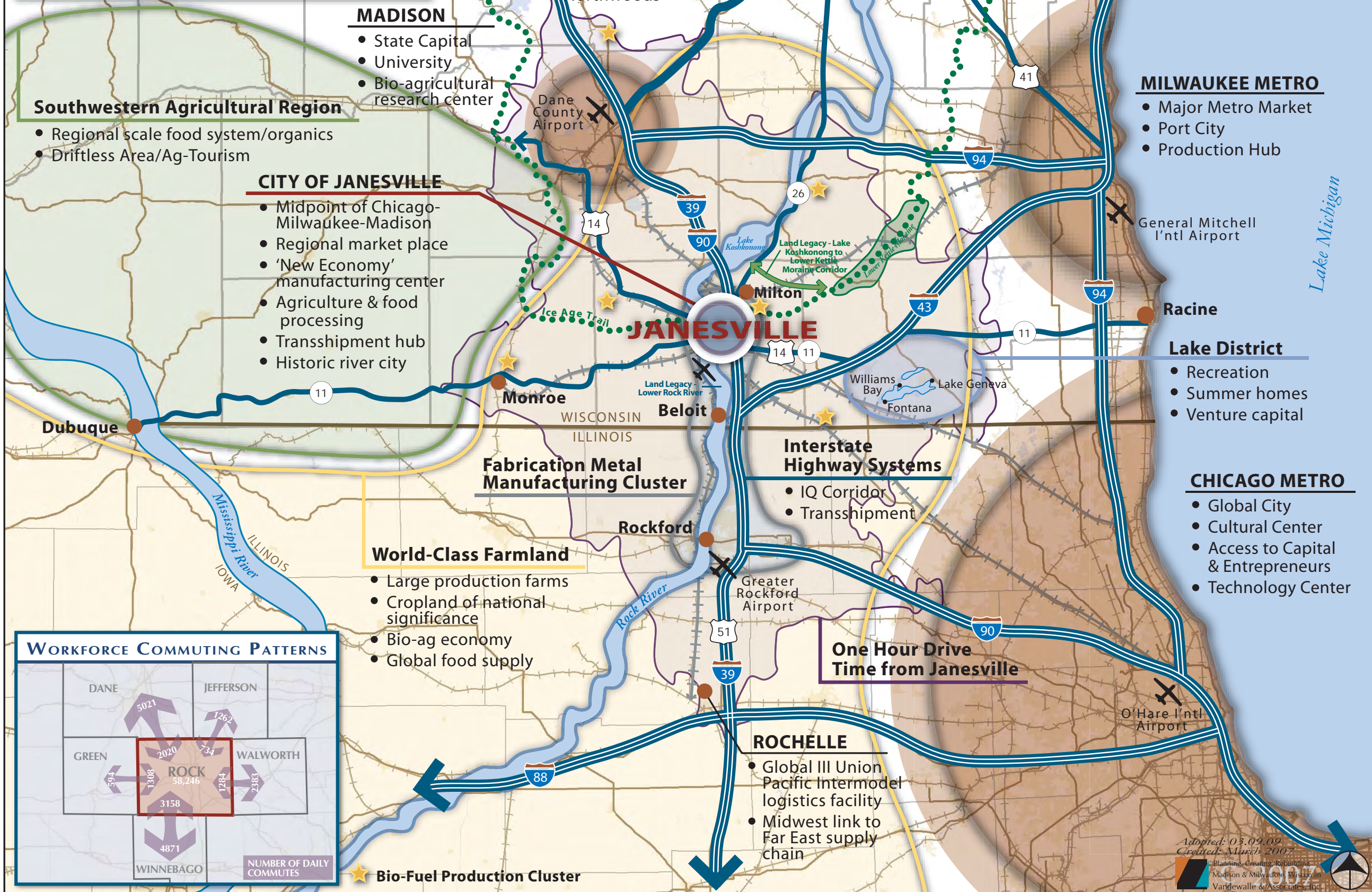
- Existing and potentially expanding public transit system – with discussions underway of expansions of Metra (the Chicago Area’s Commuter Rail System).

The educational infrastructure of the region also strongly enhances the economic climate and quality of life – particularly University of Wisconsin – Whitewater at Rock County and Blackhawk Technical College.

The region of which Janesville is a part also has strong existing economic clusters and is at the front edge of some emerging opportunities. The region obviously has a strong fabricated metal manufacturing cluster and distribution/transshipment and logistics. The region is also putting the pieces together to evolve to a “bioindustry” processing center – with bio-fuel production facilities being developed throughout the region. The State of Wisconsin as a whole has the opportunity to capture a larger part of the value chain of research coming out of UW-Madison by commercializing and building products in the State. The State Bio-based Industry Consortium established this as part of a statewide agenda. Commercializing and producing bio-products is a great fit with Janesville’s relationship to agricultural land, historic strength in agri-business, and manufacturing infrastructure.

MAP 2: REGIONAL INFLUENCES AND OPPORTUNITIES

JANESVILLE, WISCONSIN



KEY PLANNING ISSUES AND OPPORTUNITIES

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

- ◆ The City is planning for a population of 71,933 by 2040 and 83,659 by 2060; these projections are based on growth rates generated by the Wisconsin DOA, and actual observed rates of past growth from the U.S. Census Bureau. A number of factors will dictate whether these population projections are realized, including the dynamics of the local and global economy.
- ◆ The geographic extent for this *Comprehensive Plan* includes the City limits, the City's 3-mile extra-territorial jurisdiction, and beyond based on anticipated growth.
- ◆ The age pyramid of the City is similar to Rock County and the State of Wisconsin. It reflects an aging population but also a large number of children.
- ◆ An aging workforce will contribute to the loss of manufacturing skills sets in the region.
- ◆ The City is greatly influenced by its physical setting, its regional position near Chicago and Madison, and the regional economy.

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