City of Janesville
Downtown Vision and Strategy: Action Plan 2007 - 2008

The following have been identified as the priority action items for implementation of the City of Janesville Downtown Vision and Strategy Plan. Although the overall timeframe for the Strategy is five to ten years and beyond, the priority action items listed below are the steps to be taken in the next fifteen to eighteen months to achieve the longer term goals identified in the Strategy. Accordingly, the list is intended to be revised at least once every six months.

Each of the priority actions was selected because it meets one or more of the following criteria:
1) Results in the adoption of policies and procedures necessary for other implementation activities to be undertaken
2)Is a catalytic redevelopment that will accelerate other redevelopment efforts recommended in the Strategy
3) Is a project that has already been started, is making progress, and has established some momentum

The priority action items are organized around the roles and responsibilities assigned to the Downtown Renaissance Partnership (DRP), Downtown Action Alliance (DAA), City Council and administration (City) and Forward Janesville (FJ). For each primary role/responsibility of each organization, the priority action items are listed along with a time schedule for initiation and completion.
All of the action steps listed are of significant importance, but those shown to begin immediately are generally the highest priorities.

			Quarterly Timeline				
			2007	2008			
Roles & Responsibilities	**Priority Action Items**	**Partners**	**4th**	**1st**	**2nd**	**3rd**	**4th**
Downtown Renaissance Partnership							
1. Organizational Management	1) City Manager and Forward Janesville President recruit and appoint committee members	City, FJ					
	2) Adopt corporate structure and by-laws	City, FJ					
	3) General record keeping	City, FJ					
2. Prioritization of Major Redevelopment Projects	1) Prioritize three key sites for redevelopment and reuse, including W. Milwaukee-High Street, Main and Centerway, and River Street:	City					
	a. For top site, determine land needs and associated relocation requirements	City					
	b. Determine specific time schedule for top site and general schedule for the other two sites	City					
	c. Recommend priorities and time schedule to City Council	City					
	2) Prioritize additional sites for redevelopment and reuse	City					
	a. For top site, determine land needs and associated relocation requirements	City					
	b. Determine specific time schedule for top site and general schedule for the other two sites	City					
	c. Recommend priorities and time schedule to City Council	City					
3. Redevelopment of Priority Sites	1) Lead the planning process for the top site(s), including:	City					
	a. Initiate discussion with current owner(s) of sites and determine relocation requirements.	City					
	b. Develop and refine site redevelopment concept plan.	City					
	c. Forward results of DRP determination to City Council with recommendations on how to proceed.	City					
	2) Recruit developers for priority redevelopment sites	City					
	a. Prepare RFP to recruit developer.	City					
	b. Evaluate RFP responses and make recommendation to the City Council as to preferred developer.	City					
	3) Begin negotiations with selected developer	City					
	4) Recommend development agreement to City Council for final approval	City					
4. Recommend Major Capital Improvements	1) Recommend and help facilitate capital improvements associated with priority redevelopment projects.	City					
	2) Recommend preliminary plan and funding strategy for removal of the Parking Plaza and replacement of parking.	City, FJ					

Roles & Responsibilities	Priority Action Items	Partners	Quarterly Timeline 2007 4th	2008 1st	2008 2nd	2008 3rd	2008 4th
Downtown Action Alliance							
1. Organizational Management	1) Recruit membership base	City, FJ					
	a. Transfer membership from existing (2007) DDA	FJ					
	b. Recruit new membership base, as identified, through targeted outreach	FJ					
	2) Create annual Action Plan to be in effect prior to the adoption of a BID						
	3) Hire DAA executive director	FJ					
	4) Establish advisory committee (that also meets requirements of BID board)	City, FJ					
	5) Establish regular meeting schedule and hold inaugural meeting						
2. BID Creation and Administration	1) Develop and refine BID feasibility analysis and develop member support	City, FJ					
	a. Targeted outreach to measure and generate member support	City, FJ					
	b. Refine BID feasibility analysis as necessary to reflect updated boundaries, likely mill rate, etc. based on potential member input	City					
	2) Work with the City to formally establish the BID	City					
	a. Prepare BID Operational Plan	City					
	b. Recommend BID Operational Plan to City Council for approval	City					
	3) City Manager appoints BID Board	City					
	4) Execute BID operating plan	City					
	5) Maintain annual BID budgets, reports, and administration						
3. Business Recruitment	1) Execute priorities as identified in the BID Operational Plan						
4. Business Coordination and Marketing	1) Execute priorities as identified in the BID Operational Plan						
5. Coordinate Beautification Programs	1) Execute priorities as identified in the BID Operational Plan	City					
6. Special Projects	1) Execute priorities as identified in the BID Operational Plar						

			Quarterly Timeline				
			2007	2008			
Roles & Responsibilities	Priority Action Items	Partners	4th	1st	2nd	3rd	4th
City of Janesville							
1. Downtown Plan Adoption and Amendments	1) Conduct appropriate public process to adopt the Downtown Vision and Strategy						
	a. Hold separate or joint Plan Commission - City Council meeting						
	b. Conduct public hearing						
	c. Adopt downtown plan under 62.23 of State Statutes						
	d. Adopt downtown plan as a component of the City's Comprehensive Plan, when the Comprehensive Plan is adopted						
	e. Monitor and amend the downtown plan as necessary, in particular, this priority task worksheet should be amended every 6 to 12 months as projects and tasks are completed.						
2. Special District Creation	1) Support the creation of a downtown Business Improvement District (BID)	DAA					
	a. Assist BID planning committee in preparation of BID Operational Plan	DAA					
	b. Approve BID Operational Plan through City Council, FJ	DAA					
3. Public Financing	1) Fund DRP projects with General Obligation bonds.	DRP					
	2) Fund DAA until BID established	DAA					
	3) Reevaluate funding of DAA when BID established	DAA					
4. Capital Improvement Planning and Construction	1)Refine plans, and develop a funding strategy for trails, streetscaping, and pedestrian amenities.	DAA					
	2) Refine plans and develop a funding strategy for a wayfinding and gateway system.	DAA					
	3) Develop preliminary plans and funding strategy for removal of the Parking Plaza and replacement of parking.	DRP, FJ					
5. Approval of Redevelopment Projects	1) Acquire property for redevelopment, corresponding with those designated as redevelopment sites by the Janesville Downtown Vision and Strategy Plan	DRP					
	2) Coordinate with the DRP on identification of lands for acquisition	DRP					
	3) Work with DRP and developers on the preparation of development agreements for redevelopment projects	DRP					
	4) Lead public improvement projects related to planned redevelopments.	DRP					
6. Organizational Assistance	1) Assist in the development of the DRP.	DRP					
	2) Assist in the development of the DAA.	DAA					
	3) Provide staff support for DRP						
Forward Janesville							
1. Provide and Coordinate Private Sector Support							
2. Provide and Coordinate Legislative Support							
3. Provide and Coordinate Administrative Support	1) Provide executive director for DAA						
	2) Share facilities, workspace, and supplies with DAA staff						
	3) Provide support for DRP						

Appendix II: Key Implementation Issues

Downtown Business Improvement District (BID) General Feasibility Analysis

As described in the Implementation component of the *Downtown Vision and Strategy*, a Downtown Action Alliance (DAA) is recommended to be developed by restructuring of the Downtown Development Alliance (DDA) and Janesville Design and Development Center into one entity. Similar to the DDA, the DAA would offer open membership, available to all property or business owners in the downtown area. This committee would function as an adjunct committee to Forward Janesville until the creation of a Business Improvement District, after which time the DAA would remain as an organization serving as a working committee under the BID Board.

Ultimately, the success of the Downtown Action Alliance will be predicated on the formation of a Business Improvement District (BID), which will play both a major funding and leadership role in the activities proposed to be conducted by the Downtown Action Alliance. Members of the DAA will serve on various committees related to the functions of the organization and provide recommendations to the BID board concerning the expenditure of BID funds.

The BID board, under State law, is appointed by the City Manager and must consist of at least 5 members, the majority of whom must be taxpayers within the boundaries of the BID. The BID board would, in essence, be the leadership entity for the DAA.

BIDs have been considered previously in downtown Janesville. The City had a BID in operation in the 1980s and a petition to create a BID was brought forth in 2004. This petition was rejected due to objection of property owners representing greater than 40% of the assessable property value in the proposed BID area.

This analysis acknowledges the challenges to creating a BID in the recent past; however, BID remains a powerful tool for achieving several of the objectives for the downtown identified through this and past planning processes. The strategy for revitalizing Janesville's downtown will rely on the focused action of several organizations and individuals and the formation of a BID is a critical component of this *Strategy*.

Potential DAA Program Areas

- Merchant coordination (hours of operation, sales events, etc.)
- Business recruitment
- Public arts projects
- Non-capital beautification projects (flower baskets, benches, lighting, etc.)
- Street furniture and landscape maintenance (benches, lighting, trash cans, trees, etc.)
- Enhanced sidewalk snow removal, parking lot cleaning, and general maintenance
- Façade improvement program
- Farmers market
- Marketing
- Downtown events and festivals

BID Roles and Responsibilities

As described above, organizationally the BID and the Downtown Action Alliance closely intersect in terms of operations, roles, and responsibilities – with DAA committees making recommendations to the BID board, which would be the decision-making body of the organization.

In addition, the BID will provide the majority of funding for Downtown Action Alliance responsibilities and programs through assessments collected in the district where it is established.

Specific responsibilities of the BID include:

- Levy special assessment in established BID boundaries to fund Downtown Action Alliance
- Receive appropriations from the City to supplement special assessment funding for a timeframe determined by the City
- Implement operating plan, and update/revise annually as necessary

- Prepare and make available to the public annual reports describing the status, revenues, and expenses of the BID
- Include program areas listed under Downtown Action Alliance (see pages 42 – 43) in the operating plan for the BID

Process for Establishing BID[1]

The process for establishing a BID, as dictated by Wisconsin Statute §66.1109 is as follows:

1. Assess interest in BID
2. Form BID Planning Committee (owners of real property used for commercial purposes and located within the proposed BID)
3. BID Planning Committee drafts initial operating plan
    - Identify goals and objectives and relationship to City master plan/ comprehensive plan
    - Identify district boundaries and whether manufacturing properties will be assessed
    - Identify assessment methodology and actual rates
    - Identify procedures for collection and the kind, number and location of all proposed expenditures
4. BID Planning Committee petitions City for permission to create BID
5. Plan Commission notices and holds a public hearing on proposed BID and initial operating plan
    - Class 2 Notice required under Chapter 985
    - Copy of notice, copy of proposed operating plan, and detailed map showing boundaries of proposed BID sent by certified mail to all property owners within BID
6. "Waiting Period": Within 30 days of Plan Commission public hearing, the proposed BID can be rejected if a petition is signed by owners representing more than 40% of the value of property to be assessed in the proposed BID
7. City Council votes on BID operating plan, establishing or rejecting proposed BID
8. City Manager appoints BID Board members
    - Must have a minimum of 5 members with majority being district property owners
    - Members are generally recommended by BID planning or ad hoc committee (DAA in this case)

Potential Impact of BID on Downtown

The impact of a BID on the downtown will be determined by how much revenue is generated for operations, and how effectively the organization is run. Revenue generation capacity will depend on the size of the BID assessment area, levy rate, and other operating parameters.

BID Boundary: The area that is recommended for the BID area boundary is shown on Map 7. This area generally coincides with the Upper and Lower Downtown Loops as defined on Maps 4 and 5, and the area proposed for BID creation in 2004. This recommended BID boundary area is reasonably comprehensive and

[1] Source: UW Extension, Local Government Center. http://www.uwex.edu/lgc/cp&d/bidpage/bid/htm

constitutes the heart of downtown. Within the proposed operating plan, this boundary may be slightly adjusted to add or eliminate parcels around the edges. Some larger expansion areas that may be considered in the future include North Jackson and Franklin Streets north of the rail line; the area off North Main Street, north of Centerway; and the southwest quadrant of the Five Points Intersection.

BID Levy: The assumptions displayed in the figure below suggest three possible initial scenarios where the BID levy could generate between $115,000 and $150,000. It is important to note that this represents a reasonable range of assumptions. The actual revenue generated will depend on the precise mapping of the district boundaries, levy rate, and minimum and maximum assessment – all of which will be established in a proposed BID Operating Plan. State law allows but does not require a minimum and maximum assessment. Establishing a minimum and maximum assessment can help assure a BIDs ability to generate a targeted amount of revenue, while avoid exorbitantly high assessments.

The revenue estimated below is based on 2006 assessed property values. As redevelopment occurs in the district as recommended by this *Strategy*, assessed values will increase – accelerating potential revenues generated.

In the table below it is assumed that the boundary of the BID includes the majority of Upper and Lower downtown loops as described in the BID Boundary section above and illustrated on Map 7. The area includes 386 parcels of land, with 190 parcels paying an assessment. Parcels that are exempt from the assessment includes property which is: used exclusively for residential occupancy, otherwise exempt from general real estate taxes, vacant and undeveloped, or a separate parking lot area developed on parcels either adjoining or non-contiguous to other business-owned property.

Scenarios for BID Revenue Generation Potential

Assumption	A (Low)	B (Moderate)	C (High)
Levy Rate	$2.75 per $1,000 dollars valuation	$3.00 per $1,000 dollars valuation	$3.25 per $1,000 valuation
Minimum/Maximum Assessment	$100 minimum / $5,000 maximum	$150 minimum / $7,500 maximum	$200 minimum / $10,000 maximum
Estimated Revenue Generated from Assessments	$117,776	$135,206	$149,248

The implications of the BID, in terms of average cost per district taxpayer would vary based on the assumptions above. The cost per district property taxpayer will vary based on the assessed value of the given parcel and the levy rate. An average for each property value range is presented in the table below. These estimates are based on 2006 assessed values; and the levy rate, and minimum/maximum assessment described above. Actual assessments will be determined based on the parameters of the approved BID Operating Plan, and actual assessed value at the time the special assessment is levied.

Average Cost to BID Taxpayer

for Three Scenarios

Individual Property Value Range	A (Low) [1]	B (Moderate) [1]	C (High) [1]
$0-$100,000	$186 (n = 83)	$210 (n = 83)	$236 (n = 83)
$100k - $500k	$559 (n = 89)	$610 (n=89)	$661 (n=89)
$500k - $999k	$1,923 (n = 10)	$2,098 (n = 10)	$2,273(n = 10)
Over $1M	$4,171 (n = 8)	$5,318 (n = 8)	$6,014 (n = 8)
Overall Average	$620 (n = 190)	$712 (n = 190)	$786 (n = 190)

[1] **Estimated Revenue Generated from Assessments Scenario**

BID Budget Recommendations

The average annual operating budgets of BIDs in Wisconsin vary depending on the size of the City, operations of the BID, and various other factors. For cities comparable in size to Janesville in more recent years, the following operating budgets were reported in recent operating plans and annual reports accessed online:

City / BID	Operating Budget (Year)
Beloit	$170,000 (2007)
Oshkosh / Downtown Oshkosh BID	$136,000 (2006)
Racine / Downtown Racine BID	$173,600 (2006)
Neenah / Central City BID	$151,474 (2007)

This *Strategy* recommends that a BID for Janesville develop an operating budget within the range of these comparable communities ($140,000 - $175,000).

BID Revenue Sources

To achieve a significant impact, levy rates between $2.75 and $3.25 per $1,000 assessed valuation should be considered. Several communities apply rates at this level or higher and do not establish maximum assessments. However, in order to keep expenses manageable for property owners within the BID and generate support for adoption of the BID, it is advised to establish a reasonable levy rate and consider a maximum assessment, as noted above.

Given the recommended operating budget of between $140,000 and $175,000, the special assessment may not initially be able to fund the BID alone if the assumptions made above are generally followed. In order to reach this level of operating budget, other revenue sources must be utilized, particularly in the first few years.

The City of Janesville currently and historically has played a strong role in supporting the downtown. The City currently shares in funding of downtown programs with Forward Janesville. These programs include funding Janesville Design and Development Center staff and rent, and beautification and façade programs.

Levels of support in 2007 for these programs exceeded $70,000. The City also provides an enhanced level of service in the downtown area that includes functions such as: sidewalk snow removal, parking provision and maintenance, street trees and other planting, other beautification efforts, enhanced levels of street-sweeping, emptying refuse, and right-of-way /public space mowing.

As described in this *Strategy*, the City will contribute significantly to the funding and operation of the Downtown Renaissance Partnership (DRP) to the level of $1.5 Million to $2 Million annually. This contribution will support efforts to grow the downtown tax base, promote redevelopment, and generally enhance the business climate in the downtown area. This support for the DRP and its functions is the most important function for the City in implementing this *Strategy*.

This *Strategy* recommends the City's initial financial contribution to the BID focus on administration and overhead. This will allow the BID tax assessment's primary focus on developing programs and provide business assistance that elevates the downtown's level of energy, activity, and the quality of the environment. The members of the BID will be able to observe a direct, tangible return on their investment through the execution of these programs. In terms of contributing directly to the BID, the City may consider either an annual fixed amount allocated toward general operations, or funding dedicated to administration and overhead, namely the staff position, for the DAA/BID. A City financial contribution may come from Community Block Grant Administrative Funds, TIF, or other sources. The City may also be willing to maintain the higher level of service it has historically provided in the downtown as an in-kind contribution to the BID.

As the downtown is successful in encouraging larger scale redevelopment projects, the BID's ability to generate revenue through the levy will accelerate. The City's level of direct assistance to the BID may therefore be phased out or decrease over time as the BID becomes more established and self-sufficient.

Other sources of revenue for the BID include donations from corporations or other organizations. Those that might be particular targets are corporations that are not within the BID district but stand to benefit from downtown revitalization. Private utility providers are one example. The BID may also seek small donations or grants from local foundations, of which there are several in the Janesville area.

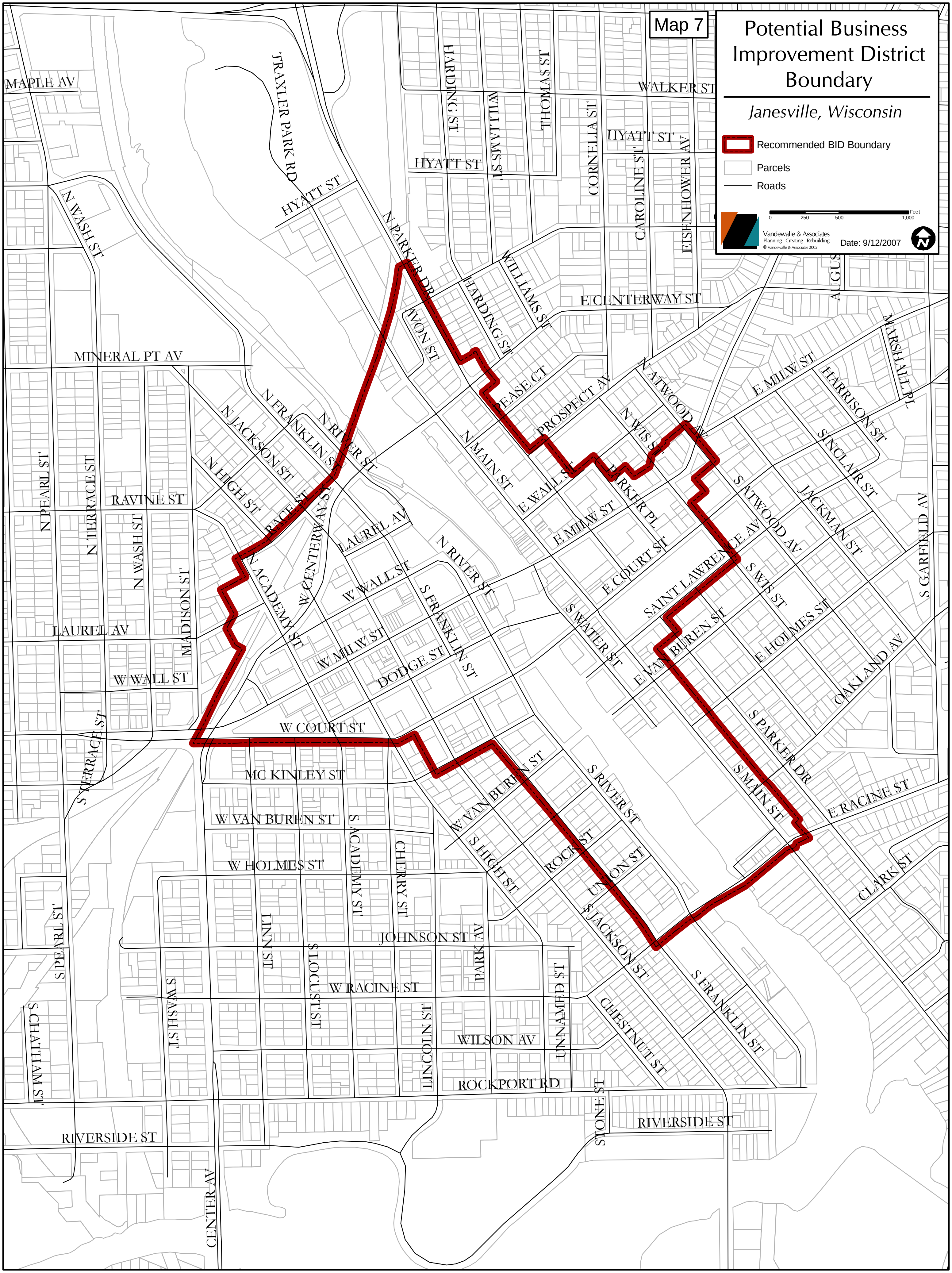
The following provides an overview of what the BID might initially expect to collect in operating revenue. The primary revenue source is the special assessment levied on parcels within the BID.

Source of Revenue	Contribution ($)
BID Levy	$115,000 – $150,000
City Contribution	$25,000 - 50,000
E.g. from CDBG Administrative Funds)	
Private/Corporate Donations	varies
Grants	varies
Fundraising and Event Income	varies
Investment Interest	varies
Total Potential Revenue	$140,000 – $200,000

BID Expenditures

The following represents a range of typical BID expenditures, and the relative share of operating budget for each. It is expected that as the BID becomes established over time, the percentage of expenditures devoted to different activities may shift. For example, physical improvement and maintenance, downtown events, and staff and administration are expected to be relatively constant needs over time. However, need may shift in the areas of marketing and promotion (with more of an emphasis on this early on in BID functioning), and business assistance. The expenditures reported below represent logical starting points for a BID in Janesville.

Activity	Percent of Operating Budget
Staff and Administration	25 - 30%
(Salary, benefits, travel, professional development, rent, Utilities, telephone, office supplies, accounting/legal/ Service fees, printing/photocopying, dues)	
Marketing and Promotion	15 - 20%
(Retail Business Promotion, Business Recruitment, Marketing materials, graphics design)	
Business Assistance	10 - 20%
(Start-ups, Façade grants, workshops/job training, consultants)	
Downtown Events	10 - 20%
Downtown Beautification	10 - 20%
(Streetscape, Banners, Flower-baskets)	
Physical Improvement and Maintenance	5 - 15%
(Parking lot maintenance, Litter control, Snow removal)	


Map 7
Potential Business Improvement District Boundary
Janesville, Wisconsin
Recommended BID Boundary
Parcels
Roads
0
250
500
1,000
Feet
Vandewalle & Associates
Planning · Creating · Rebuilding
© Vandewalle & Associates 2002
Date: 9/12/2007
N
MAPLE AV
TRAXLER PARK RD
HARDING ST
WILLIAMS ST
THOMAS ST
WALKER ST
CORNELIA ST
HYATT ST
CAROLINE ST
EISENHOWER AV
HYATT ST
HYATT ST
N WASH ST
N PARKER DR
HARDING ST
WILLIAMS ST
E CENTERWAY ST
AUGUST
MARSHALL PL
AVON ST
MINERAL PT AV
PEASE CT
PROSPECT AV
N ATWOOD AV
E MILW ST
HARRISON ST
N FRANKLIN ST
N JACKSON ST
N RIVER ST
N MAIN ST
N WIS ST
SINCLAIR ST
N HIGH ST
E WALL ST
PARKER PL
S ATWOOD AV
JACKMAN ST
N PEARL ST
N TERRACE ST
RAVINE ST
RACE ST
CENTERWAY ST
E MILW ST
N WASH ST
LAUREL AV
N RIVER ST
E COURT ST
SAINT LAWRENCE AV
S GARFIELD AV
MADISON ST
N ACADEMY ST
W CENTERWAY ST
W WALL ST
S FRANKLIN ST
S WATER ST
S WIS ST
E HOLMES ST
LAUREL AV
W MILW ST
VAN BUREN ST
W WALL ST
DODGE ST
E VAN BUREN ST
OAKLAND AV
S TERRACE ST
W COURT ST
S PARKER DR
MC KINLEY ST
ST
S RIVER ST
E RACINE ST
W VAN BUREN ST
W VAN BUREN ST
S MAIN ST
S ACADEMY ST
CHERRY ST
S HIGH ST
ROCK ST
UNION ST
W HOLMES ST
CLARK ST
S PEARL ST
LINN ST
JOHNSON ST
S JACKSON ST
S LOCUST ST
PARK AV
S WASH ST
W RACINE ST
UNNAMED ST
CHESTNUT ST
S FRANKLIN ST
S CHATHAM ST
LINCOLN ST
WILSON AV
ROCKPORT RD
STONE ST
RIVERSIDE ST
RIVERSIDE ST
CENTER AV

Pedestrian and Trail Facilities Concept Plan

Janesville's existing trail system is an important asset to the community. While the system that exists is excellent and widely used, gaps in the trail network do exist. In addition, there are portions of the downtown streetscape that are less amenable to pedestrians due to the condition of the streetscape, or lack of pedestrian facilities. Finally, the area along the Rock River is an untapped opportunity for pedestrian and trail facilities. It is a priority of this *Strategy* to expand the trail system and create an interconnected trail and sidewalk system serving the downtown and riverfront area.

Map 8, the Pedestrian and Trail Connections Concept Plan, identifies general locations for new trails and connections between existing trails to complete the trail system serving the downtown. In addition, the map recommends streets that should feature more pedestrian-oriented amenities to more fully integrate the pedestrian environment in the downtown area. Pedestrian-oriented amenities recommended for consideration in these areas include sidewalk enhancements, benches, drinking fountains, lighting, specially marked street crossings (signs or paving), and signage.

Some of the key recommendations of the Pedestrian and Trail Plan include:

- Identification and development of four trail types including an Urban Riverwalk Section, Natural Riverwalk, Off-River Trail, and On-Street Route. Labeled cross-sections A – D on Map 8 illustrate the locations of these trail types. Conceptual cross sections are also provided on pages 77 – 79. A conceptual cross-section and suggested locations for Heritage Loop Interpretive Areas that would be part of the Heritage Loop are also shown.
- Development of a complete Riverwalk along both the east and west sides of the Rock River, connected in some locations by pedestrian bridges.
- Establishing better connections between key recreational, civic and cultural facilities and downtown area attractions – e.g. Hedberg Library, JPAC, Traxler Park, Monterey Stadium, Dawson Field, Blackhawk Park System, key redevelopment sites, and the High Street Entertainment District.
- Designation of on-street routes between the downtown and the adjacent Fourth Ward and Look West neighborhoods, and a better streetscape connection between these neighborhoods and the downtown.
- Enhanced pedestrian-oriented amenities and streetscaping along Milwaukee, Main, High, Academy, Dodge, River, North Jackson, and North Franklin Streets, with High, Mid, and Low level improvements provided based on the character and level of activity on the street; and possible grade separation between automobiles and pedestrians with future bridge improvements (to be evaluated at the time of bridge replacement).
- Designation of a segment of proposed new trail and existing trail as the Janesville Heritage Loop, extending along both sides of the Rock River from the Jackson Street Bridge to Memorial Drive, as described below and shown on the insert on Map 8.

Promoting and illuminating a community's unique, place-based assets is a core strategy toward differentiating the community, creating pride in residents, and attracting visitors. In the case of Janesville, its unique and defining place-based assets include its position on the Rock River, its system of greenbelts and parks, and its industrial heritage. Developing a pedestrian experience that spotlights those attributes and more would raise awareness of the City's unique heritage. The inset on Map 8 illustrates a potential concept for an interpretive heritage trail loop system (corresponding with proposed or existing trail segments) along the Rock River with several trailheads or entryways. An ideal location for the main trailhead would be proximate to a potential Janesville Heritage and Children's Museum – a museum celebrating the City's industrial heritage. Regular interpretive signs pointing out buildings, other spaces, or telling stories of current and historical significance to the City would create a rich experience. A cross section showing "Heritage Loop Interpretive Areas" provides one example of a potential interpretive exhibit. Interpretive signs might highlight the following: General Motors facility from the riverbend area; the "Cultural District" including Hedberg Library and JPAC; historic buildings along River Street; and the Milwaukee Street and Main Street Historic Districts,

The City and DAA should work with the Rock County Historical Society to develop the interpretive stations along the trail. A "Friends of the Heritage Loop" group could be formed to help plan, maintain, and promote the trail loop.

Cost Estimates

Cost estimates for developing the pedestrian and trail amenities are provided below.

Estimated Trail Facilities Costs

Type of Trail	New Trail Proposed (Linear Feet)	Estimated Price Range per Linear Foot($)
Section A: Urban Riverwalk	3,885 lf	$300 - 800*
Section C: Natural Riverwalk	5,570 lf	$150 -400
Section D: Off-River Trail	3,135 lf	$50 - 200
Total	**12,590 lf**	
		Total Estimated Cost
Pedestrian Bridges (2)	**Dodge Street** **Library**	$425,000 $629,000

*Costs with construction of new seawall are estimated at $1,500 per linear foot.

Cost estimates for providing on-street routes would primarily require purchase and installation of route marker signs, as well as route conditioning (removal of hazards, smoothing of surfaces). If any of the streets proposed for on-street routes were to be reconstructed, the City should provide designated bicycle lanes where they do not already exist.

Streetscaping cost estimates take into consideration that different segments of street may merit different levels of treatment. For example, a more intensive streetscaping effort in the core of downtown is recommended – specifically along Milwaukee and Main Street between Centerway and the Senior Center given the level of activity and redevelopment suggested in that area. Streets located elsewhere in the downtown core, and on edge of downtown– such as River and South Main, are appropriate for a slightly less intensive streetscaping treatment. North Franklin, North Jackson, Academy, and South Main (south of Racine) were identified within the "Low Intensity Urban" category, because they are farther to the periphery and are likely to remain fairly consistent in character with the residential character they have currently, with some revitalization (reuse and redevelopment).

Cost estimates for each of the streetscaping types are approximate. For instance, the cost estimate in the High Intensity total includes amenities such as: concrete sidewalk (10' width), accent paving, decorative roadway and pedestrian streetlights, street trees with planters, street trees without planters, metal bench, trash receptacle, planter pots, and bike racks.

On the other end of the spectrum, the cost estimate in the Low Intensity total includes amenities such as: concrete sidewalks (5' width), decorative roadway and pedestrian streetlights, street trees, plantings. The Mid Intensity would provide a moderate streetscaping treatment with all of the features of the Low Intensity, bringing in some of the additional amenities of the High Intensity, or a higher frequency of placement of lights, benches, street trees, and other amenities. The actual amenities provided will be determined by more detailed streetscape planning and engineering.

Some streets indicated for improvements on Map 8 have had streetscaping treatments in the past – portions of Milwaukee and Main Street in particular. Given the age of these enhancements and desire for creating uniformity and consistency with the overall appearance of the downtown, it is recommended that these segments are provided with new streetscaping.

Estimated Pedestrian Amenities Costs

Type of Streetscaping	Streetscaping Proposed (Linear Feet)	Cost per Linear Foot($) (both sides of street)
High Intensity Urban (Milwaukee, Main)	5,330	$600
Mid Intensity Urban (River, South Main, High, Dodge)	11,200	$400
Low Intensity Urban (Franklin, Jackson, South Main, Academy)	11,680	$200
Total Streetscaping	**28,210**	


Map 8
Downtown Pedestrian Facilities and Trail Connections
Janesville, Wisconsin
Map Legend
Created: 05.29.07
Revised: 11.07.07
Pedestrian Streetscape Enhancements
High-Intensity Enhancement
Mid-Intensity Enhancement
Low-Intensity Enhancement
Trail Types
Existing Urban Riverwalk
Potential Urban Riverwalk
Existing Natural Riverwalk
Potential Natural Riverwalk
Existing Off - River Trail
Potential Off - River Trail
Existing On - Street Route
Potential On - Street Route
Heritage Trail Point of Interest
Existing Public Parking Lot
Pedestrian Enhancements
W. Memorial Drive
E. Memorial Drive
Traxler Park & Rock Aqua Jays viewing area
Rock River
Mercy Medical Center
Lincoln Tallman House
Dam
Section B: Riverwalk Interpretation Area
Police Station
City Hall
YMCA
Court House
Senior Center
Transit Center
Library
Planned Park
JPAC
Proposed Pedestrian Bridge
Heritage Trail Trail Head
Section A: Urban Riverwalk
Fourth Ward Park
Monterey Park
Section D: Off-River Trail
Pedestrian Bridge
Section C: Natural Riverwalk
Jeffris Park
Ice Center
Lions Pond
Dawson Fields
N. Main Street
N. Parker Drive
E. Centerway
E. Milwaukee Street
E. Court Street
W. Milwaukee Street
W. Centerway
W. Court Street
S. River Street
S. Main Street
E. Racine St
W. Racine St
Rockport Road
Riverside Street
Delavan Drive
S. Jackson Street
Palmer Drive
Janesville Heritage Loop
Heritage Trail Point of Interest
Medical Center
Aqua Jays
Lincoln Tallman House
Dam & Mills
Ice Age Trail
Samson Tractor Building (GM original building)
JPAC
GM & Blackhawk Park System
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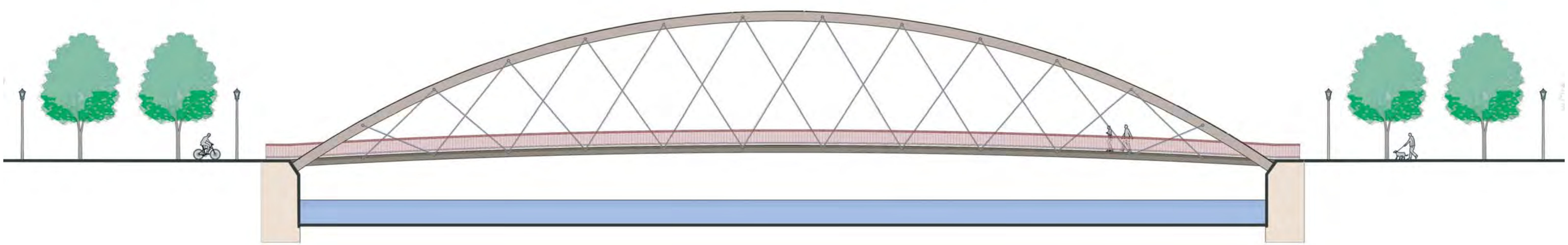

Proposed Pedestrian Bridge

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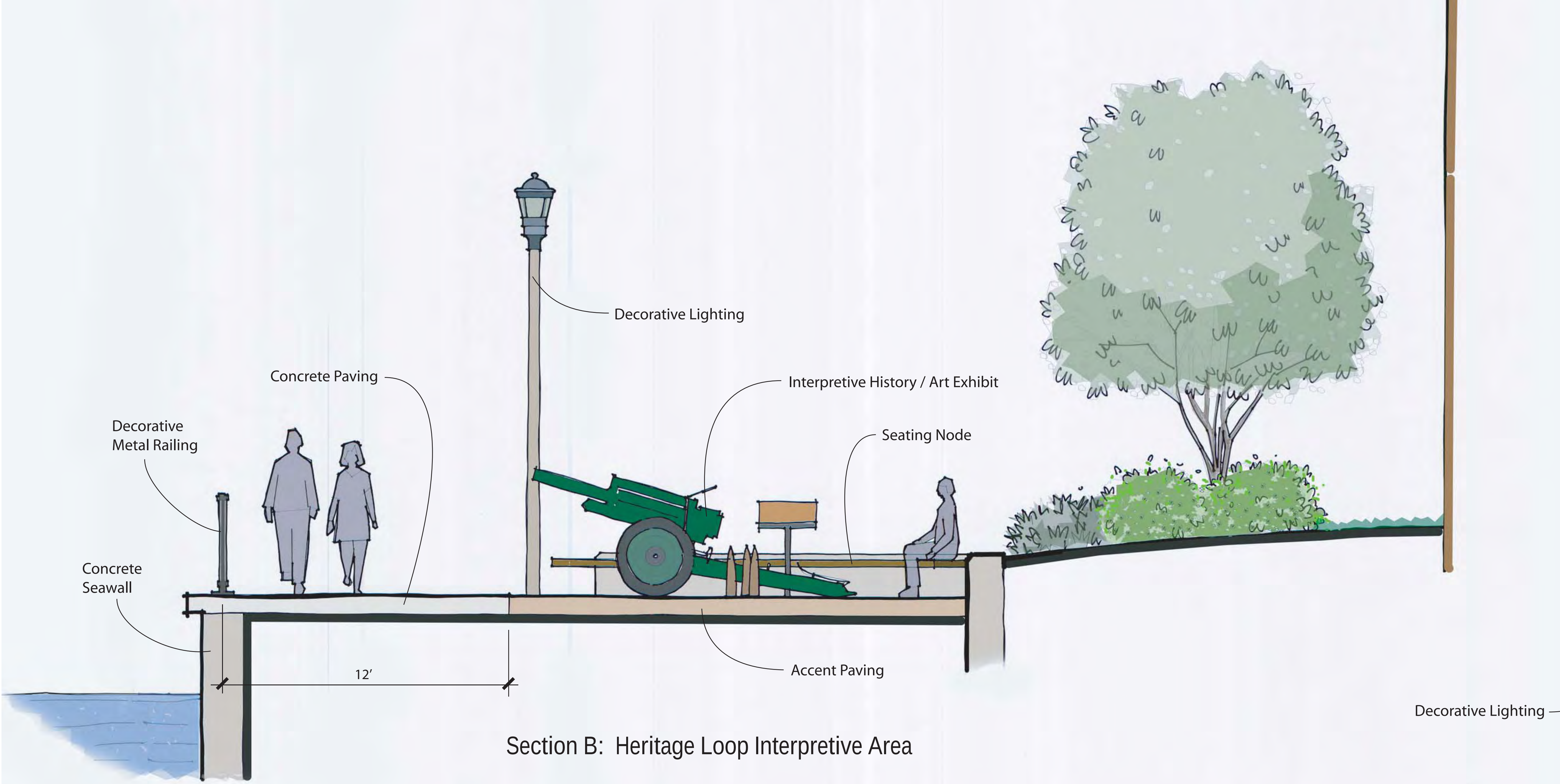
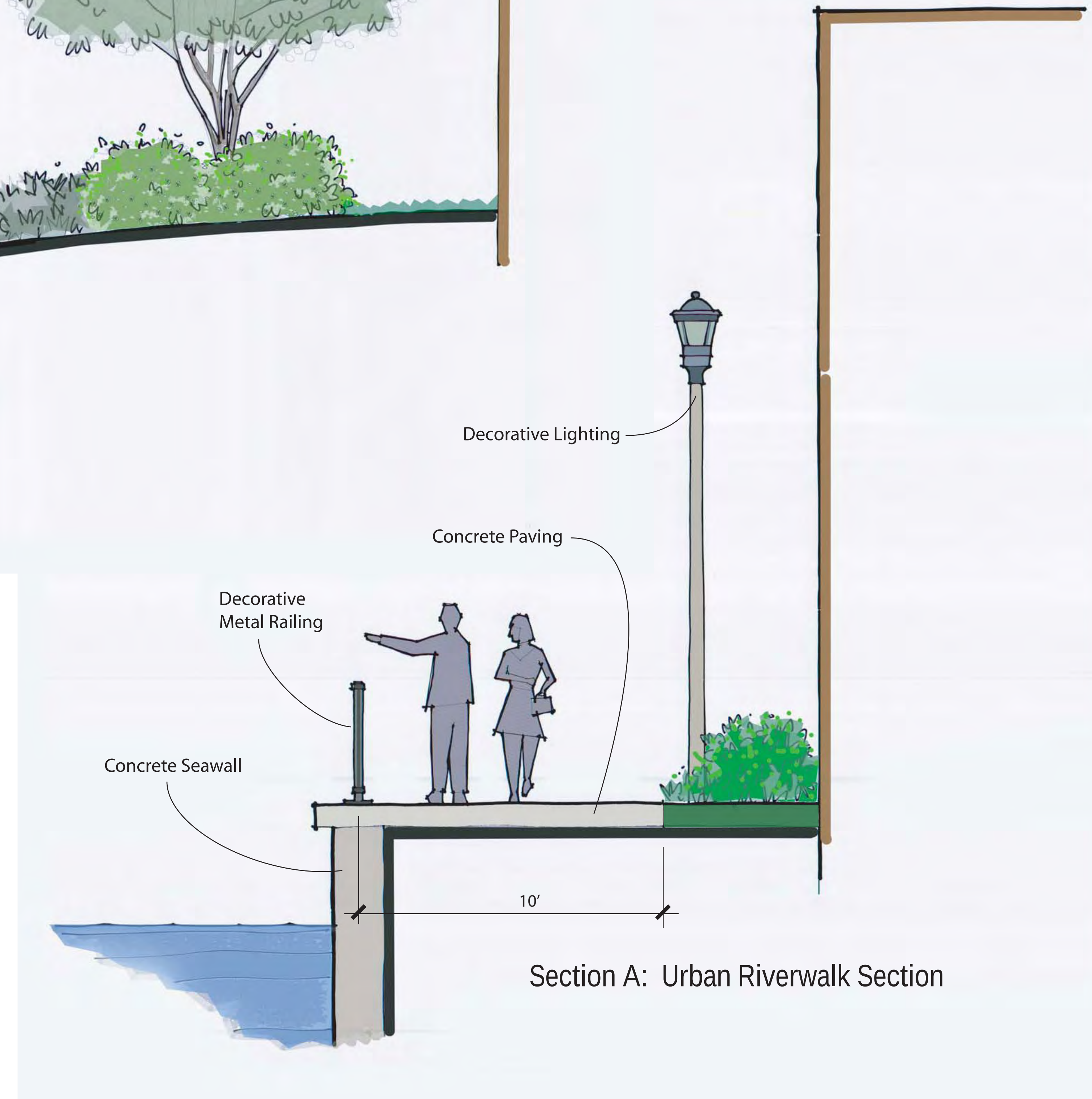


Section B: Heritage Loop Interpretive Area



Section A: Urban Riverwalk Section

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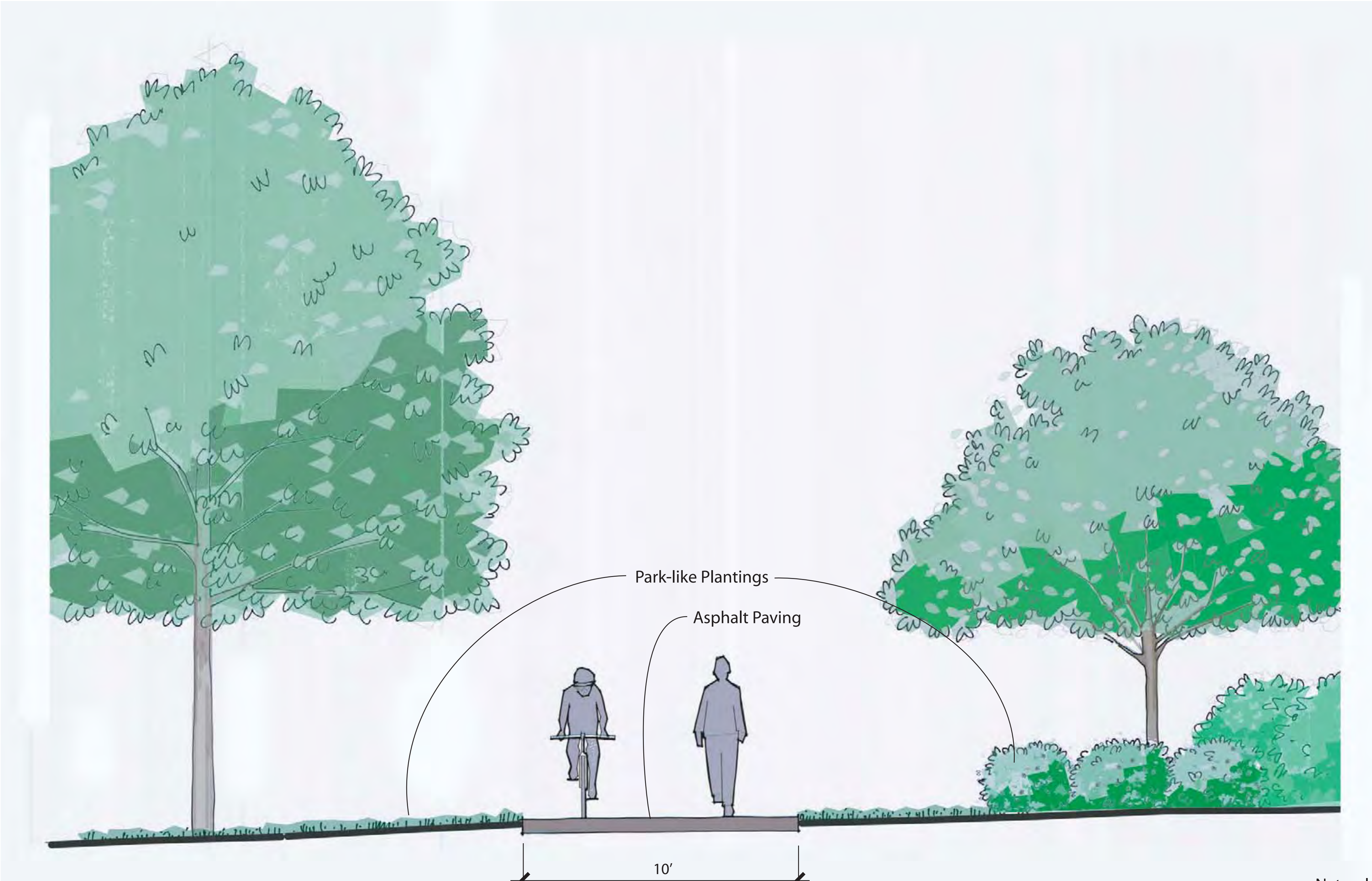
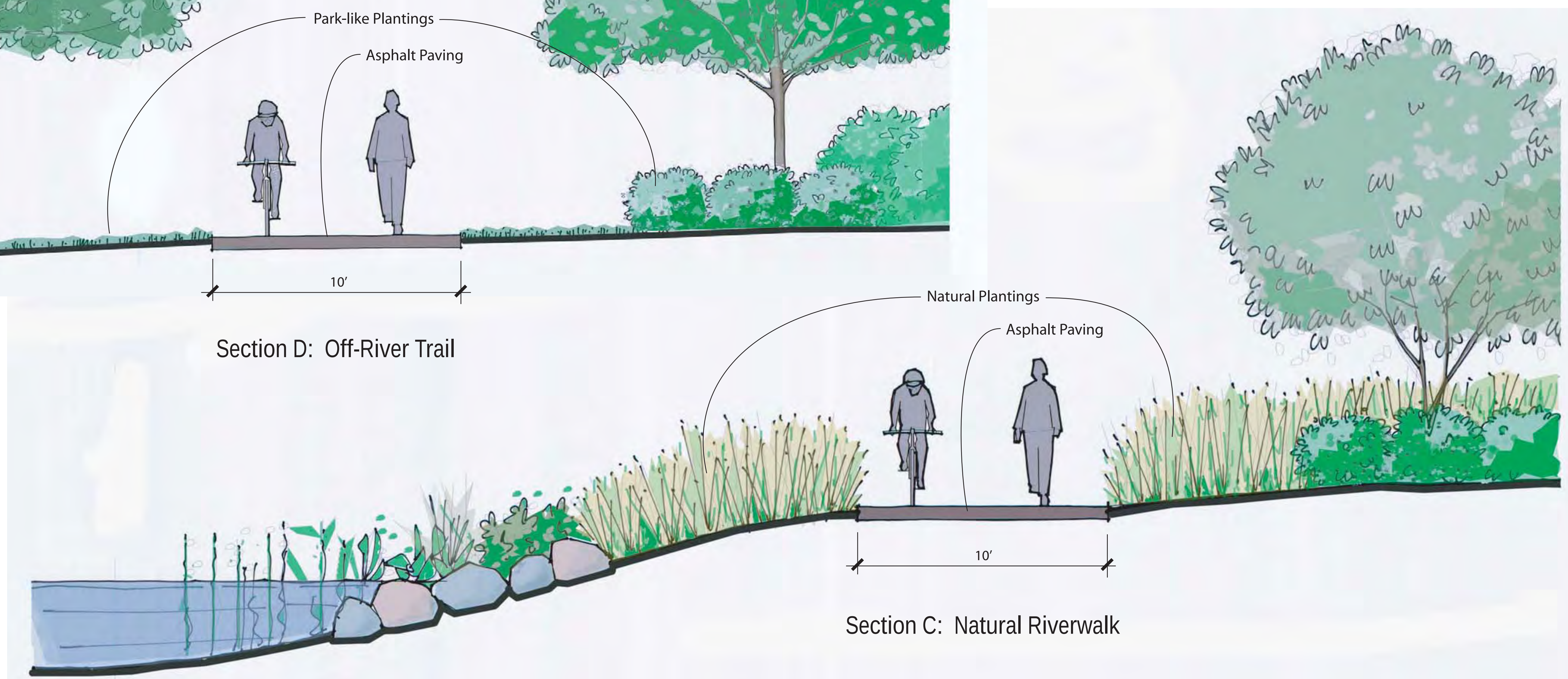


Section D: Off-River Trail



Section C: Natural Riverwalk

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Gateways and Wayfinding Concept Plan

Gateways and wayfinding are critical components of creating a positive downtown experience. Gateways are the point of entry to an area. Ideally, a gateway should signal a sense of arrival when a traveler has reached his or her destination. In Janesville, many of the existing gateways to the downtown area are non-descript, lack character, and in some cases draw attention to less-than-attractive areas. Establishing a gateway is an opportunity for a community to project its desired image, signal that you have reached a destination, and create a positive first impression.

Very closely related is the concept of wayfinding – knowing where you are going, how to get there, and when you have arrived. Strategic routing is a key component of wayfinding. When considering wayfinding to downtown Janesville and attractions in the City, the goal is to provide a positive visitor experience from the time the visitor leaves their point of origin or enters the City, to the time they reach their downtown destination. Routing visitors to the downtown via the most attractive, safe, and hassle-free routes is paramount. Existing traffic patterns, land use, streetscaping, and aesthetics are all considerations.

Map 9, the Gateways and Wayfinding Concept Plan, illustrates suggested downtown area primary and secondary gateway locations; preferred primary and secondary routes to the downtown; and wayfinding implementation to three main districts within the downtown and routes to parking within those districts.

Map 9
Downtown Gateway and Wayfinding
Janesville, Wisconsin
From Edgerton
From I-90/39
From I-90/39
From Beloit
W. Memorial Drive
E. Memorial Drive
Traxler Park & Rock Aqua Jays viewing area
51
N. Parker Drive
Rock River
Mercy Medical Center
Mineral Point Ave.
Lincoln Tallman House
Main Street/ Courthouse Hill District
E. Centerway
Milton Avenue
E. Milwaukee Street
Dam
N. Main Street
Uptown District
Police Station
City Hall
W. Milwaukee Street
W. Centerway
YMCA
Transit Center
Court House
E. Court Street
Senior Center
Cultural District
S. Main Street
Library
Planned Park
JPAC
E. Racine St.
14
Court Street
Center Avenue
River Street
W. Racine Street
Riverfront Park
Fourth Ward Park
Rockport Road
Riverside Street
Jeffris Park
Ice Center
Lions Pond
Monterey Park
Dawson Fields
Palmer Drive
Delavan Drive
S. Jackson St.
Beloit Ave.
51
Map Legend
Created: 08.22.07
Revised: 11.07.07
Downtown District
Primary District Gateway
Secondary District Gateway
Directional Signage (outside district)
Directional Signage (within district)
Primary Route to District
Secondary Route to District
Route to Parking within District
Potential Parking Structure
Public Parking Lots
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Primary District Gateway signage should be developed at major points of entry to the downtown area, such as at the Five Points Intersection, intersection of Main and Racine, and Main and Centerway.

Secondary District Gateway signage should be placed at secondary points of entry to the downtown area, such as Racine and River, East Milwaukee and Atwood, and River and Court Street.

Potential locations for Secondary Gateway District signage also include Centerway and North Jackson or North Franklin. At the time this *Strategy* was prepared, the City had approved conversion of North Franklin from one-way to two-way traffic from Mineral Point south to Centerway. The City was also in the process of studying the conversion to two-way adjoining the Mercy Medical Center. If this conversion to two-way traffic on Franklin occurs, Secondary District Gateway and/or directional signage along Franklin is recommended. In that case Gateway signage shown at Jackson and Centerway might instead be placed at Franklin and Centerway.

Directional Signage (outside of district) directs visitors to three main destination districts in the downtown area. The three districts are identified as:

- Main Street/Courthouse Hill District – including north Main Street and Parker north to Centerway and the Rock County Courthouse area
- Cultural District –the area centered around South Main Street including the Senior Center, Library, and JPAC
- Uptown District – the area west of the River extending north to Centerway and south to Court and Van Buren – includes the City municipal offices, Police Station, High Street Entertainment Corridor, West Milwaukee Street, YMCA, and the American Farm Enterprise Building on River Street.

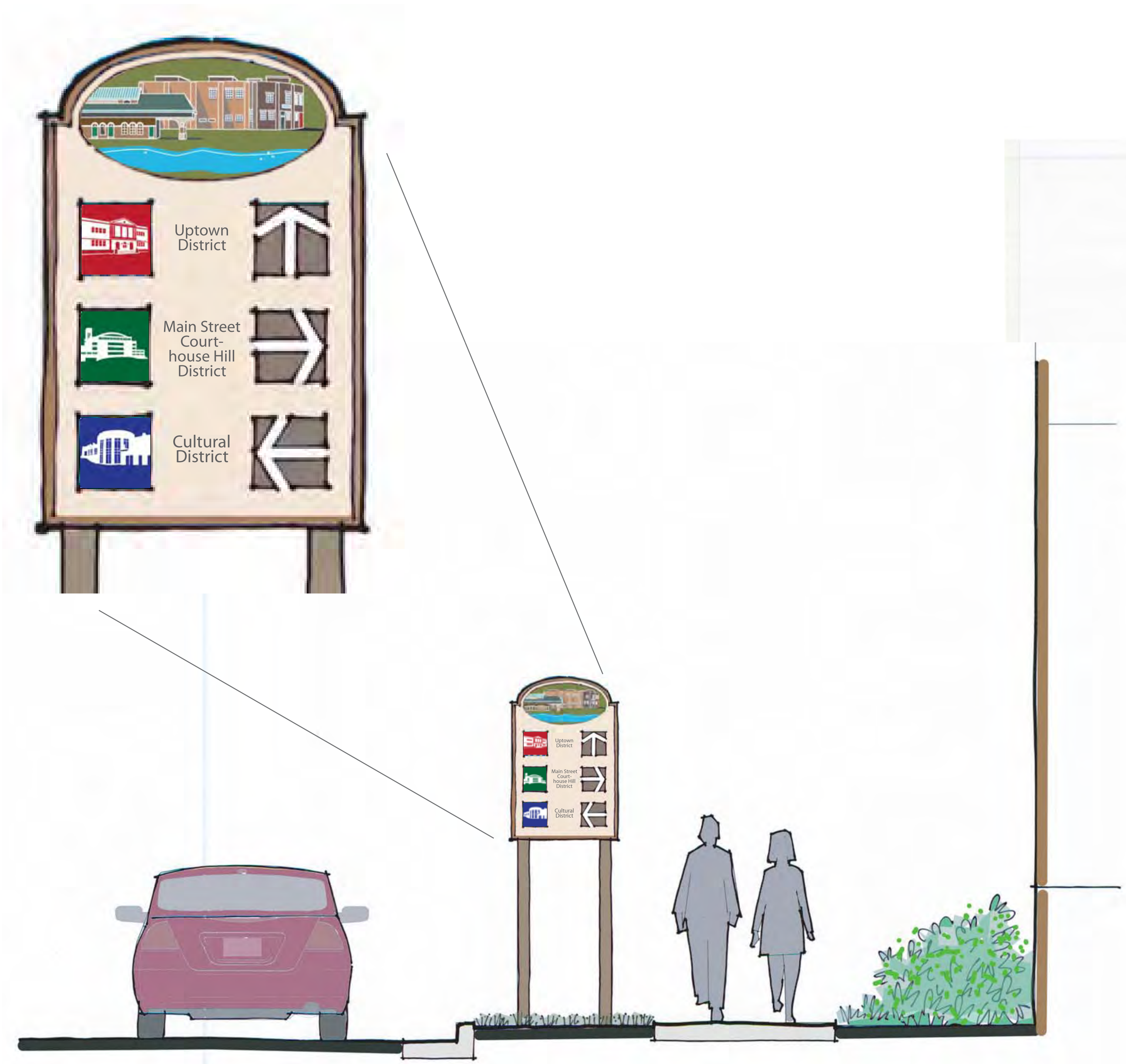
Directional Signage (within district) directs visitors to specific attractions within a district, for instance JPAC, Hedberg Library, or Municipal Building.

The conceptual illustration of each of these types of signs is provided on the following page.

Estimated costs for gateway and wayfinding signage are presented below:

Estimated Costs of Gateway and Wayfinding Signage

Type of Signage	Cost per unit ($)	Quantity	Total Cost ($)
Primary District Gateway	$8,000	3	$24,000
Secondary District Gateway	$6,000	4	$24,000
Directional Signage (outside)	$3,000	10	$30,000
Directional Signage (inside)	$1,500	12	$18,000
Total		**29**	**$96,000**



Directional Signage (outside of district)
Wood Post Mounted

Directional Signage (within district)
Light Post Mounted

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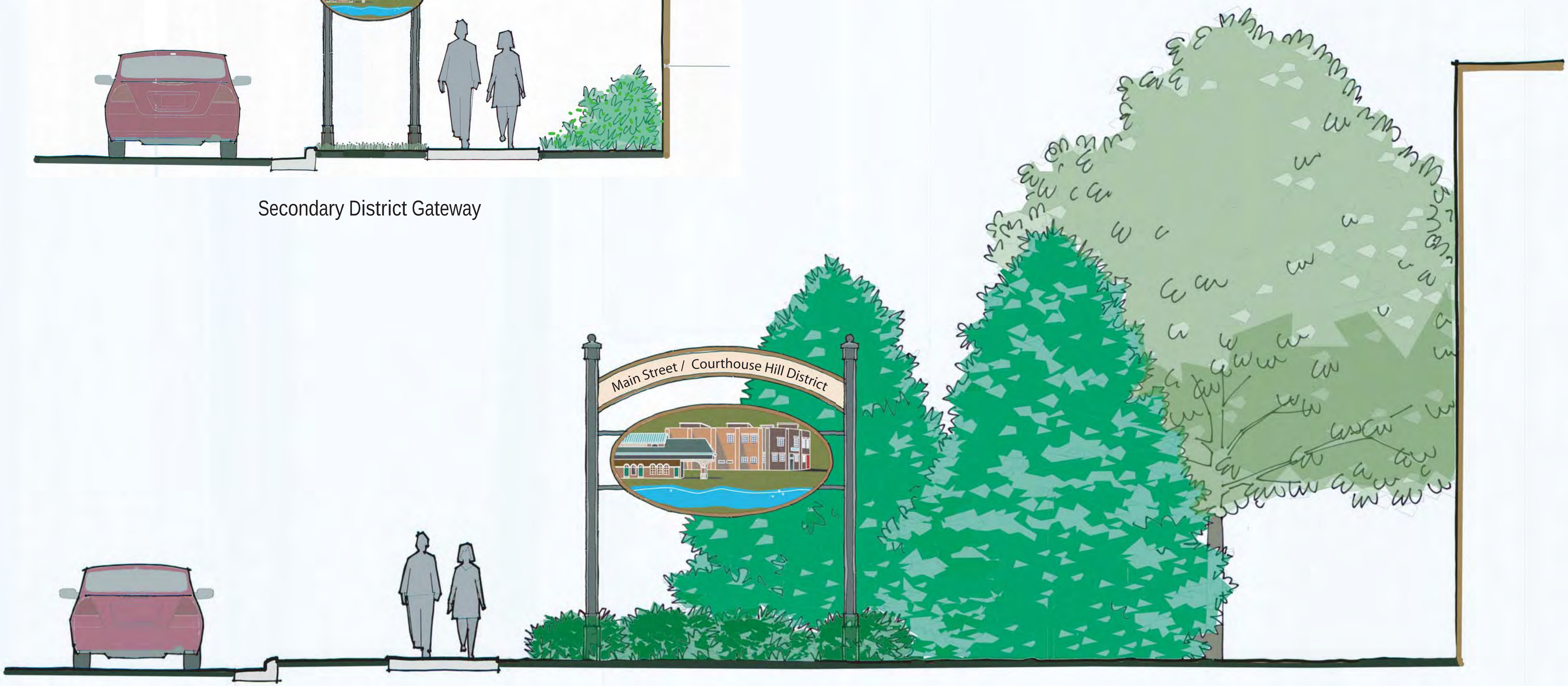
Secondary District Gateway



Primary District Gateway

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Parking Alternatives Analysis

The availability and accessibility of parking in the downtown is crucial to its functioning. The City's bi-annual parking studies, with the most recent being conducted in 2006, have demonstrated that on and off-street parking is currently adequate and generally well-balanced in the downtown area.

The Parking Plaza over the River between Milwaukee and Court Streets has consistently registered high rates of occupancy per the bi-annual parking studies. The 2006 study measured 83 percent occupancy of the 282 spaces. Despite its rate of usage, WisDNR and the Army Corp of Engineers will likely require removal of the Plaza as it nears the end of its useful life (estimated to be less than 10 years remaining). Concerns about the long-term viability of the Parking Plaza have prompted examining potential replacement locations for parking. Cost of repair/replacement, uncertainly of WisDNR permitting, water quality issues, aesthetics, and the diminished character of the riverfront due to the Plaza suggest that alternatives to the Parking Plaza are necessary. This *Strategy* recommends proactively planning ahead for the replacement of parking.

Map 10, Parking Alternatives Analysis, illustrates potential locations for replacement of the amount of parking provided by the Plaza. The proposed parking is intended to replace all parking lost by removal of the plaza and accommodate increased parking demand based on redevelopment of adjacent sites. Proposed parking is also intended to directly serve those uses currently served by the Plaza in terms of convenience, access, and location. In the short term, some surface parking may be able to remain adjacent to the River, possibly as an interim step to creating a future development site in these locations. In the long-term, parking structures are advised to be located at least a block off the River as illustrated on Map 10.

Estimated Costs of Structured Parking

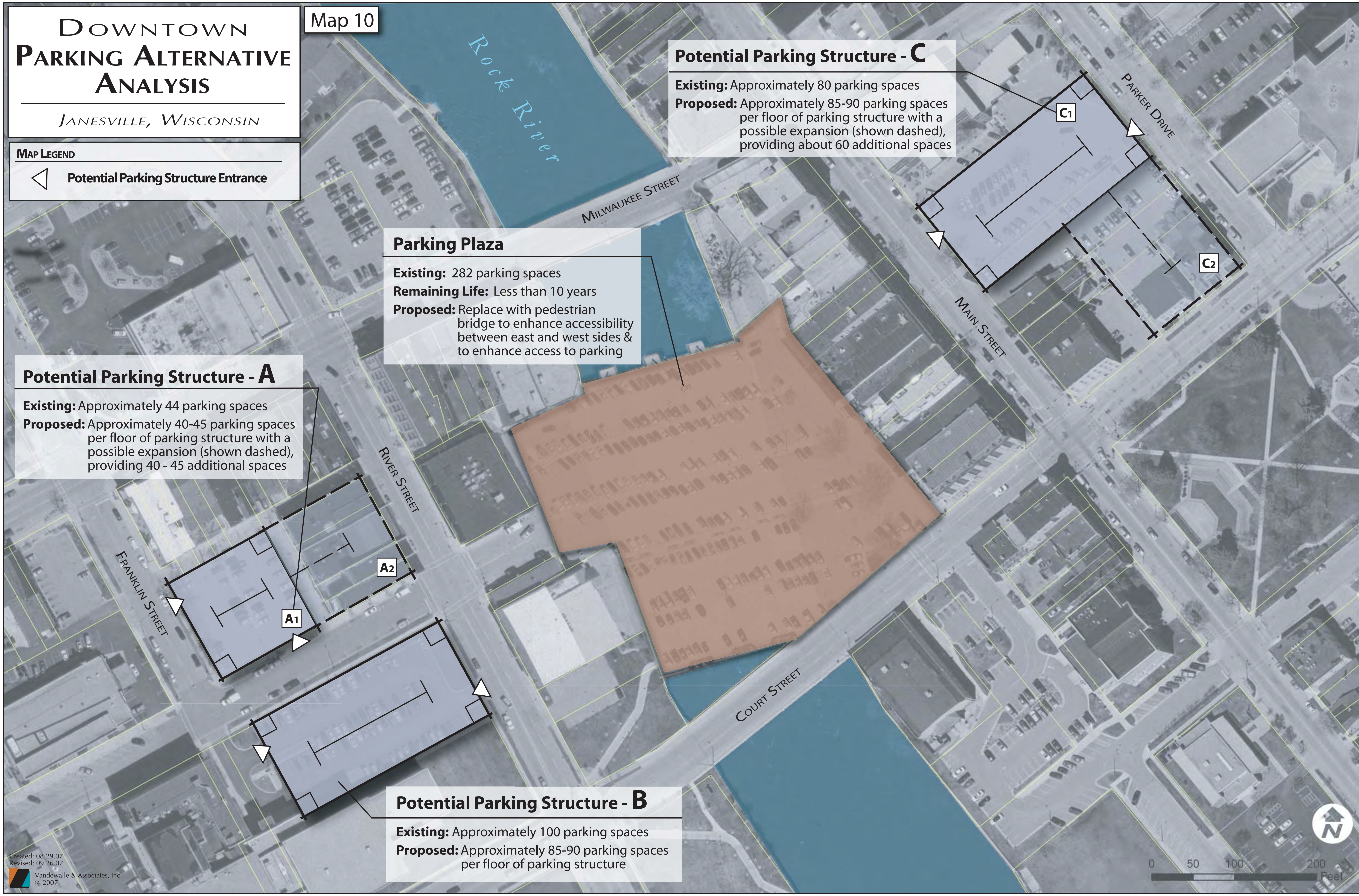
Proposed Parking Structure	**Number of Levels per Structure**		
	1	**2**	**3**
A			
Total Spaces (A1)	40 – 45	80 – 90	120 - 135
Estimated Cost($)*	$800,000 - $1,125,000	$1,600,000 - $2,250,000	$2,400,000 - $3,375,000
Total Spaces (A1 + A2)	80 – 90	160 – 180	240 - 270
Estimate Costs($)* (A1 +A2)	$1,6000,000 - $2,250,000	$3,200,000 - $4,500,000	$4,800,000 - $6,750,000
B			
Total Spaces	85 – 90	170 – 180	255 - 270
Estimated Cost($)*	$1,700,000 - $2,250,000	$3,400,000 - $4,500,000	$5,100,000 - $6,750,000
C			
Total Spaces	85 -90	170 – 180	255 - 270
Estimated Cost($)*	$1,700,000 - $2,250,000	$3,400,000 - $4,500,000	$5,100,000 - $6,750,000
Total Space (C1 + C2)	145 – 150	290 – 300	435 - 450
Estimated Cost($)* (C1 + C2)	$2,900,000 - $3,750,000	$5,800,000 - $7,500,000	$8,700,000 - $11,250,000

* Assumes estimated cost of $20,000 – 25,000 per stall. Costs include internal ramps connecting levels of multi-story structures. For decked parking without internal access, costs per stall would be less. Any parking accommodated underground would be able to be provided at a lower cost, approximately $15,000 per stall.

Potential expansion of Structures A and C as shown on Map 10 would likely require removal of buildings with some historic significance or character. If these options are selected and these buildings are proposed to be removed, façade treatment along the street frontages would need to be carefully considered.

The development of multi-level structures at two of the locations shown on Map 10 would more than replace the number of parking spaces that would be eliminated with the removal of the Parking Plaza. Although the cost per stall in a structure is greater than surface parking (estimated $1,200 to 1,500 per space), a much greater amount of parking demand is able to be accommodated by a structure. The cost per space for surface parking does not take into consideration the cost of additional real estate consumed to provide the same number of parking spaces on surface lots, as would be provided on a structure of the same footprint.

The mechanism for funding this parking should be explored through a future detailed study. Options for funding include TIF and a parking utility as well as public-private partnerships to create public parking as part of private redevelopment projects.


Downtown Parking Alternative Analysis
Janesville, Wisconsin
Map 10
Map Legend
Potential Parking Structure Entrance
Rock River
Milwaukee Street
Parking Plaza
Existing: 282 parking spaces
Remaining Life: Less than 10 years
Proposed: Replace with pedestrian bridge to enhance accessibility between east and west sides & to enhance access to parking
Potential Parking Structure - C
Existing: Approximately 80 parking spaces
Proposed: Approximately 85-90 parking spaces per floor of parking structure with a possible expansion (shown dashed), providing about 60 additional spaces
C1
C2
Parker Drive
Main Street
Potential Parking Structure - A
Existing: Approximately 44 parking spaces
Proposed: Approximately 40-45 parking spaces per floor of parking structure with a possible expansion (shown dashed), providing 40 - 45 additional spaces
A1
A2
River Street
Franklin Street
Court Street
Potential Parking Structure - B
Existing: Approximately 100 parking spaces
Proposed: Approximately 85-90 parking spaces per floor of parking structure
0 50 100 200
Feet
N
Created: 08.29.07
Revised: 09.26.07
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Market Rate Housing Feasibility Study

Introduction

Over the last several years, a variety of demographic, economic, and cultural trends have led to increased interest in downtown living in communities nationwide. Perhaps the most well-documented of these trends is the shift in housing preferences that is expected to occur as the nation's baby boomers transition from working parents to retired empty-nesters. Although the full effects of the boomer phenomenon remain to be seen, many communities are already trying to capitalize on the trend by offering housing options and community amenities designed to appeal to the changing preferences of this market. South-central Wisconsin is no stranger to this trend. The number of 55 to 85 year old residents of Rock County is expected to increase by over 5,000 from 2007 to 2012.

In addition to the boomer effect, young adults nationwide and in the Janesville area are staying single longer and postponing starting families until they are established in their careers. One downtown revitalization strategy is for the community to effectively position itself to retain and attract these young adults with housing opportunities that appeal to their preferences. If successful, this trend can bring large amounts of disposable income into a community, which can support local businesses and strengthen the local economy. Within the area delineated by a 25-mile radius around downtown Janesville, the number of 20 to 35 year olds is expected to increase by 7,500 between 2007 and 2012. However, this age group is fickle and very mobile, and the challenge for Janesville will be to provide the type of community that offers the atmosphere and amenities that will appeal to this market.

The potential demand for market-rate housing in downtown Janesville will ultimately depend on a number of factors that, at this point, are impossible to predict. However, by carefully analyzing area trends and looking at the types of households that will be added to the market over the next several years, it is possible to provide preliminary estimates of the future downtown housing demand.

This analysis examines Janesville's downtown housing potential using key indicators to draw insights into the market. Overall, the trends examined indicate that the Janesville market is ripe for new types of housing to meet the demands of a growing and changing population, and this should include downtown market-rate housing opportunities.

Overview of Demographic Findings from Comprehensive Planning Process

The Comprehensive Plan being prepared by Vandewalle & Associates includes a detailed report on the demographics of the City with some implications for the downtown housing market. The relevant key findings from the draft Comprehensive Plan include the following:

- Between 1990 and 2000, Janesville accounted for about 60% of Rock County's growth (8,000 of 13,000). For Rock County to grow, Janesville must grow.
- The City has a healthy age profile – very comparable to the County and State. As with most cities, the baby boom factor will be important to Janesville's future success. However, the relatively high number of children and young adults in the City is unusual for a central city of this size.
- According to the 2000 Census and more recent data, Janesville remains relatively non-diverse compared to other central cities in southern Wisconsin. However, there is a clear trend of a growing Hispanic population moving into Wisconsin from the Chicago area, and Janesville is expected to become more diverse overall in the coming years.
- Janesville is projected to grow from about 62,000 persons in 2006 to about 82,408 persons in 2030. The addition of 20,000 residents indicates a potential demand of approximately 8,000 total units of housing. However, the characteristics of these new residents will determine the type of housing needed.

- The City has a healthy household income profile – very comparable to Wisconsin as a whole but is somewhat skewed to moderate income households with slightly fewer low income households, and fewer high income households than the State average.
- The City has a healthy housing market with values comparable to Rock County as a whole; however, much of the new, high-end housing is located on the periphery and not in the City itself.
- The City's economy is diversifying, although still oriented toward manufacturing.

Detailed Demographic Analysis with Downtown Housing Focus

In order to look more deeply at downtown housing, a more focused examination of the area's demographics is necessary. Potential residents of market-rate downtown housing units are typically drawn to the amenities, atmosphere, and lifestyle offered in a downtown setting and in exchange they are willing to forgo the larger living spaces offered by more suburban environments. Because living downtown is a lifestyle choice rather than simply a housing choice, there are a number of identifiable household characteristics that fit with the downtown lifestyle.

Household Size

Families with children are typically not a significant market for downtown housing. Larger households require larger living spaces and families with children typically prefer lower density neighborhoods and housing units that offer ample space at affordable prices. Conversely, smaller, adult-only households are often more inclined to choose to live in higher-density environments and are willing to trade some living space for urban amenities and an exciting, downtown atmosphere. Therefore, the market for quality downtown housing is typically dominated by households comprised of either singles or couples with no children in the home.

The decreasing size of American households is a well-documented phenomenon and Janesville mirrors this national trend. Nationwide, the average household decreased in size from 2.7 persons to 2.67 persons between 1990 and 2000. In Janesville and Rock County, households are smaller than the U.S. average and the decrease in household size during the 1990s was more pronounced – 2.56 persons to 2.47 persons per household in the City and 2.67 persons to 2.6 persons per household in the County.

Average Household Size (1990 & 2000)

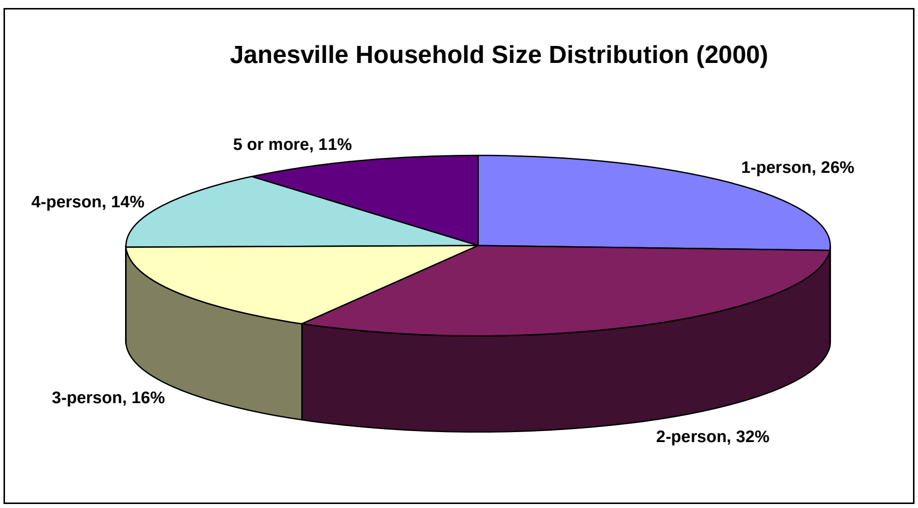
	1990	2000
Janesville	**2.56**	**2.47**
Rock County	**2.67**	**2.60**
United States	2.70	2.67
Wisconsin	2.68	2.57
Dane County	2.58	2.46
Green County	2.62	2.54
Jefferson County	2.81	2.63
Walworth County	2.72	2.72
Rockford	2.54	2.53
Beloit	2.66	2.66
Madison	2.49	2.32
Source: U.S. Census		

The shrinking average household size in the area bodes well for the potential of downtown housing, but more detailed analysis on household size can provide greater insight. Because demand for downtown housing comes almost exclusively from singles and couples with no children, households with three or more persons are typically not a viable downtown market. As highlighted in the demographic overview, Janesville is a growing community. Between 1990 and 2000, the City added approximately 8,000 people and 3,700 households to its 1990 base of 52,000 people and 20,300 households. Parsing this data reveals that this growth is almost exclusively attributable to increasing numbers of small households. During the 1990s, Janesville added 3,100 one and two person households and only 600 households of 3 or more. Rock County similarly experienced high growth in small households and relatively little growth in large households.

Change in Number of Large and Small Households (1990-2000)

	1 or 2 person households		3 or more person households	
	Increase/Decrease from 1990-2000	% Change	Increase/Decrease from 1990-2000	% Change
Janesville	**3,093**	**26%**	**591**	**5%**
Rock County	**5,732**	**20%**	**691**	**2%**
United States	9,664,868	19%	3,880,672	7%
Wisconsin	239,563	23%	22,489	2%
Dane County	25,633	30%	5,846	7%
Green County	1,340	20%	311	5%
Jefferson County	3,338	25%	726	5%
Walworth County	4,955	32%	1,945	12%
Rockford	3,315	10%	960	3%
Beloit	394	5%	(350)	-5%
Madison	12,345	24%	249	0%

Source: U.S. Census



Marriage and Family Status

Examining trends related to marriage and family status can further illuminate trends that may influence downtown housing demand. The "traditional family" consisting of two adult parents and one or more children in the home is a household model that drove most new housing development in the U.S. during the second half of the twentieth century. However, nationwide and in Southern Wisconsin, this type of household is becoming less prominent. The baby boom generation is growing older and transitioning to empty-nester, two-person households. Compared to previous generations, today's young adults are waiting longer to marry and have children, and a larger percentage are choosing to forgo marriage altogether.

In Janesville, the number of adults who are married with children essentially remained stable during the 1990s with a slight increase of 100 people. However, the adult population in households consisting of singles without children, couples without children, or single parents increased by a total of approximately 3,600 persons, or about 3% annually. Rock County and surrounding jurisdictions experienced similarly modest growth in traditional families with children, but high growth in other types of households. This increasing complexity and diversity in household and family type brings increasing demand for greater diversity in housing and new types of housing units to accommodate the change.

Adult Population by Family Characteristics (1990 – 2000)

	Married w/Children		Married w/o Children		Single Parent		Widowed or Not-Married, No Children	
	% Adult Population		% Adult Population		% Adult Population		% Adult Population	
	1990	2000	1990	2000	1990	2000	1990	2000
Janesville	**27%**	**23%**	**31%**	**29%**	**8%**	**10%**	**34%**	**39%**
Rock County	**27%**	**25%**	**32%**	**31%**	**9%**	**9%**	**32%**	**36%**
	Change 90-00	**Compound Growth Rate**	**Change 90-00**	**Compound Growth Rate**	**Change 90-00**	**Compound Growth Rate**	**Change 90-00**	**Compound Growth Rate**
Janesville	**99**	**0.18%**	**598**	**0.91%**	**676**	**3.51%**	**2,311**	**2.92%**
Rock County	**189**	**0.13%**	**1,139**	**0.66%**	**984**	**2.02%**	**4,111**	**2.22%**
United States	1,450,465	0.58%	2,289,772	0.80%	2,419,268	2.96%	7,386,035	2.03%
Wisconsin	5,015	0.10%	59,454	1.02%	36,264	2.51%	161,319	2.30%
Dane Cty	4,691	1.26%	5,976	1.48%	2,912	2.98%	17,900	2.61%
Green Cty	43	0.12%	479	1.22%	405	5.06%	724	1.77%
Jefferson Cty	67	0.09%	1,088	1.28%	687	4.38%	2,222	2.64%
Walworth Cty	1,214	1.52%	1,844	1.92%	778	4.06%	3,064	2.76%
Rockford	(765)	-0.63%	(474)	-0.32%	1,745	2.75%	3,769	1.63%
Beloit	(378)	-1.26%	(102)	-0.29%	1	0.01%	523	1.04%
Madison	137	0.09%	987	0.54%	939	1.94%	10,531	2.38%

Source: U.S. Census

Defining the Market Area

Housing markets are typically regional and are only marginally responsive to county or municipal boundaries. When someone is in the market for a home, their location criteria is generally based partially on jurisdictional boundaries but mostly on practical factors like proximity to work, schools, shopping, etc. Therefore, in examining the market for downtown housing, it is important to look at both jurisdictional boundaries (city, county) as well as areas defined simply by proximity to the downtown. The following analysis examines future trends in the City and County, as well as a 25-mile radius ring around the downtown. The final estimates of future demand are based on the following three market areas:

Primary Market – The City of Janesville comprises the primary market area for downtown housing. Downtown Janesville is clearly the urban center for city residents and for those current or future residents of the city who would consider a downtown housing environment, downtown Janesville would be their primary option.

Secondary Market – Rock County defines the secondary market for downtown housing in Janesville. Janesville is the largest city in Rock County and is the County's urban center of gravity. However, the County also includes Beloit, another vital urban center with downtown market potential. Therefore, most of the downtown housing market in the County could likely be captured by Janesville, but some downtown buyers and renters may go to Beloit or to other smaller communities in the County with some downtown housing opportunities.

Tertiary Market – A 25-mile ring is used to define Janesville's tertiary housing market. This area includes all of Rock County and extends north to the southeast Madison suburbs and south to the north side of Rockford.

Market Area Household Trends

Demographic Overview

Estimates created by ESRI show that the City of Janesville, Rock County, and the surrounding areas are expected to continue to grow from 2007 to 2012. Additionally, household income in Janesville and in the region are expected to grow at a solid rate of over 3% per year during this period

Market Demographic Overview (2007 – 2012)

Population			
	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)
2007	62,200	161,103	392,941
2012	64,556	167,788	418,888
Compound Growth Rate	0.75%	0.82%	1.29%
Median Household Income			
	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)
2007	$57,959	$56,809	$60,330
2012	$67,364	$65,545	$69,581
Compound Growth Rate	3.05%	2.90%	2.89%
Median Age			
	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)
2007	36.9	37.7	37.5
2012	37.7	38.7	38.2
Change	0.80	1.00	0.70
Average Household Size			
	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)
2007	2.39	2.49	2.56
2012	2.38	2.48	2.55
Change	-0.01	-0.01	-0.01
Source: ESRI Business Solutions			

Age and Income Characteristics

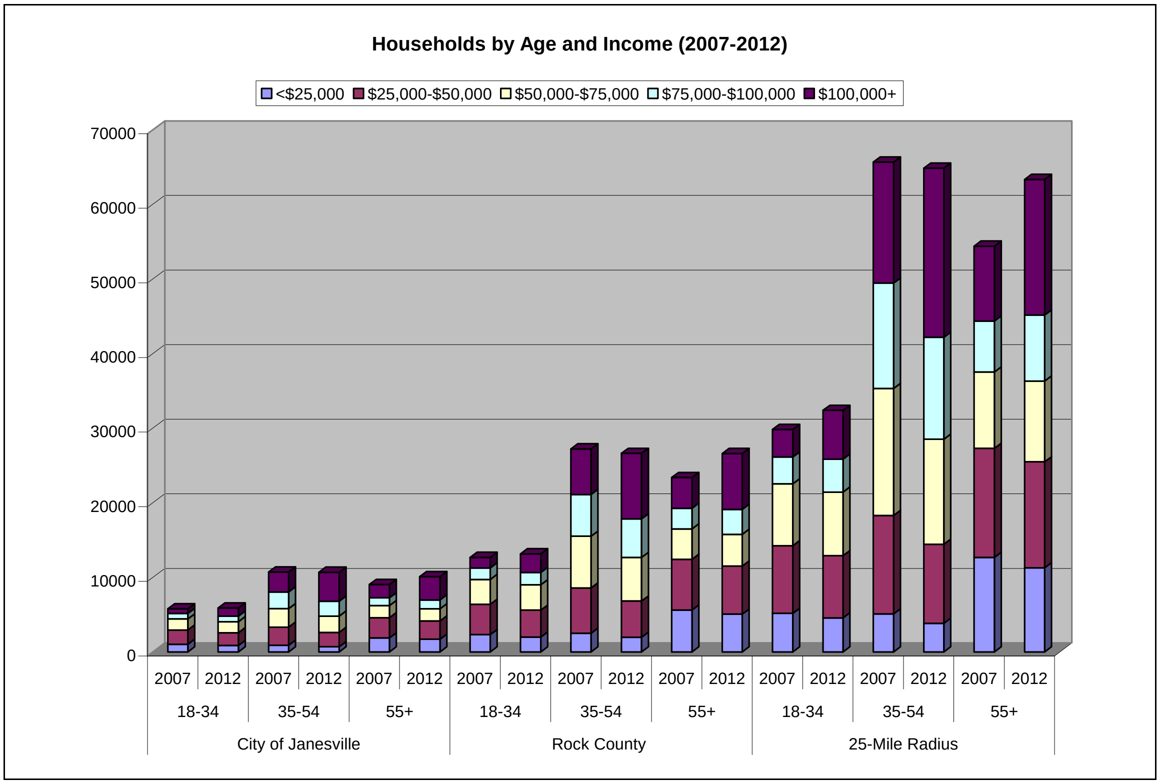
The market for downtown housing in Janesville will be driven by age cohorts of future residents of the region. The potential for downtown housing that is priced at market-rates will be driven by the incomes of the population. Essentially, in order for a person to consider buying or renting a high-quality, new housing unit in downtown Janesville, that person will need to have an income high enough to pay market-rates and that person will likely be at an age where downtown living is an attractive and viable option. For the most part, adults in their 30s and 40s are significantly less likely to live downtown than younger adults (18-34) or older adults (55+). For the young adult population who are likely to be renters, households will generally need an income of $50,000 or more to afford quality, market-rate downtown living. High quality, market rate rental housing in downtown Janesville will probably need to have rents of approximately $1,000 or more per month for two or three bedroom units. One bedroom or studio units could potential rent for slightly less, but over-all, apartments will need to be priced at levels high enough to make projects feasible, which will be above rents for most existing apartments in the area. Assuming an effective tax rate of 25-30%, households with $50,000 incomes take home approximately $3,000 per month and, using the industry standard of up to 30% of income spent on housing, these households can afford about $1,000 per month in rent.

For the older population of empty-nesters and retirees, they will generally require higher-end or luxury owner-occupied downtown units and, for this analysis, the targeted income groups have household earnings of $75,000 or more. Market-rate condominium units with high quality amenities in downtown Janesville will probably need to be priced at approximately $200,000 and above to be financially feasible. Therefore monthly mortgage payments for potential buyers will be $1,300 and up assuming 6% interest and 10% down and total monthly housing costs will be approximately $1,400 to $1,500 including condo fees. Again using the 25-30% effective tax rate and the 30% rule of thumb, households would need about $75,000 or more in annual income to afford these units. However, because this market will include empty-nesters transitioning into smaller units, many of these buyers will be able to use equity from their previous homes and afford more expensive units with less income.

The following table shows the growth in the number of households at differing age and income groups. As the table shows, from 2007 to 2012, the number of households headed by 35 to 54 year olds will be declining overall and at all income levels except for the $100,000 plus group. There will be very significant decreases in the number of households headed by 35 to 54 year olds with incomes under $75,000 per year. In Janesville, Rock County, and the 25-mile area, the number of households headed by 18 to 34 year olds and people 55 and older will be increasing in total and particularly at the highest income levels. In terms of housing, these growth trends indicate that the market for basic, single-family homes catering to moderate income families is decreasing and the market for higher-end downtown housing may be on the rise if the city and the develop-ment community can provide the type of amenities that potential downtown residents will value.

Change in Number of Households by Age and Income Levels (2007-2012)

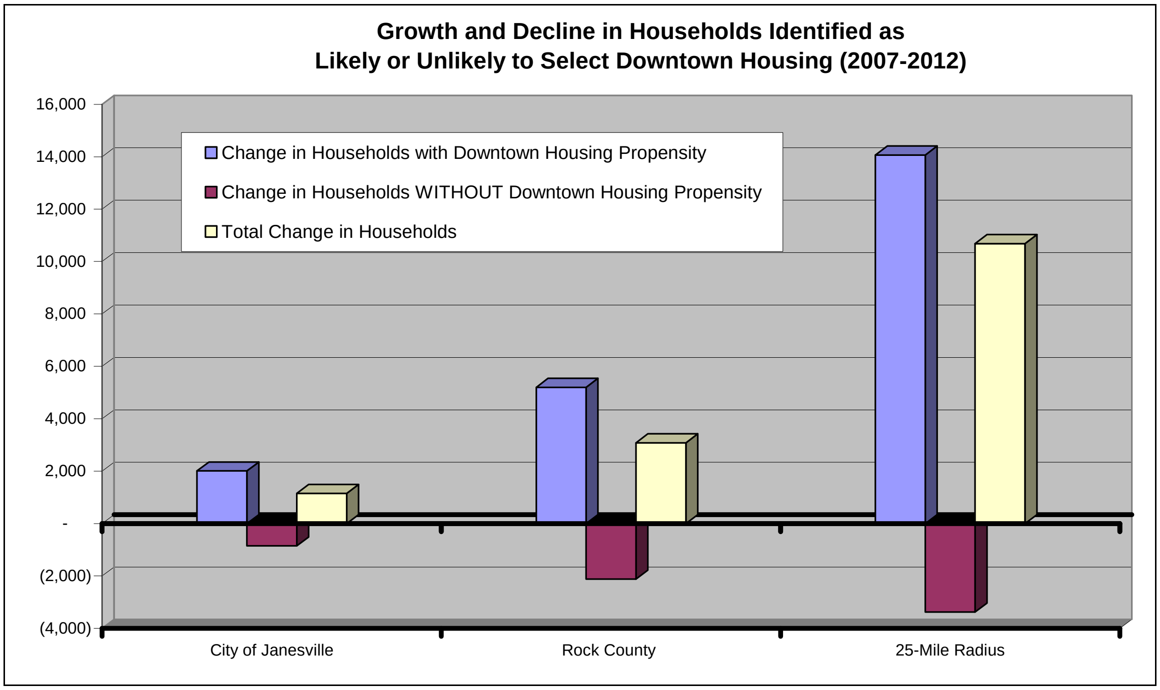
	<$25,000	$25,000-$50,000	$50,000-$75,000	$75,000-$100,000	$100,000+	Total Household Change (2007-2012)
City of Janesville						
18-34	(157)	(233)	20	**22**	**459**	**11**
35-54	(202)	(490)	(307)	(248)	1,225	(22)
55+	(171)	(270)	2	**156**	**1,348**	**1,065**
Rock County						
18-34	(318)	(465)	62	**132**	**1,059**	**470**
35-54	(554)	(1,220)	(1,059)	(448)	2,668	(613)
55+	(547)	(345)	169	**555**	**3,393**	**3,225**
25-Mile Radius						
18-34	(615)	(733)	255	**804**	**2,849**	**2,560**
35-54	(1,249)	(2,617)	(2,941)	(455)	6,444	(818)
55+	(1,412)	(392)	593	**2,015**	**8,142**	**8,946**
Source: ESRI Business Solutions						



As stated above, the targeted populations with the greatest propensity to live in downtown Janesville are people age 18-34 with incomes above $50,000 per year and people age 55 and older with incomes above $75,000. Between 2007 and 2012, the total number of households in these categories in the City of Janesville, Rock County, and the 25-mile area are expected to increase by 1,000, 3,000, and 11,000 households respectively. The percentage change in the number of these targeted households is expected to be 35 to 45 percent in these areas, compared to a total percentage change in households of 5 to 7 percent. Essentially all of the growth in households expected to occur in the market between 2007 and 2012 will be in households with the age and income characteristics that identify them as potential downtown residents.

Number of Households in Age and Income Brackets Targeted for Downtown Housing (2007-2012)

2007			
	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)
Number of Households in Targeted Cohorts	5,648	13,193	32,446
Number of Households Total	25,537	63,311	149,924
Percent in Targeted Cohorts	22%	21%	22%
2012			
	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)
Number of Households in Targeted Cohorts	7,653	18,394	46,511
Number of Households Total	26,691	66,393	160,612
Percent in Targeted Cohorts	29%	28%	29%
2007 – 2012			
	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)
Growth in Targeted Households	2,005	5,201	14,065
Total Change in Number of Households	1,154	3,082	10,688
Percent Change in Targeted Households	35%	39%	43%
Percent Change in Total Households	5%	5%	7%



Profile of Existing Downtown Housing in Janesville

Using a study area that includes all of the downtown and areas just on the edge, the downtown Janesville area has a total of about 1,100 housing units, according to estimates from ESRI. The area does not appear to have added a significant number of units since 2000. Within the downtown, about 64% of the housing is renter occupied, 27% is owner occupied, and 9% is vacant. The owner/renter ratio in the downtown is essentially the opposite of the ratio for the City and County where 65% of the housing stock is owner-occupied.

Profile and Forecast for Downtown Housing Given Past Trends

	2000		2007	
	Number	Percent	Number	Percent
Total Housing Units	1,136	100.0%	1,182	100.0%
Occupied	1,033	90.9%	1,038	87.8%
Owner	309	27.2%	325	27.5%
Renter	724	63.7%	713	60.3%
Vacant	103	9.1%	144	12.2%

Source: ESRI Business Solutions

Value of Owner-Occupied Units

Downtown Janesville has a limited number of owner occupied units and the ones that are in the area have a median value that is significantly below the medians for the primary, secondary, and tertiary market areas. The area encompassed by the 25-mile radius ring has somewhat higher home values than the comparables. This is likely the result of the fact that the area is capturing some of Madison's south suburbs.

Median Value of Owner-Occupied Housing

	Median 2000	Median 2007	CAGR
Downtown	$83,750	$116,627	6.85%
City of Janesville	$98,853	$141,091	7.37%
Rock County	$98,336	$139,218	7.20%
25-Mile Radius Area	$110,860	$161,642	7.83%
Source: ESRI Business Solutions			

Downtown Janesville currently contains very little rental or owner-occupied housing with rents or prices that would indicate that they are high-end, market-rate units. Most of the current supply is very affordable and reportedly a large percentage of the downtown housing in Janesville is subsidized.

Value of Downtown Owner Occupied Housing (2000, 2007, 2012)

Downtown						
	2000		**2007**		**2012**	
	Units	**% of Total**	**Units**	**% of To-tal**	**Units**	**% of To-tal**
<$50,000	13	4%	3	1%	2	1%
$50,000-$100,000	211	67%	90	28%	51	16%
$100,000-$150,000	52	16%	158	48%	165	51%
$150,000-$200,000	32	10%	36	11%	56	17%
$200,000-$250,000	6	2%	26	8%	18	6%
$250,000-$300,000	2	1%	7	2%	17	5%
$300,000+	1	0%	7	2%	13	4%
Total	317		327		322	
Source: ESRI Business Solutions						

City of Janesville						
	2000		**2007**		**2012**	
	Units	**% of Total**	**Units**	**% of To-tal**	**Units**	**% of To-tal**
<$50,000	835	5%	601	3%	578	3%
$50,000-$100,000	7,587	47%	1,884	11%	1,256	7%
$100,000-$150,000	5,684	35%	8,071	45%	6,028	32%
$150,000-$200,000	1,391	9%	4,347	24%	5,494	30%
$200,000-$250,000	511	3%	1,701	10%	2,590	14%
$250,000-$300,000	126	1%	647	4%	1,333	7%
$300,000+	120	1%	589	3%	1,271	7%
Rock County						
	2000		**2007**		**2012**	
	Units	**% of Total**	**Units**	**% of To-tal**	**Units**	**% of To-tal**
<$50,000	4,248	10%	2,412	5%	2,088	4%
$50,000-$100,000	17,367	42%	7,852	17%	6,193	13%
$100,000-$150,000	12,414	30%	16,563	36%	13,785	29%
$150,000-$200,000	4,634	11%	9,669	21%	11,136	23%
$200,000-$250,000	1,653	4%	4,855	11%	6,326	13%
$250,000-$300,000	687	2%	2,241	5%	3,855	8%
$300,000+	707	2%	2,489	5%	4,826	10%
25-Mile Area						
	2000		**2007**		**2012**	
	Units	**% of Total**	**Units**	**% of To-tal**	**Units**	**% of To-tal**
<$50,000	7,263	7%	4,664	4%	4,082	3%
$50,000-$100,000	33,794	34%	12,727	11%	9,807	8%
$100,000-$150,000	33,483	34%	32,131	29%	25,742	21%
$150,000-$200,000	13,976	14%	27,089	24%	29,253	24%
$200,000-$250,000	4,784	5%	17,613	16%	19,891	17%
$250,000-$300,000	2,328	2%	8,277	7%	13,532	11%
$300,000+	2,760	3%	9,981	9%	18,111	15%
Source: ESRI Business Solutions						

Downtown and Market Area Rents

Downtown Janesville contains essentially no rental housing with rents greater than $1,000 per month and none of the three market areas have a significant number of housing units with rents above this level. Most of the rental housing in the downtown has relatively low rents between $200 and $600 per month. The City, County, and 25-mile area have higher median rents and more units in the higher ranges. With a limited current supply of high-rent housing in the market area, the market may be reluctant to absorb units with rents above $1,000 per month because potential tenants may select less costly housing even if they can afford more. To address this, it will be important for any new downtown rental housing to market the product as a lifestyle with unique and new amenities that go far beyond other apartments in the area.

Downtown and Market Area Rental Data (2000)

	Downtown		City of Janesville		Rock County		25-Mile Area	
Gross Rent Range	# of units	% of total	# of units	% of total	# of units	% of total	# of units	% of total
$0-$200	111	15%	450	6%	1,295	8%	2,364	7%
$200-$400	234	32%	1,166	16%	3,527	22%	7,185	21%
$400-$600	357	48%	4,269	57%	8,816	55%	16,529	49%
$600-$800	28	4%	1,350	18%	2,102	13%	6,261	19%
$800-$1000	10	1%	202	3%	272	2%	1,143	3%
$1000+	-	0%	21	0%	27	0%	245	1%
Median Rent	$410		$498		$467		$487	
Source: ESRI Business Solutions								

Units per Building

Most of the units in the downtown area are in larger buildings with a total of 3 or more units. However, the area also includes over 400 units that are single-family or 2-unit buildings. Some of the single family units that are indicated as part of the downtown may actually be homes on the immediate periphery of the downtown that were included in the study area used to create this analysis.

Housing Units by Building Size (units/building) (2000)

	Number of Housing Units Per Structure			
Downtown	**1**	**2**	**3 to 10**	**10 or more**
Units	345	196	202	421
Percent	30%	17%	17%	36%
City of Janesville	**1**	**2**	**3 to 10**	**10 or more**
Units	17,525	2,254	2,571	2,054
Percent	70%	9%	10%	8%
Rock County	**1**	**2**	**3 to 10**	**10 or more**
Units	47,110	4,799	4,334	3,955
Percent	76%	8%	7%	6%
25-Mile Area	**1**	**2**	**3 to 10**	**10 or more**
Units	111,680	8,517	11,072	8,461
Percent	77%	6%	8%	6%
Source: ESRI Business Solutions				

Demand Estimate

It is impossible to create an exact measurement of the total potential demand for downtown housing in Janesville, or in any community. Housing markets are continually changing and downtown housing is a particularly unpredictable market that is dependent on a wide range of external forces. The most important influence on the potential market for downtown housing is the overall health and vitality of the downtown as a whole. If Janesville's downtown can become a vibrant and interesting place with a healthy retail market, opportunities for dining and entertainment, and safe and attractive public spaces, it will attract more people and housing market success will follow. Downtown housing typically follows a critical mass model with a few initial projects and a few early downtown residents leading the way to a more active downtown and a less risky development environment. Because of this, one of the keys to developing a strong downtown housing market is encouraging the first few catalytic projects.

Although estimates of downtown housing demand are unavoidably imprecise and evaluating downtown housing demand is difficult given the dynamic nature of downtown markets, it is possible to combine demographic analysis with market knowledge to begin to estimate the size of the potential market. The following table shows the number of households that meet the previously defined target demographic characteristics (18-34 years old and $50,000+ income or 55+ years old and $75,000+ income). Between 2007 and 2012, Janesville is expected to add 2,000 households that fall into the noted criteria, Rock County is expected to add 3,200 and the 25-mile area is expected to add 8,864 (eliminating the overlapping areas).

Estimate of New Demand for Housing Units in Downtown Janesville

Total change in households with targeted demographic characteristics	Primary Market (City)	Secondary Market (County)	Tertiary Market (25-Mile)	Total
55+ years old and $75,000+ household income	1,504	2,444	6,209	10,157
18-34 years old and $50,000+ household income	501	752	2,655	3,908
Total households in target categories				14,065

Although, these are growth estimates for households that meet the basic criteria for downtown housing, most of them will nonetheless choose other housing options outside of downtown. Further, among those households who do choose to live in a downtown environment, some will select locations in other communities. Nonetheless, if downtown Janesville could capture just 1% of this population, that would support over 100 new units over the next five years. Again, this demand will only materialize if Janesville can offer the type of downtown lifestyle amenities that will attract residents and if the City can encourage the early, catalytic project that will entice additional developers and excite more potential residents consider living downtown.

Conclusions

The data indicates that the Janesville market has a growing number of households with characteristics that show a high propensity for downtown housing options. Related to this, the data also indicates limited growth in two-adult family households with children and therefore a more limited future market for traditional single-family homes catering to this market. Janesville and its surroundings are indeed growing, but it is important for the community to recognize what types of households are driving this growth and what their housing and community needs are.

Overall, the Janesville market is experiencing declines in household size, increasing numbers of residents at or nearing retirement age, some growth in the young adult market, and increasing incomes. Taken together, these trends indicate a growing demand for new types of housing options including downtown housing. Examining growth rates for households in age and income categories with a propensity for market-rate downtown housing indicates a significant number of potential downtown residents in the market. This demand will be contingent on a number of factors and buyers or renters for this many units will not materialize unless downtown Janesville can offer the type of atmosphere and quality of life amenities that can attract this market.

Appendix III: Conceptual Site Plans

Conceptual Site Plans

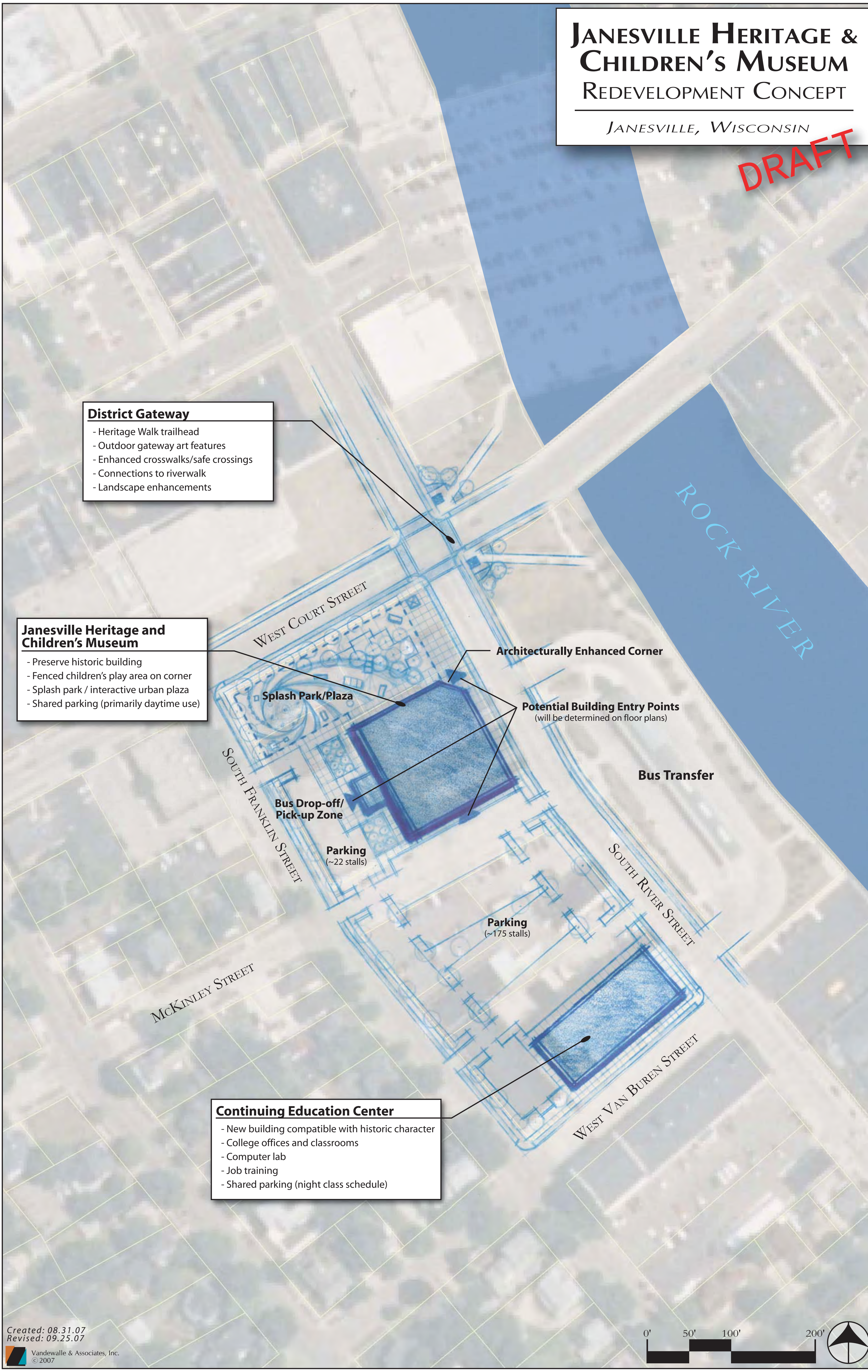
Several potential sites for redevelopment and reuse were identified through the process of creating the *Downtown Vision and Strategy*. From those sites identified, the steering committee selected three sites for which to develop conceptual site plans. The sites that were selected were based on the criteria of:

- Potential redevelopment impact
- Relationship to ongoing public and private initiatives or other opportunities identified in the Strategy
- Relationship to catalyzing broader positive change – redevelopment, reuse or other public or private investment
- Location in the downtown – with a desire to achieve redevelopment in all portions of the downtown

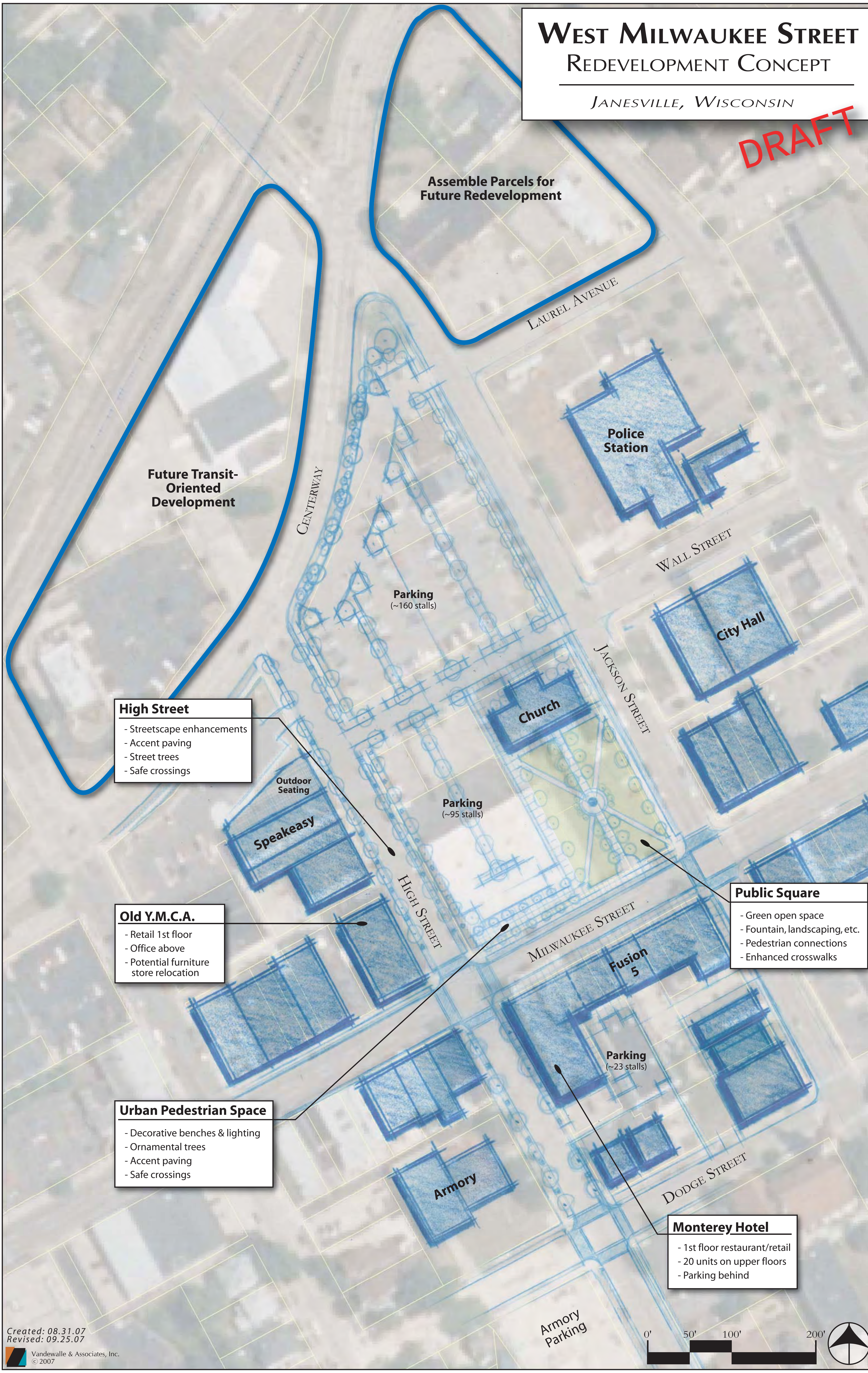
The three selected sites are: 1) West Milwaukee Street, 2) North Main and Centerway, and 3) River Street across from Bus Transfer Station.

The three concept plans include site configuration, redevelopment and reuse of structures, building footprints, parking, connections, and suggest potential uses. These conceptual site plans represent visions for these sites. More detailed site planning will be required when these sites are proposed for redevelopment.

The process set forth in the Action Plan contained in Appendix I of this *Strategy* should generally be followed for initiating the redevelopment and reuse of these sites.



Janesville Heritage & Children's Museum
Redevelopment Concept
Janesville, Wisconsin
DRAFT
District Gateway
- Heritage Walk trailhead
- Outdoor gateway art features
- Enhanced crosswalks/safe crossings
- Connections to riverwalk
- Landscape enhancements
Rock River
West Court Street
Janesville Heritage and Children's Museum
- Preserve historic building
- Fenced children's play area on corner
- Splash park / interactive urban plaza
- Shared parking (primarily daytime use)
Architecturally Enhanced Corner
Splash Park/Plaza
Potential Building Entry Points
(will be determined on floor plans)
Bus Transfer
South Franklin Street
Bus Drop-off/
Pick-up Zone
Parking
(~22 stalls)
South River Street
Parking
(~175 stalls)
McKinley Street
West Van Buren Street
Continuing Education Center
- New building compatible with historic character
- College offices and classrooms
- Computer lab
- Job training
- Shared parking (night class schedule)
Created: 08.31.07
Revised: 09.25.07
Vandewalle & Associates, Inc.
© 2007
0'
50'
100'
200'


West Milwaukee Street
Redevelopment Concept
Janesville, Wisconsin
DRAFT
Assemble Parcels for Future Redevelopment
Laurel Avenue
Future Transit-Oriented Development
Centerway
Police Station
Wall Street
Parking
(~160 stalls)
City Hall
Jackson Street
Church
High Street
- Streetscape enhancements
- Accent paving
- Street trees
- Safe crossings
Outdoor Seating
Speakeasy
Parking
(~95 stalls)
High Street
Public Square
- Green open space
- Fountain, landscaping, etc.
- Pedestrian connections
- Enhanced crosswalks
Old Y.M.C.A.
- Retail 1st floor
- Office above
- Potential furniture store relocation
Milwaukee Street
Fusion 5
Parking
(~23 stalls)
Urban Pedestrian Space
- Decorative benches & lighting
- Ornamental trees
- Accent paving
- Safe crossings
Armory
Dodge Street
Monterey Hotel
- 1st floor restaurant/retail
- 20 units on upper floors
- Parking behind
Armory Parking
0' 50' 100' 200'
Created: 08.31.07
Revised: 09.25.07
Vandewalle & Associates, Inc.
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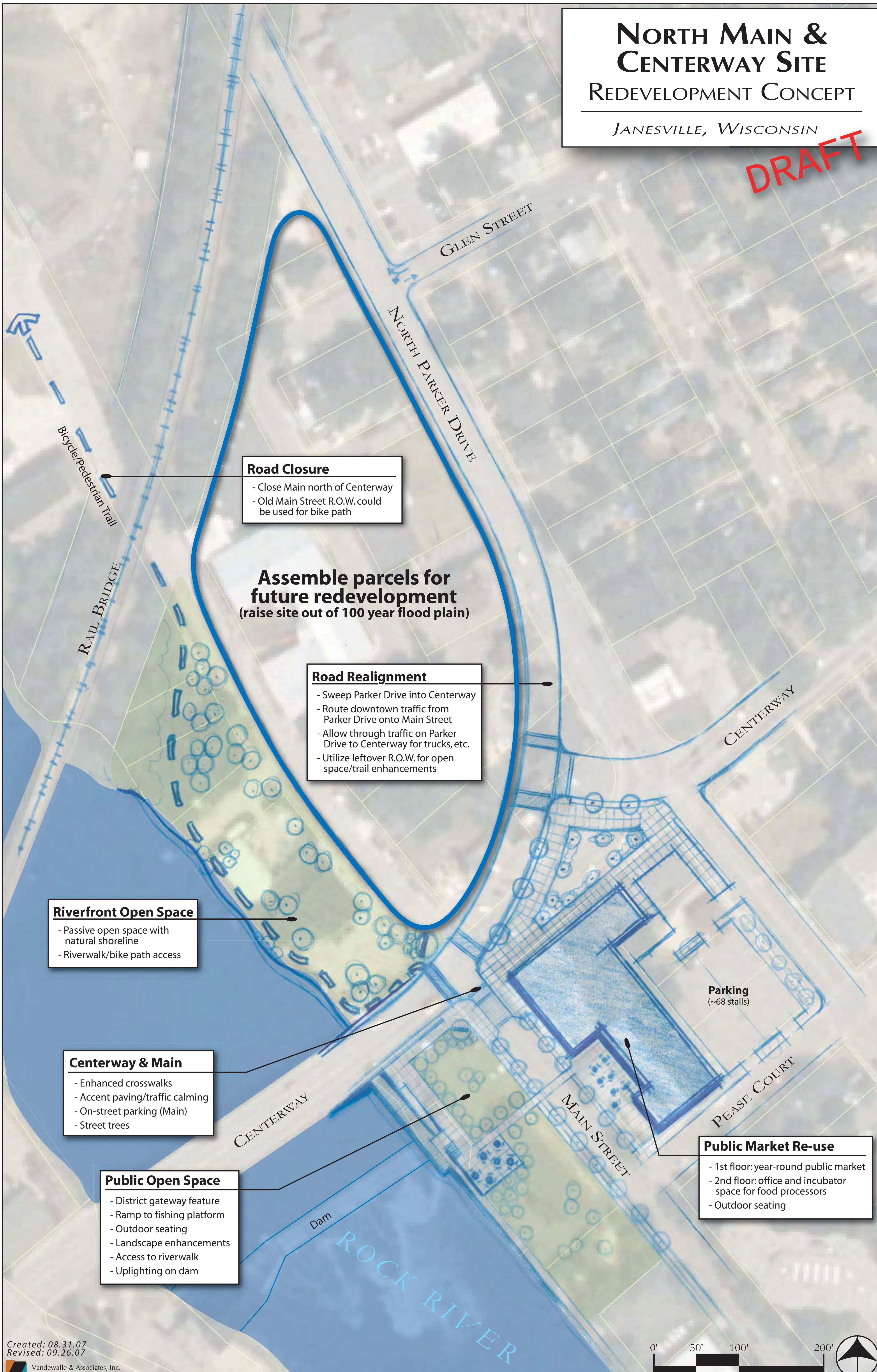


NORTH MAIN &
CENTERWAY SITE
REDEVELOPMENT CONCEPT
JANESVILLE, WISCONSIN
DRAFT
GLEN STREET
NORTH PARKER DRIVE
Bicycle/Pedestrian Trail
RAIL BRIDGE
Road Closure
- Close Main north of Centerway
- Old Main Street R.O.W. could be used for bike path
Assemble parcels for future redevelopment
(raise site out of 100 year flood plain)
Road Realignment
- Sweep Parker Drive into Centerway
- Route downtown traffic from Parker Drive onto Main Street
- Allow through traffic on Parker Drive to Centerway for trucks, etc.
- Utilize leftover R.O.W. for open space/trail enhancements
CENTERWAY
Riverfront Open Space
- Passive open space with natural shoreline
- Riverwalk/bike path access
Parking
(~68 stalls)
Centerway & Main
- Enhanced crosswalks
- Accent paving/traffic calming
- On-street parking (Main)
- Street trees
CENTERWAY
MAIN STREET
PEASE COURT
Public Market Re-use
- 1st floor: year-round public market
- 2nd floor: office and incubator space for food processors
- Outdoor seating
Public Open Space
- District gateway feature
- Ramp to fishing platform
- Outdoor seating
- Landscape enhancements
- Access to riverwalk
- Uplighting on dam
Dam
ROCK RIVER
Created: 08.31.07
Revised: 09.26.07
Vandewalle & Associates, Inc.
© 2007
0'
50'
100'
200'

Appendix IV: Background Information and Public Participation

Review of Previous Planning Efforts

Janesville has demonstrated a commitment to the improvement of the downtown through the continued investment in planning and analysis of the downtown. Key studies and plans, their focus, and key recommendations or outcomes are listed below.

This *Strategy* is not intended to replicate the thoughtful planning and analysis that has already taken place; nor does this *Strategy* start from scratch with respect to the recommendations provided. This *Strategy* is intended to reinvigorate ideas from previous planning efforts that were not followed through with, fill in the gaps by suggesting new ideas, and reflect that planning must evolve with changing conditions and emerging opportunities.

Downtown Parking Study, City of Janesville (2006)

This study consists of an inventory of available parking spaces and an occupancy survey to determine space utilization during weekday business hours. An inventory of public parking availability and use in Janesville's central business district (CBD) is conducted every two years.

The following conclusions were drawn from the most recent study in 2006:

- The occupancy survey indicated that there is ample parking available on and off the street in each quadrant of the downtown.
- The reconstruction of the senior center lots and construction of the East Wall Street-East Lot created 52 more spots in the central downtown areas which in turn lowered occupancy rates.
- While although the West Wall Street Lot had a higher overall occupancy rate, the Parking Plaza continues to register very high occupancy rates with 82.9%.
- Off-street occupancy rates continue to be extremely low in the South River Street Lot (2.9%).

Downtown Design Guidelines Manual (2000)

The Downtown Design Guidelines were prepared to help guide responsible design and property improvements in the downtown area of the City toward the goals of economic viability, aesthetic quality, and preservation of valuable resources. The guidelines are intended for use by property owners, project designers and contractors, the City, and Forward Janesville and should be applied to guide rehabilitation of existing properties as well as new construction.

The guidelines are organized by development type (e.g. central business district infill, corner retail lot, urban residential), by issue (streetscape, buildings, facades) and design element (building height, infill, upper and lower stories, width, traditional elements, vertical & horizontal rhythms, detailing, storefront, roof/cornice, materials, etc.)

Janesville Downtown Historic Preservation Plan (2000)

The City commissioned Vandewalle & Associates to prepare a plan to protect downtown Janesville's historic resources by prioritizing individual buildings and districts for preservation and reinvestment, identifying specific areas and opportunities for rehabilitation and redevelopment, and providing design guidelines that promote appropriate development and rehabilitation in a manner compatible with the downtown's historic character.

The key findings of this study indicated that:

- The greatest concentrations of historically significant buildings with a high preservation priority are located along Main Street between Wall Street and St. Lawrence Avenue and along West Milwaukee Street between the Rock River and Jackson Street.

- Smaller concentrations of historically significant buildings with a high to medium preservation priority are located along and near Dodge Street, near the corner of Parker Drive and East Milwaukee Street, near the old Marshall Middle School, and both north and south of the primary concentration of buildings on Main Street.

That plan identified the sites most appropriate for preservation, redevelopment, or some combination of preservation and redevelopment. Areas in the downtown recommended for complete historic preservation and restoration included:

- 400 Block of West Milwaukee Street (both sides)
- 100 Block of West Milwaukee Street and adjacent area of South River Street
- Main Street (between Wall Street and St. Lawrence Avenue)
- Select Residential structures in the Fourth Ward and Courthouse Hill neighborhoods
- Lower Courthouse Park

Areas in the downtown deemed appropriate for a mix of preservation, redevelopment, and infill development included:

- 300 Block of West Milwaukee Street (south side) and Dodge Street
- Centerway/West Wall/North Franklin Streets
- 200 Block West Milwaukee Street
- West Court Street
- First Block of West Milwaukee Street (adjacent to river)
- West Side Industrial Structures (between S. Franklin Street and River Street)
- South Main Street/Racine Street/Riverfront
- Main Street/East Court Street/East Wall Street
- East Milwaukee Street
- North Main Street, north of Wall Street

Areas in the Downtown deemed appropriate for compatible redevelopment included:

- Centerway Triangle (between Centerway/West Court Street/South Academy Street)
- First Block of North Franklin Street
- South River Street/Parking Plaza
- South Water Street
- North Main Street, near Centerway
- 300 Block of West Milwaukee Street (north side)

The plan also included a general design guidelines and recommended implementation strategies.

Janesville Riverfront Development Strategy (1998)

The Riverfront Development Strategy is a guide for developing the Rock River Corridor between the Memorial Bridge and the Crosby/Willard Bridge. Several recommendations were offered for downtown, including

- Better linking central city parks, neighborhoods, and the downtown through a River corridor trail network and a way-finding system
- Better linking the downtown business district and other areas to the Rock River through improvements to the pedestrian character of streets and connected trails on both sides of the River
- Create a new River Zoning "overlay" with specific codes and design guidelines. For instance, encouraging businesses to "face" the River instead of turning their backs to it.
- Adaptively reusing historic buildings for non-traditional anchors (e.g., brewpub, housing)
- Review downtown parking strategies, including relocating parking off of the riverfront
- Encouraging more people to live and visit downtown
- Encourage relocation of industrial and other non-river related uses to other sites when feasible

Downtown Janesville Economic Enhancement Study "Excitement on the Rock" (1996)

Commissioned by Forward Janesville, the purpose of this study by Hyett Palma was to present the findings of a comprehensive analysis of downtown Janesville's commercial markets. These findings were used to define a specific economic enhancement strategy for downtown. The recommended strategy was tailored to enable Janesville's downtown to attain the community's defined vision as well as the identified market opportunities. A summary of the vision includes:

- Making downtown Janesville "the hub of a wheel that connects all parts of the City." It would act as a gathering place containing a mixture of uses.
- Promoting a physical theme based on historic architecture for Downtown that would physically coordinate and tie together downtown's various buildings and blocks.
- Downtown's businesses should offer a balance of price-points, goods, and services to accommodate all consumers including residents, employees, and visitors.
- The Rock River would be enhanced to create a community atmosphere that attracts families, seniors, and teens.
- Create a friendly, fun, entertaining, and unique downtown that is ethnically and culturally diverse, proud of its heritage, and bustling and prosperous throughout the year.

The study also:

- Projected market opportunities for retail, office, and housing.
- Created a development framework that divided the downtown into districts - the East Bank, the financial and legal services area and business-to-business retail; and the West Bank, the art, culture, and entertainment center, including specialized retail opportunities. The study also identified a Pedestrian Spine along Milwaukee and Main Streets connecting the two districts.
- Recommended physical improvements to the area including building rehabilitation, public spaces, beautification and gateways.
- Provided objectives and strategies related to business retention and attraction, traffic and parking, real estate development, and incentives and marketing.
- Recommended a management structure for implementation comprised of a public-private partnership with representation consisting of Forward Janesville, the Downtown Business Association, local media, bank CEO, City Council member, City manager, business owners, and property owners. This Committee was proposed to have a sizeable operating budget.

Downtown Plan and Revitalization Strategy (1988)

This plan was part of the general development plan element of the City's comprehensive plan at the time. The plan contains a long range physical concept plan, a short range action plan, and provides the structure to guide and coordinate public and private interests in downtown revitalization efforts. The plan was aimed at accomplishing the following major policy objectives:

- Reduce the amount of commercial space available by concentrating retail within the pedestrian core, bringing in the edges of downtown through multiple family housing redevelopment and single family housing renovation, and by providing additional open space along the Rock River.
- Maximize the use of the Rock River and its adjacent lands as an amenity by opening up visual and physical access to the river and by utilizing riverfront lands for parks, open space and parking.
- Renovate and restore architecturally and historically significant structures, in particular along Milwaukee Street and Main Street.
- Eliminate blight and facilitate redevelopment outside of the pedestrian core through acquisition and demolition of blighted structures, reconstruction, renovation, and rehabilitation.
- Improve the overall appearance of public and private spaces downtown.
- Establish an area targeted for specialty retail and general merchandise retail activities.
- Preserve and enhance the downtown's role as a financial, office, government and business service center by concentrating these uses adjacent to the pedestrian core.
- Improve the image of the downtown as the symbolic and physical center of the community by increasing its role as and activity center, by developing business themes for the commercial core, and by addressing the appearance of the area.

Forward Janesville Planning and Design Project Final Report (1987)

The purpose of this project was to identify the perceptions of a broad cross section of Janesville residents regarding major problems and opportunities facing their community and to propose alternative future development options. This was accomplished using a series of workshops and questionnaire surveys to uncover what Janesville residents felt and how they responded to certain new ideas and images. The result was a sourcebook of images that convey a collective vision for the future and help mobilize citizens to make change in their community. Key illustrations contain proposals concerning the distribution of activities (i.e. land use decisions), establishment of linkages among these (i.e. infrastructure decisions), specialization among places (i.e. occupancy type and marketing decisions), nature of activity settings (i.e. choice of facilities) and appearances (i.e. decisions of style or "Janesville Aesthetics").

Demographic Analysis of the Downtown Area

The collection of individuals who live and work in a downtown area play a significant role in assessing the viability of particular uses and markets in the downtown area.

As part of this study, the demographic characteristics in and around the downtown were analyzed by looking at the residents of the area within ½ mile of a downtown center-point, and those within a 1 mile radius of a downtown center-point. This analysis is instructive because it suggests that the residents in and near the downtown have some differences, when compared to those of the City overall.

U.S. Census data from the year 2000 suggests that when compared to the entire City, Janesville residents living in the downtown area show slight yet numerous differences in a number of demographic categories including: age, income, household makeup, employment status, and racial composition. According to the Census information, downtown residents tend to be younger in age, earn relatively lower incomes, are more likely to rent rather than own their home, display higher levels of unemployment, and are more diverse in racial composition. Residents living within a ½ mile radius of the downtown center-point are more likely to display these characteristics than residents living within a 1 mile radius of the central downtown.

Demographic Characteristic	Radius From Downtown Center-Point		
	½ Mile	1 Mile	5 Miles (entire City)
Median Age	32.1	32.3	35.7
Median Income	$29,486	$34,536	$46,987
Per Capita Income	$17,801	$18,193	$22,427
Renter Occupied Housing Units	59%	43%	29%
Owner Occupied Housing Units	32%	51%	66%
Percent Married	20%	23%	28%
Unemployment Rate	6.9%	4.9%	3.3%
Percent of Population that is White	90%	93%	95%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

This information suggests that the typical downtown Janesville resident may have a different life circumstances and daily needs then a resident living elsewhere in the City.

Summary of Public Participation Exercises

Gaining the input of key stakeholders was a priority of this planning process. In coordination with the Comprehensive Planning process, the City scheduled over 30 interviews and focus groups, gaining the input of more than 100 individuals in the planning process. In addition, more than 40 residents attended a Community Vision Workshop focused on the downtown area.

Below are some of the key themes learned from this outreach pertaining to the downtown, organized into problems and strategies. Problems and strategies are presented separately because there is not a direct correlation between each problem and strategy.

Problems

Organization/Structure/Programs

- No overall "theme" or agreed upon vision
- Too many individuals and organizations acting independently
- No one is "taking the bull by the horns"
  - Haven't been able to get a sustained commitment by the private sector to make things happen
  - People in Janesville have tremendous capacity and strong record of getting things done once they see the benefits to the community
  - DDA now in adolescent stage and capable of doing more
  - Beloit success is based on involvement of high level "deciders" within business community
- Lack of understanding of available programs (façade improvements, etc.)
- Not enough events or sustained activity to bring people downtown (Beloit has 45 days of activity per year)
- Attractions and cultural amenities could be more effectively networked with each other

Uses/Appearance

- No major open space on the west side
- Too many marginal uses that do not contribute to the desired character of the downtown
- River is a wasted opportunity
- Downtown seen as major detractor to recruiting employees and companies
- Relationship with railroad tracks is bad (crossings, adjoining land uses, etc.)
- Mercy Hospital and the Regional Medical Center is isolated from the downtown
- Hard to get people interested in local fine dining
- Clean up the "narrows" on the west bank of the river around the Memorial Bridge
- Need to clean up highly visible development on the bluffs
- No demand for large office/back office space anywhere in the City

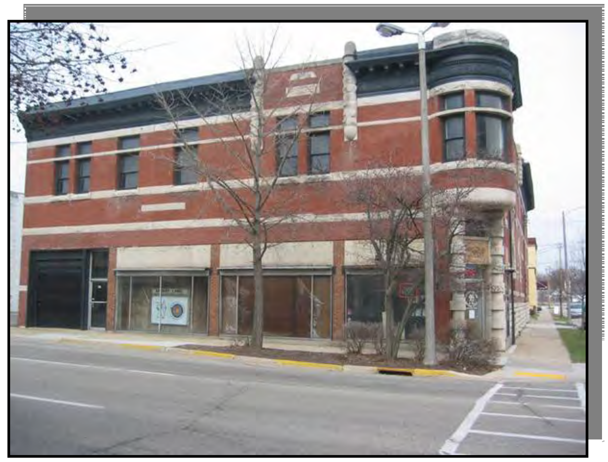
Parking and traffic

- Need to decide fate of parking plaza and begin taking action accordingly
- 100 block of Milwaukee is definite parking pinch point
- Concern about loss of West Milwaukee riverfront parking lot to development
- Concept of free parking provided by the City for new projects cannot be sustained even with use of TIF
- Lack of defined gateways to downtown (and community as well)
- One-way streets are confusing to visitors
- One-way streets facilitate moving traffic "through" downtown instead of "to" downtown to the detriment of all businesses, especially those located on the one-ways
- Wayfinding signage incomplete and difficult to read for drivers

- Parking locations not well marked/hard to find

Housing

- 4th Ward and upper floor downtown residential units tend to attract difficult tenants
- Disinterested landlords who do not screen tenants
- No organized landlords association
- No decent market-rate apartments



Redevelopment/Re-use Sites

- Old YMCA at Milwaukee and High
- Monterey Hotel
- Schlueters on Main at Centerway
- American Farm Enterprise on River St. on across from bus transfer site
- Old jail site
- 300 Block of West Milwaukee Street (north side)

Strategies

Organization/Structure/Programs

- Need a catalyst project and others will follow
- Extend "downtown" and DDA area to consider broader influence areas like Traxler Park and River Bend area
- Need to manage the downtown like a mall
  - Need common hours
  - Need more joint marketing
  - Need more events to bring people in
  - Need marketing and leasing manager/recruiter
- Historic overlay district is critical to maintaining uniqueness of downtown
- Have an "expo" on façade improvement program and similar building and business assistance programs
- West side as "uptown," east side as "downtown"
- Adopt building reuse code to make rehab easier and more affordable

Uses/Appearance

- Use river as major asset
- Jackson Street as two-way residential/office district
- Add streetscape and lighting along High Street to create entertainment district

Parking and traffic

- Need to convert Milwaukee, Court, and the remainder of Franklin and Jackson Streets to two-way
- Work with Johnson Bank to provide structure parking on bank/city adjoining lots
- Expand parking district line across Court Street west of High Street

Housing

- Time seems right for mixed-use with condos

Sites Need Redevelopment/Potential Uses

- Marina on east side north of Memorial Bridge (will require dredging of River in that area)

- Hotel/conference center (hotel developer is looking at sites in downtown)
- Close Franklin and redevelop Chase site with riverfront parking lot
- Pursue "parking block" concept on 300 block of West Milwaukee Street (north side) with public open space/events plaza
- Children's museum
- Chevy museum
- Parker pen museum
- Regional "virtual academy" providing space for several private, higher education providers

Have had successes but need more
- Armory
- Speakeasy
- Library (1,800 visitors a day)
- Marshall Apartments
- Riverfront Center
- Schultz/Carriage Works building
- YMCA
- JPAC
- Chevy art project
- Farmer's market

There are models we can learn from
- Beloit
- Racine
- Kenosha

General Economic Development

Problems
- Janesville company CEO's not living in Janesville so they take little interest in the downtown or the community
- Lack of social life for young professionals
- Lots of office space but no demand
- Lack of warehouse and small industrial space to meet demand
- Taxes lower in IL but property values are higher so it's a wash
- Great history of entrepreneurs and business spin outs, but future of this is unclear
- Future land for industrial development is constrained
- Need to think and act regionally
  - Nothing has changed in last 20 years other than improved relations between governments
  - People from Janesville don't go to Beloit
  - Very few businesses operating in Beloit and Janesville
  - Entrenched interests have held back growth in Janesville and downtown

Strategies
- Affordable housing is a big draw but also best kept secret – should be promoted
- People will commute a long way for more house – look to draw more folks from Madison, Rockford and far west Milwaukee suburbs
- In two media markets – use to our advantage
- Growth of UW-Rock with engineering very important – work with school to promote and enhance

- Rock County is "secure" but close to major economic centers who are vulnerable – seek companies that need this
- Growing recognition that economic development efforts need to be regional – step-up efforts to work together
- Continue to improve relationship between local governments
- Beloit College is major asset to that community and major player in economic development efforts – perhaps Blackhawk and UW-Rock could do the same in Janesville
- Need to focus on building workforce in the 9th grade – not everyone will go to college but everyone will need a job

Other

- Riverside Park is a gem but ignored and neglected
- "Park Place" but no way-finding to get to them
- River ignored throughout community but should be developed as key asset