

City of Janesville Look West & Old Fourth Ward Neighborhood Revitalization Plan



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Introduction and Summary

Janesville's Look West and Old Fourth Ward neighborhoods are two of the City's historic districts located just west of the Rock River, adjacent to downtown. The neighborhoods are primarily residential in use and comprise Janesville's most diverse area with a population that includes a range of age groups, incomes, and racial and ethnic backgrounds. The neighborhoods are deeply loved by many residents and offer a unique character and a number of valued assets. However, with greater rates of poverty, higher percentages of rental housing and somewhat above average crime rates compared to the rest of Janesville, these neighborhoods also face challenges.



Recognizing the challenges facing the Look West and Fourth Ward neighborhoods, the City engaged Vandewalle & Associates to complete the Look West and Fourth Ward Neighborhood Revitalization Plan to provide recommendations on ways to capitalize on the strengths of the neighborhoods and address the challenges they face through focused strategies and targeted redevelopment. Although Fourth Ward and Look West neighborhoods are distinct, each with its own character, the City and the neighborhood leadership recognize that the issues facing the two neighborhoods are very similar. Therefore, this plan recognizes and addresses the individual characteristics of each neighborhood but most of the recommendations are intended to be applied to both.

The City, neighborhood leaders, and the non-profit community have already launched a number of programs and initiatives to address the challenges facing these neighborhoods. Therefore, many of the recommendations in the Revitalization Plan are intended to expand on these existing efforts and help coordinate the programs already underway to maximize efficiency and results. In addition to the programmatic recommendations and strategies, the Plan also includes targeted redevelopment concepts that offer a new vision for two key sites in the neighborhoods with the hope that high quality, new projects at these locations will have a catalytic effect that will benefit the entire Look West and Fourth Ward neighborhoods.

The Revitalization Plan is divided into four sections:

1. History, Existing Conditions, and Vision

Section one provides a brief neighborhood history, delineates the study area used for the Revitalization Plan, gives an overview of existing conditions and assets, and offers a vision statement for the neighborhoods' future. The vision is the result of ideas offered by community members at the Neighborhood Vision Session.

2. Neighborhood Priorities and Critical Issues

The neighborhood priorities and critical issues section discusses five key priority topics:

- a) Housing
- b) Transportation
- c) Parks and Recreation
- d) Public Safety and Crime
- e) Programs and Services



For each of these priority topics, the Plan discusses several “critical issues” identified by the community as key challenges, opportunities, or concerns related to the larger topic. For each critical issue, the Plan provides strategies to address it.

3. Key Redevelopment Opportunities

The redevelopment opportunities are focused on two key sites identified by the City and the neighborhoods as locations where redevelopment projects could be undertaken and could have a catalytic impact that would improve the entire Look West and Fourth Ward area.

4. Implementation Strategy

The real value of the Revitalization Plan will come after adoption when the City, the neighborhoods, and other partners begin working to implement the recommendations of the Plan. The Implementation Strategy is designed to leverage the existing initiatives currently underway in the neighborhoods and build greater coordination between service providers and programs. The Implementation section provides a thorough “menu” of potential strategies, programs and policies which includes and goes beyond those noted in the critical issues section. Further, the Implementation Section provides a preliminary list of priority strategies and assignments of leadership roles for each.

The Neighborhood Revitalization Plan coincides with several other planning initiatives the City of Janesville has undertaken over the last several years. In late 2007, the City adopted the Downtown Vision and Strategy which is designed to develop a cohesive vision for the downtown; identify key gaps, opportunities, and catalytic projects for the downtown; develop a clear and achievable implementation strategy; and create a clear structure and public-private partnerships to implement the recommendations. As neighborhoods adjacent to the downtown, many of the strategies and recommendations offered in the Revitalization Plan are designed to dovetail with the Downtown Strategy and the implementation efforts of both plans should occur in close coordination.

In addition to the Downtown Strategy, the City recently engaged a Comprehensive Plan and a Parks and Open Space Plan for the entire City. Many of the ideas and recommendations in these documents affect the Look West and Fourth Ward Neighborhoods and the Revitalization Plan draws on the content of these Citywide planning processes.



Section 1: History, Existing Conditions, Goals and Vision

Neighborhood History

The Old Fourth Ward and Look West Neighborhoods are two of Janesville's thirteen historic districts and are both rich with historic homes and other buildings built in a range of architectural styles. The oldest structures in the neighborhoods were built in the mid 1830's and 1840's and many of these are still standing today.

Close to downtown and along the Rock River, these neighborhoods were the original homes of many of the City's business leaders who built ornate residences in a variety of styles including Greek Revival, Italianate, and Queen Anne. From early on though, these neighborhoods were also home to many of Janesville's working class and middle class families. Most of the oldest homes in the neighborhoods are small, modest homes built in a variety of vernacular styles.



In the Fourth Ward, the earliest settlements near Monterey Park were originally developed in the 1840s and many of the homes in this area were built to house the miners working in Monterey Quarry. The sections of Fourth Ward and Look West that are closer to downtown, sprouted larger homes built by the City's elite as well as many of the City's oldest churches. Perhaps the most famous historic home in Janesville is the Lincoln Tallman House located in Look West. Abraham Lincoln was a guest in this home in 1859.

Some of the unique aspects of the history of these neighborhoods that are still reflected today are the continued variety of housing types and styles and the intermixing of large, high-styled historic residences with equally historic but small and simple homes for working families. Through the decades, these neighborhoods continued to be the most economically diverse parts of Janesville and the neighborhoods' historic homes and structures continue to see new and different types of residents cycling through.



Neighborhood Definitions and Basic Information

There is no precisely recognized delineation of the boundaries of the Fourth Ward and Look West neighborhoods. For the purposes of the Revitalization Plan, the boundaries were defined based on input from the Neighborhood Leadership Team and by looking at natural barriers such as major roadways and rails as well as Census geographic divisions. The boundaries of the Look West neighborhood are Court Street to the south, Oakhill Avenue to the West, Memorial to the north, and the River and downtown to the west. The boundaries of the Old Fourth Ward are essentially the River to the east and south, the railroad tracks just west of Center Avenue to the west, and Court Street to the north, except for the northeast corner where the boundary cuts south to separate the neighborhood from the downtown. (See map).

As defined above, the Fourth Ward neighborhood is almost coterminous with Rock County Census Tract 003, however, this tract excludes the small area of



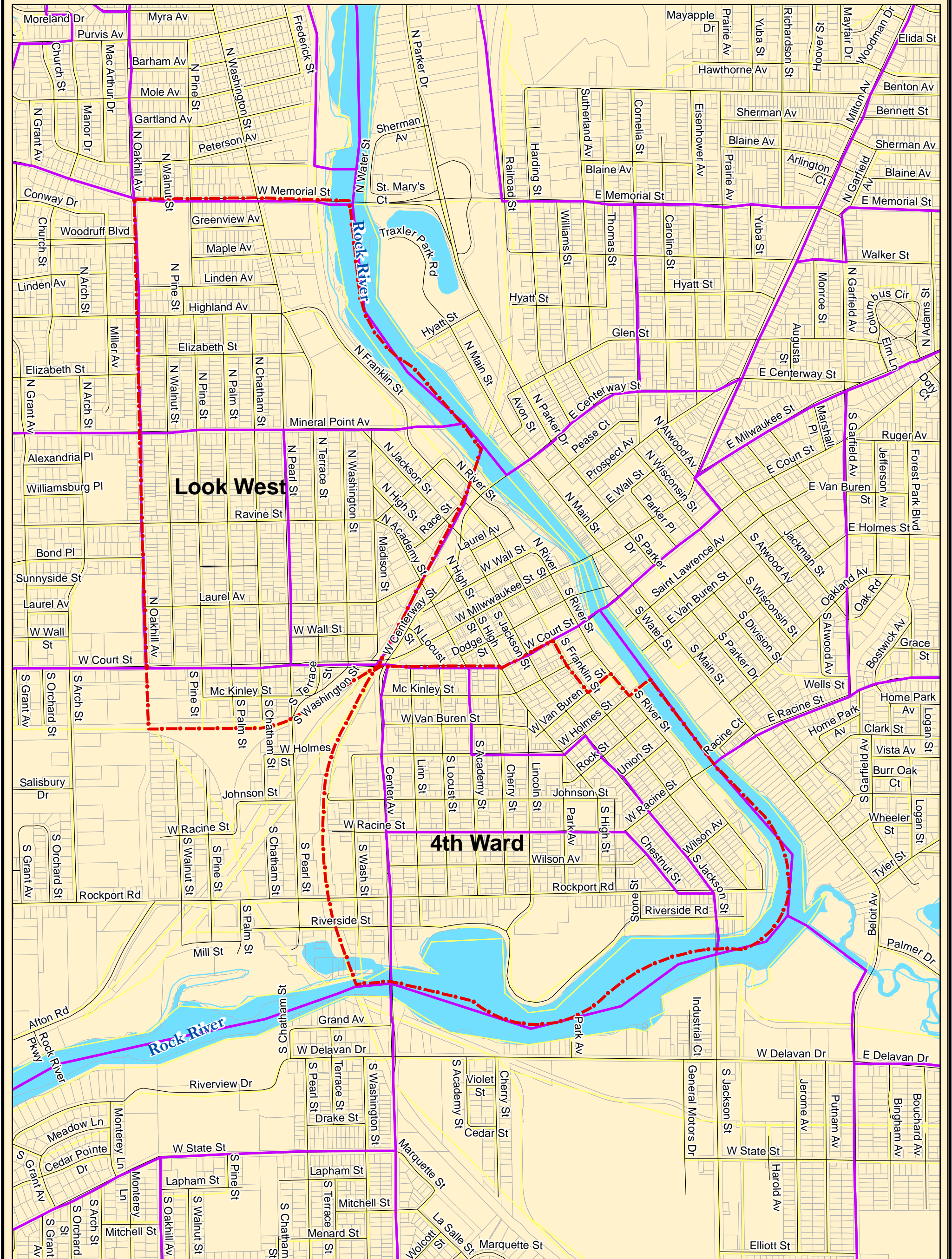
the neighborhood west of Center Avenue. This Census Tract consists of three Block Groups which divide the neighborhood into three roughly equally sized areas.

Look West includes portions of two Census Tracts. The northern half of the neighborhood (north of Mineral Point) is in Tract 005 and the southern half is in Tract 004. The northern section is coterminous with one Block Group and the southern section includes two roughly equally-sized Block Groups (See map on following page).

A detailed summary of the demographics of the neighborhoods is included in Appendix I at the end of this document and relevant demographic and economic data is included in many of the following sections of the plan. The following is a basic list of a few key facts and trends:







- The Fourth Ward's 2007 estimated population is 2,950 and Look West's is 3,100. Together the neighborhoods represent about 10% of the City's total population.
- The 2007 median annual household income of both neighborhoods is about \$39,000 compared to about \$58,000 for the City as a whole.
- Look West's residents tend to be older than residents of the Fourth Ward and households in Look West are generally smaller compared to the City as a whole. Look West has an above average number of older residents living alone, while Fourth Ward has an above average percentage of children.
- Look West's 2007 median home value is \$105,000 and Fourth Ward's is \$99,000, compared to \$141,000 for the City as a whole.





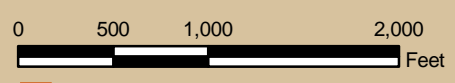
**City of Janesville
Neighborhood Plan**

1 Neighborhood Study Areas

-  Neighborhood Study Area
-  Census Block Boundaries
-  Census Block Group Boundaries
-  Tax Parcels
-  Roads
-  Surface Water



Sources: Rock County, City of Janesville



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4/8/2008



Existing Key Assets

Look West and the Old Fourth Ward have a number of existing assets that add to the attractiveness of the neighborhoods. One of the objectives of this plan is to highlight these existing strengths and find ways to leverage them to achieve increased neighborhood vibrancy and health. Based on discussions with the community members and City officials, as well as site visits to the neighborhoods, the foremost assets of Look West and the Fourth Ward include:

- **Historic Architecture and Charm**

Look West and the Fourth Ward comprise two of Janesville's nine residential historic districts. As mentioned previously, the most well-known historic structure in the neighborhoods is the Lincoln-Tallman House, which is a 26-room Italian villa style mansion, constructed in 1857-1859. William Tallman was an active member of the early Republican Party and Abraham Lincoln was an overnight guest in the house during a speaking tour in 1859. In addition to the Tallman House, Look West and the Fourth Ward both include a number of historic homes and churches from different eras and in a range of designs. The historic importance of the neighborhoods is highlighted today by the efforts of the Janesville Historic Commission which hosts walking tours of the neighborhoods and publishes guides to the historic structures in Look West and the Fourth Ward.



- **Proximity to Downtown**

The two neighborhoods are adjacent to the downtown and provide residents with short, walking-distance access to the downtown's employment providers and quality of life amenities including shopping, dining, and entertainment opportunities. The adoption of the City's Downtown Plan in late 2007 and ongoing public and private efforts will lead to continued improvements and increased vibrancy within the downtown area. One of the key ideas in the Downtown Plan is to focus on making the area more appealing to the residential market and capturing increased demand for downtown housing that is likely to accompany the City's shifting demographic profile. Located adjacent to the downtown, Look West and the Fourth Ward are well positioned to take advantage of the downtown's increasing vibrancy and capture some of the area's emerging market for amenity-rich, quality urban housing.

- **Access to the River**

One of the key locational assets of the two neighborhoods is their proximity to the Rock River. Due to the westward bend in the river south of downtown, both the Look West and Fourth Ward have close access to the riverfront. Revitalizing and leveraging the riverfront as a community asset and economic development catalyst is a key objective identified in the City's Comprehensive Plan and Downtown Strategy, and these neighborhoods are ideally positioned to take advantage of this focus on the River.



- **Active Organizations and Community Involvement**

Look West and Fourth Ward benefit from active community groups currently focused on maintaining and improving quality of life in the neighborhoods. The Neighborhood Leadership Team that served as the steering committee for this Revitalization Plan was active before this planning effort began and worked closely with Community Action, Inc. to undertake a variety of projects in the neighborhoods, with funding assistance and coordination from the City. A number of additional non-profits as well as church organizations and City staff have also been actively engaged in the neighborhoods for quite some time. The presence of Mercy Health System in the neighborhoods, with their major medical center in Look West and satellite facilities in both neighborhoods, is another key asset and Mercy will be an important partner in implementing this plan.

Summary of Current Programs and Initiatives

There are a number of recent and ongoing programs, services, and initiatives sponsored and operated by both the public and non-profit sectors intended to address many of the issues discussed in the Revitalization Plan. These ongoing initiatives provide a solid foundation to work from and many of the recommended strategies and programs in this document can be implemented as extensions of these existing programs. The Implementation section of the Plan details how new recommended initiatives in the Plan should interface with the existing programs. Based on discussions with the City and with organizations currently serving the neighborhoods and the community as a whole, the key existing programs most related to this Plan include:



City Services

The City's Neighborhood Services Department and the Community Development Department currently provide a number of resources to City residents that are focused on addressing many of the issues identified as priorities for Look West and the Fourth Ward. The City's Community Development Block Grant allocation and Housing and Urban Development Department HOME funds are the City's primary funding sources for the neighborhood-oriented housing and revitalization programs operated by the Neighborhood Services Department. In 2008, the City's CDBG allocation was about \$535,000 and the Home Funds allocation was approximately \$195,000. Those levels of funding have been decreasing in recent years. The City's use of CDBG funds has generally been widely distributed to a number of programs focused on providing access to housing, improving owner-occupied and rental properties, and providing home ownership education and financial assistance. The CDBG and Home funds are distributed to several City-sponsored programs, and some are allocated to non-profit services providers through a grant process. Some programs are citywide and can be used anywhere in Janesville. Others are only eligible to be used within the City's "Target Area" which includes all of the Look West and Fourth Ward Study Area. The City programs include:

- **Home Improvement Program** – The Home Improvement Program provides home owners in the targeted area with incomes below 80% of the area median with low cost loans of up to \$25,000 for improvements.



- **Rental Rehabilitation Program** – Owners of rental properties can receive loans of up to \$15,000 per housing unit to make repairs. In order to qualify, the units must be rented to tenants earning below 60% of the area median income. Loans are interest free for the first five years and paid back at a 5% rate.
- **Home Buyer's Workshop** – The City's Home Buyer's workshop is an ongoing program intended to help first time home-buyers, particularly those of low and moderate income, understand the ins and outs of buying a home.
- **Down Payment and Closing Cost Assistance** – This program provides loans of up to \$2,500 to families to help cover down payment and closing costs. To participate in the program, families must be at or below 80% of the area median income and, before receiving assistance, they are required to have completed the Home Buyer's Workshop. This program also includes fix-up loans of up to \$5,000 to cover the cost of problems identified in a home inspection (see next item).
- **Fix-up Loan Program** – This program provides loans of up to \$5,000 for improvements required to meet quality standards for homes being purchased with a Down Payment and Closing Cost Assistance loan. One half of the loan is forgiven over a five-year period of continued occupancy and the other half is paid back at a rate of \$50 per month.
- **Recently Purchased Rehabilitation Program** – Income eligible owners of newly purchased homes within the City's target area are eligible to receive loans of up to \$25,000 dollars to pay for repairs or remodeling. Half of this loan is forgiven and half is repaid, interest free, with payments of \$50/month.
- **The Demolition Program** – This is a relatively new program designed to fund the demolition of blighted structures. The purpose of the program is to improve the visually quality of the City's residential neighborhoods by removing unsightly and unsafe structures. This is an income-eligible grant program and recipients can receive up to \$5,000 to demolish homes and \$1,000 to demolish garages.
- **Section 8 Voucher Program** - The Section 8 Program is funded by the federal government which allocates a set number of vouchers based on a formula incorporating several population and income factors. The program provides selected residents with a voucher to apply toward monthly rent and utilities. Through the program, a monthly rent payment is made to the landlord on behalf of the tenant's household.

Non-Profit Initiatives

In addition to the City's programs, Janesville and the Look West and Fourth Ward neighborhoods benefit from the presence of several key non-profit organizations engaged in a variety of neighborhood-based programs. These organizations include:

- **Community Action, Inc.** – Community Action works closely with the Neighborhood Leadership Team and the City of Janesville on a



number of programs including the Large Item Garbage Pickup and movies in the Park and Fourth Ward Park cleanup and improvements. Community Action also conducted a neighborhood survey to identify resident priorities. Additionally, the organization coordinates a weatherization program for low income households.

- **ECHO of Janesville** – ECHO (Everyone Cooperating to Help Others) is a faith-based non-profit serving the City’s lower income residents. The group’s programs include emergency rent assistance, a “Rent Smart” educational program, a food pantry, a bus ticket program, and others.
- **Church Programs** – Look West and Fourth Ward include a number of churches engaged in a variety of activities to help the neighborhoods including picnics, school breakfasts, and park cleanups.
- **United Way** – The United Way of Rock County serves a number of area communities with a focus on community building and human services
- **House of Mercy** – House of Mercy is a Homeless Center in the Fourth Ward that provides temporary emergency housing for women and families as well as a number of related services.
- **Janesville Literacy Council** - The Literacy Council provides adult literacy programs for the community. Many of their clients come from Look West and Fourth Ward.
- **Health Net** – Health net provides medical, dental and mental health services to low income individuals and the uninsured.

Summary of Planning Process

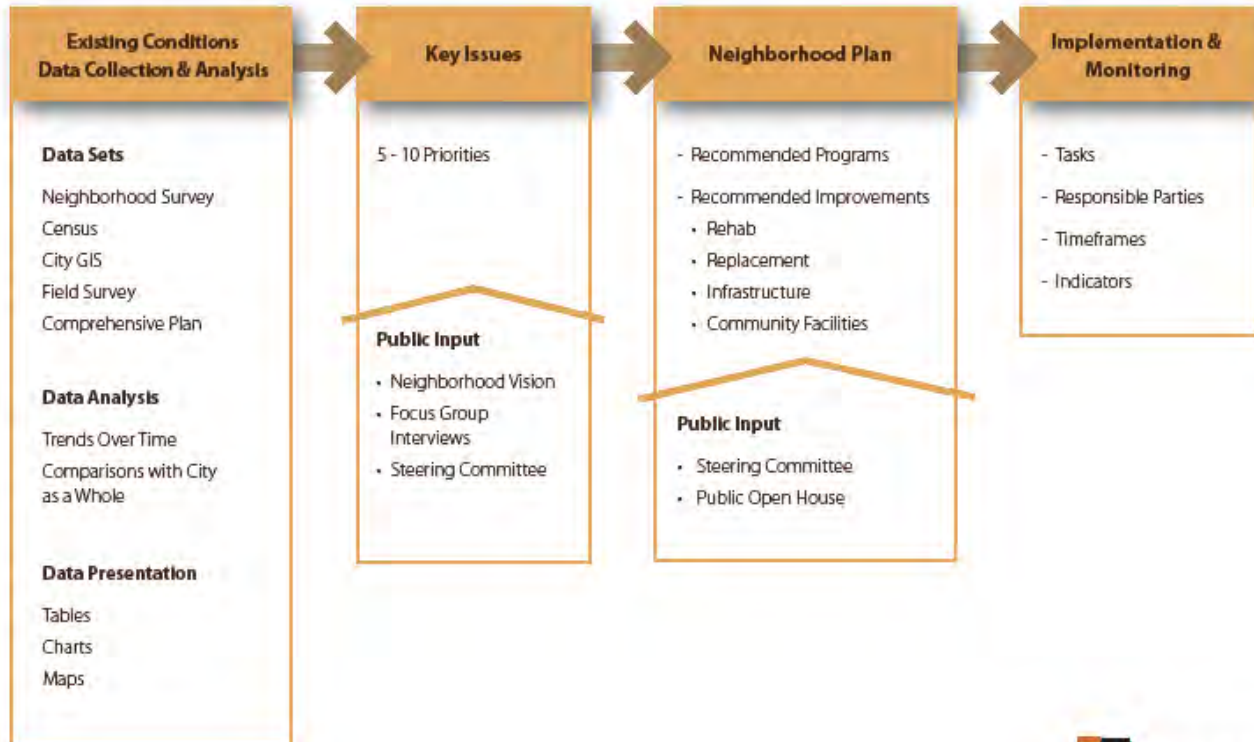
Creation of the Plan was a multi-phase project that began with detailed data collection and analysis, moved to identifying the key issues, and finally identified strategies for implementing the Plan’s recommendations and monitoring conditions. The process was guided by a committee of neighborhood leaders and included opportunities for neighborhood residents to provide input. The following graphic summarizes the process.



City of Janesville Neighborhood Revitalization Plan Old 4th Ward & Look West Neighborhoods

Planning Process Outline

April 1, 2008



Data Collection and Analysis

The Neighborhood Revitalization planning process began with a period of extensive data collection and analysis. In order to gain a base understanding of the issues facing Look West and the Fourth Ward and to find out how these neighborhoods differ from the City as a whole, several key sources of data were analyzed including City provided information as well as data collected from national sources. A summary of findings from this process is provided in Appendix I of the Plan. Additionally, this data analysis forms the basis for the Neighborhood Indicators component of the Plan.

Community Guidance

The process of creating the Look West and Fourth Ward Neighborhood Revitalization Plan was guided from the beginning by input from neighborhood leaders and the priorities and recommendations were formulated through input from key stakeholders and community members. Look West and the Fourth Ward are both fortunate to have a cadre of



motivated and highly active neighborhood leaders and an involved base of residents, and this Plan draws heavily on their expertise and ongoing efforts.



- **Neighborhood Leadership Team**

The Neighborhood Leadership Team was created through the consolidation of two committees representing the Fourth Ward and Look West neighborhoods. Recognizing the interrelated issues facing the two neighborhoods, these two groups were consolidated into the Leadership Team to jointly serve these communities and address the issues facing both neighborhoods. The Leadership Team has served as the steering committee which has worked with the City of Janesville to guide this planning process. The City, consultant, and Leadership Team met several times over the course of the process to kick off the planning process, review data collection and analysis findings, and review drafts of the Plan.



- **Stakeholder Interviews**

In order to gain a greater understanding of the issues facing the neighborhoods and learn more about current and past initiatives, concerns, strengths, and weaknesses, a series of small group discussions were held with key groups of neighborhood stakeholders. Vandewalle & Associates conducted interviews with over 40 individuals from six different groups of stakeholders with an interest in the future of the neighborhoods and specialized knowledge of its past and current conditions. The groups interviewed included:

- Social service organizations operating in the neighborhoods
- Leadership of the neighborhood's schools and churches
- Mercy Health System
- City staff members working on the ground as city/neighborhood liaisons
- City department heads
- Neighborhood business interests



- **Neighborhood Vision Session**

In order to leverage local knowledge and determine the community's priorities and goals for the neighborhoods' future, Vandewalle & Associates worked with the City and Leadership Team to host a neighborhood vision session to gather input from neighborhood residents. Approximately 75 Janesville residents attended this session. 75% of attendees who submitted an individual worksheet live in either Look West or Fourth Ward with the remainder coming from other parts of Janesville. The session consisted of three components:

- An individual worksheet consisting of four questions designed to learn the views of residents on the strengths and weaknesses of the neighborhoods, the current image



of the neighborhoods in the larger community, and their priorities for the future

- A small group exercise during which groups of five to eight people were asked to work collectively to describe attributes of the neighborhoods that they feel should be incorporated into a long term “vision statement” for the neighborhoods’ future
- A second small group exercise focused on “critical issues.” During this exercise, the groups were asked to focus on one or two topics (housing, transportation, safety, parks, and programs and services) and create a list of “critical issues” for each topic which they feel are the top priorities or problems related to that topic.



Overall, the neighborhood vision session resulted in a number of ideas that were incorporated into the neighborhood vision statement and a focused list of critical issues that formed the basis of the strategies and recommendations included in the Plan. A detailed summary of the results of both the stakeholder interviews and the individual and group responses to the vision session exercise is provided in Appendix II.

- **Open House**
After completing the first draft of the Plan, the City hosted a public open house to present the findings. About 50 residents attended the event, which consisted of a presentation and a series of posters highlighting the key findings and strategies in the plan and presenting two redevelopment concepts for additional input.



Vision Statement

In order for the recommendations and strategies outlined in this Plan to be effective and achieve long range results, the future efforts to implement the Plan need to be guided by an all-encompassing vision that articulates the residents' current feelings about their neighborhoods and their aspiration for what they want these neighborhoods to become. Guided by the analysis of the neighborhoods' assets and conditions and the ideas provided by residents, the following is a broad vision for Look West and the Fourth Ward

Look West & Old Fourth Ward Neighborhood Vision

Along the banks of the scenic Rock River as it courses its path through the heart of Janesville, the Look West and Old Fourth Ward neighborhoods capture the essence of the City's past while embracing the emerging vibrancy of the City's central area.

Strolling along the tree-lined streets of these friendly and walkable neighborhoods offers a glimpse of the full breadth of Janesville's history. With stately Italianate, Greek Revival, and Queen Anne mansions erected by the titans of the City's past alongside modest cottages built for generations of working families, these neighborhoods showcase the complete range of historic residential architecture in Janesville.

The variety and diversity of the residents and architecture of the past continues today, and these neighborhoods are places that welcome and take pride in diversity and change. It is this diversity that gives Look West and the Fourth Ward an energy, freshness, and authenticity not found anywhere else in the City.

Convenient and close to the increasingly active downtown, yet offering serene and peaceful streets lined with well-maintained homes, Look West and the Fourth Ward provide a rare blend of urban amenities combined with quiet residential splendor. Traveling by foot and liberated from the expense of needing a car for every trip, residents of Look West and the Fourth Ward can head downtown for dinner and entertainment, visit a neighborhood park, go shopping, stop at the library, or ride a bike along the river.

Filled with caring and friendly neighbors who take pride in their homes, support their schools, parks, and churches, and give back to their communities, Look West and the Fourth Ward are great neighborhoods for anyone looking for a safe environment to raise a family. The nearby medical facilities, pleasant parks, and plentiful opportunities to stay active and healthy also make these neighborhoods a great place to enjoy an active retirement.

Look West and the Fourth Ward are truly riverfront gems in the heart of the community that showcase Janesville's rich history while looking to its future. These thriving, diverse and friendly neighborhoods offer a unique and wonderful lifestyle in a beautiful, historic setting. Just as the Rock River maintains its steady current but bends in a new direction as it flows through the City, Look West and the Fourth Ward are maintaining their sturdy heritage while embracing renewal and change as they continue to flow through the Janesville's history.



Section 2: Neighborhood Priorities and Critical Issues

CRITICAL ISSUES SUMMARY

Housing

- I. Disengaged Landlords
- II. Home and Property Maintenance
- III. Historic Preservation
- IV. Property Code Enforcement
- V. Rate of Ownership

Traffic and Transportation

- I. Intersections of Concern
- II. Speeding & Cut-Throughs
- III. Trail Access Improvements
- IV. Gateways Identification and Communication

Parks and Recreation

- I. Lighting & Security
- II. Maintenance, Cleanup and Ecology
- III. Fourth Ward and Washington Park Expansion

Public Safety and Crime

- I. Major Crime & Safety Issues
- II. Nuisance/Community Image

Programs and Services

- I. Communication w/City
- II. Inter -Neighborhood Communication
- III. Multi-Cultural, Single-Parent, Teen, & Senior Programs

Through the analysis of community data and the multi-faceted process of gathering input from neighborhood residents, the Plan identifies five broad categories that encapsulate the key issues facing the neighborhoods. For each of these categories, the following section of the Plan frames each issue and summarizes the existing conditions and programs related to the topic. Further, for each topic area, the Plan identifies and describes a series of “critical issues” that the community considers the top priorities that need to be addressed. For each of the critical issues, the Plan offers a short list of potential strategies that could be used to address the topic. These listed strategies are not necessarily recommendations, but rather are intended to start providing the city and neighborhood leadership with a menu of potential strategies that could be used. A more detailed and thorough list of strategies is provided in the implementation section of the plan, along with recommendations that boils down this longer list of potential tools into specific actions and timelines for implementing these recommendations.



Housing

Look West and the Fourth Ward are primarily residential neighborhoods and the quality, condition, and characteristics of the housing stock are some of the issues that are first and foremost on the minds of many residents.

Much of the charm and character of the Look West and Fourth Ward neighborhoods stems from their historic housing stock. Further, the affordability of homes in the neighborhoods is an important asset and helps fill a larger need for housing the City's low and moderate income residents. However, the prevalence of older, less expensive housing stock also creates potential problems and brings a greater need for the community to work to ensure that the housing stock is maintained and not allowed to deteriorate.

Housing conditions and trends are closely linked to the demographic trends of the area. The size, type, and cost of housing in a neighborhood are directly related to the incomes, household size, age profile and other characteristics of the residents and conversely, housing conditions affect demographic and economic trends. Appendix I provides a detailed summary of demographic and housing characteristics of the neighborhoods but there are a few key trends that are important to understanding the future of housing in the neighborhoods:

- **Age** – Generally speaking, Look West's population is older with a median age in the neighborhood of 35 and an above average percentage of residents 65 and older. In contrast, residents of the Fourth Ward tend to be younger with a median age of 29 and an above average percentage of Fourth Ward's residents are children under eighteen.
- **Income and Poverty** – Median household income in the Look West and Fourth Ward neighborhoods are virtually the same and were estimated to be about \$45,000 per year in 2007. However, the Fourth Ward has a somewhat higher overall rate of poverty than Look West. Further, the Fourth Ward has a high rate of childhood poverty while Look West has a high rate of senior poverty.
- **Household Size and Type** – Household size and type indicators reflect a key difference between Look West and Fourth Ward with implications for future housing development and housing conditions in the neighborhoods. In Look West, most households consist of one or two people and over 40% of households are single person homes. In contrast, Fourth Ward contains a higher percentage of larger households and a growing number of households with children.
- **Turnover** – As of the 2000 Census, Fourth Ward and Look West both had seen a higher degree of recent housing turnover than Janesville as a whole. Further, Fourth Ward's turnover rate was higher than Look West's with over 60% of Fourth Ward residents reporting that they had moved within the last five years

LOOK WEST AND FOURTH WARD'S HOUSING PROFILE

Number of Units (2007)

Look West	1,475
Fourth Ward	1,240
Janesville	27,303

Owner/Renter Ratio (2007)

Look West	61%/39%
Fourth Ward	58%/42%
Janesville	82%/18%

Median Home Value (2007)

Look West	\$105,931
Fourth Ward	\$99,235
Janesville	\$141,019

Median Age of House (2000)

Look West	pre 1940
Fourth Ward	pre 1940
Janesville	1968

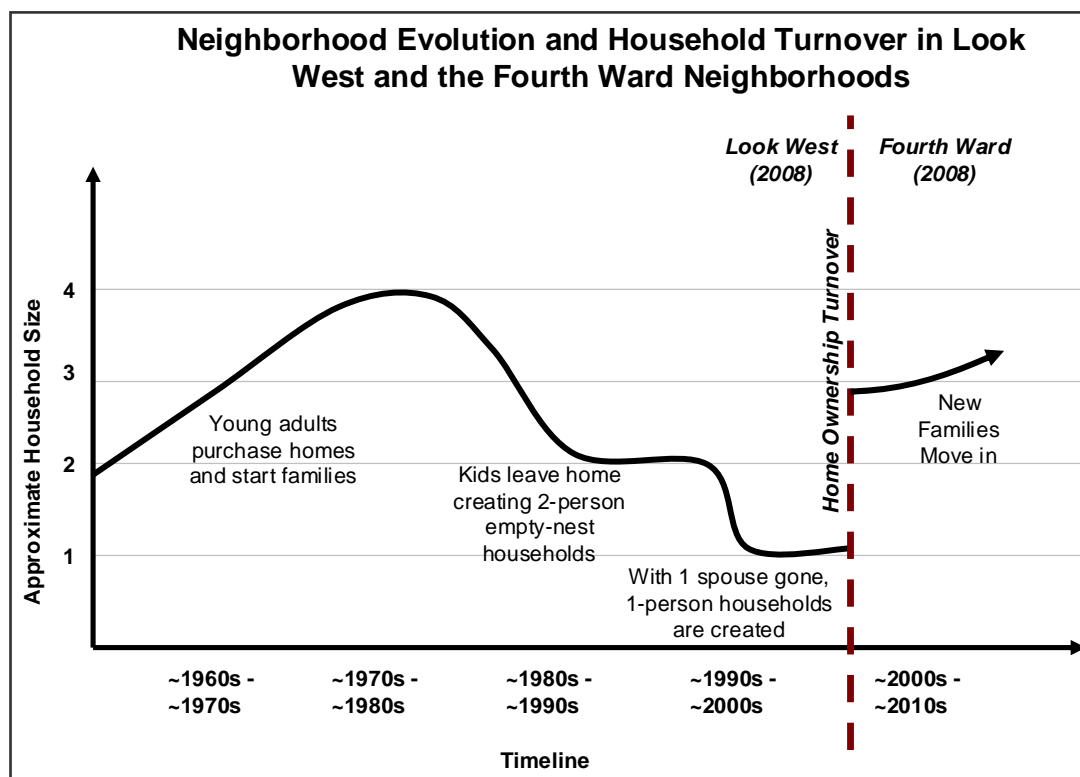




This combination of factors paints a picture of neighborhoods in transition. Though both neighborhoods are diverse in age, race, and income, Look West's population is older with a large number of low to moderate income small households. Fourth Ward's residents tend to be lower income families (often single-parent homes) who moved into the area more recently. Look West's large number of older, single person households indicates that the neighborhood is likely to see significant housing turnover during the next few years. Fourth Ward's young, recently arrived population shows that this neighborhood is experiencing an ongoing transition with older residents moving out and young families moving in to take advantage of low-priced older homes.

As this transition occurs and the homes in Look West and the Fourth Ward change hands, it is important for these neighborhoods to position themselves to respond positively to household turnover. Many people will be moving out and moving in over the next few years. For the people who move in, the manner in which they are welcomed and embraced by the neighborhoods, and the encouragements they are given to maintain and improve their homes will have a profound impact on the future direction of the neighborhoods.

One important trend to note is that beyond the neighborhoods the demographics of the region are shifting and the future of the Janesville housing market is likely to be more geared toward smaller, high-quality, centrally-located units. The downtown Plan acknowledges this changing demographic profile and recommends responding by offering housing designed to appeal to the changing market. Look West and Fourth Ward can also take advantage of this demographic shift by marketing their unique, quality homes, and access to downtown amenities.



Critical Issues

Based on the data collected, interviews with key stakeholders, evaluations of conditions on-site, and community input sessions, five critical issues related to housing are identified below. These issues speak to the community's primary housing related areas of concern and priorities.

CASE STUDY: KENOSHA, WI - HOME INVESTMENT PARTNERSHIP PROGRAM AND CHIP PROGRAM

Kenosha has become a state leader in being aggressive and proactive in its efforts to improve neighborhoods. The City purchases declining properties in areas designated as "Neighborhood Improvement Target Areas", tears down poor condition rental housing and constructs new single family homes. These new homes are sold to low and moderate income families at a very reduced price through a lottery system.

The City's Carpenters Home Improvement Program is a related effort to provide new low-cost, high quality homes for low to moderate income residents. CHIP is a partnership between the Regional Council of Carpenters, the City, and the School District. The Regional Council of Carpenters serves as the general contractor for the construction of new homes on City owned properties and students in the school district's high school carpentry program do much of the construction work.

I. Disengaged Landlords

Issue Overview

The problem of disengaged landlords owning and renting properties in the neighborhoods was identified by neighborhood residents as the highest priority issue facing Look West and the Fourth Ward. There is no precise definition of what constitutes a landlord who would be considered disengaged, but overall, they are property owners who rent housing without adequately caring for the properties and without maintaining a proper level of communication with their tenants or with the neighborhoods in which their properties are located. In many cases, these disengaged landlords live outside the area and have no meaningful connection to the community.

Strategies

There are a number of ways the neighborhoods can address the problem of disengaged landlords without compromising the rights of individuals to own and rent housing units.

- **Landlord Directory**

A number of communities maintain a landlord directory, independent of the City's assessment data, to keep a detailed record of all individuals and companies that own and manage rental properties. Keeping this record would allow renters, neighborhood residents, and the City to quickly identify and contact the owner of any property with a maintenance issue or a problem tenant.

- **Landlord Licensing**

A number of communities have dealt with the issue of uncommitted landlords by implementing landlord licensing policies requiring property owners who rent homes to pay a small fee and obtain a license. Similar to business licensing and other forms of registration, landlord licensing is another tool Janesville could potentially use to ensure that the City's property owners are fulfilling their obligation to manage their rental units fairly and in accordance with the law.

- **Landlord Assistance/Counseling Program**

One cause of landlords not fulfilling their responsibilities is property owners who get "in over their heads" and end up unable to properly manage their units because they are financially overextended or simply underestimated the amount of time, expertise, and money needed to effectively manage rental homes. One tool to address this issue would be for Janesville to establish a landlord assistance program. This program would serve to provide current and potential landlords with information to prepare them for the rigorous task of owning and maintaining rental properties.



**CASE STUDY: NEW HAVEN,
CONNECTICUT HOME MAINTENANCE
AND ENERGY CONSERVATION
PROGRAM**

New Haven's Home Maintenance and Energy Conservation Individual Development Account (IDA) Program gives matching grants to first-time homebuyers and existing homeowners to pay for improvements that increase their homes' energy efficiency. The program provides a maximum of \$5,000 and gives preference to residents with incomes below 120% of the area median.

- **Tenant Screening Assistance**
Looking at criminal histories, credit reports, and other background documents is one of the key steps landlords can take to ensure that they are aware of potentially troublesome tenants. However, small landlords with one or two units often do not have the time, money, or the wherewithal to run detailed checks or use other methods of screening tenants. One solution would be to establish a landlord information center that would assist land owners with the process of screening
- **Maximum Distance of Required Local Representative**
This policy would require owners of rental property to live within a set distance of their rental property (perhaps 50 miles) and remain active in the management of their properties. Alternatively, if they reside outside of that area, the policy would require landlords to submit documentation of a local representative or property management company who is handling the day-to-day maintenance and general management of the units.

II. Home and Property Maintenance

Issue Overview

The maintenance and overall physical condition of homes and properties in the neighborhoods is an issue of high importance for community members. Currently, the quality and condition of homes and properties in the neighborhoods is a patchwork with extremely attractive and well-maintained homes intermixed with a number of properties in need of maintenance and repair. The Janesville Assessment Office maintains a database of property condition and gives every parcel in the City a ranking on a 0-3 scale with 0 being a "poor" condition property and 3 being a "good" condition. The ranking system is based on the condition of homes given the age of the structure. On this scale, the average ranking of properties within the Fourth Ward is 2.35 and the average for Look West is 2.49. In comparison, Janesville's average as a whole is 2.42 so Fourth Ward's average condition is somewhat below average and Look West's is somewhat above.

Similar to the Assessor's database, Vandewalle & Associates completed a housing conditions analysis that evaluated every parcel in both neighborhoods based on the condition of the front façade of the house and the surrounding property. The results of this analysis similarly found that, though the neighborhoods include a number of properties in need of maintenance and repair, for the most part, the poor condition properties are not clustered in one or two particular area but are interspersed throughout the neighborhoods.

Strategies

- **Neighborhood Maintenance Volunteer Team**
In many instances, the lack of proper maintenance at a home is due to a homeowner who is physically unable to perform needed maintenance tasks. This issue is particularly prevalent in neighborhoods such as Look West that have a large number of



**CASE STUDY: DAYTON OHIO
"REHABARAMA"**

"Rehabarama" is a week long event that focuses City and private sector resources on a small, targeted area to renovate a small number of properties. The renovation work that is completed is done with very rigorous design standards and the builders use high end fixtures and finishes. Concentrating this high quality work on just a few houses located next to one another creates a critical mass that lifts the entire neighborhood. Further the week itself becomes a regionwide event that draws visitors to these otherwise little known neighborhoods to see the quality workmanship.

lower-income elderly residents living in older homes. To address this issue, one strategy would be to establish neighborhood maintenance volunteer groups that provide basic home and property tasks (painting, lawn and garden care, gutter cleaning and repair, etc.).

- **City Property Buy, Rehab, and Resell Program**

The homes and properties in Look West and Fourth Ward vary greatly in their physical condition and maintenance needs. At the bottom end of the spectrum are a small number of properties that are past the point where small repairs and basic maintenance will return them to full value and function. For these homes, the City could consider purchasing these properties. With City control, the structures on these properties could be total rehabbed if possible or torn down and rebuilt, and then resold at moderate prices.

- **Code Enforcement/Nuisance Law Enforcement**

The City's existing codes related to the proper maintenance of homes and properties is one of the key tools for addressing maintenance issues. Currently, code enforcement in the City is primarily done on a complaint basis. Increasing the resources directed toward Code Enforcement and taking a more proactive approach to compliance could enhance the overall condition of properties in the neighborhoods.

III. Historic Preservation

Issue Overview

One of the greatest assets of Look West and the Fourth Ward is the rich history of the neighborhoods reflected in the architecture of many of their homes. Look West and the Fourth Ward comprise two of Janesville's nine historic districts and the historic significance of the neighborhoods was identified during the community vision session as one of the most cherished features of the neighborhoods. Preserving, maintaining, and celebrating the historic character of these two neighborhoods is top priority of the community. This character will also add to the economic stability and viability of the neighborhoods in the future.

Strategies

- **Improvement and Preservation Workshops**

Helping owners of historic homes maintain the historic integrity of their houses is an important part of preserving Look West and Fourth Ward's historic character. Workshops to help neighborhood residents understand how to maintain their homes in a manner that complements and enhances the historic integrity of the area could help preserve the neighborhoods. Even if owners of homes with only marginal historic significance attend these workshops, they could still learn about how to maintain their homes in a manner consistent with the history of the neighborhoods.



**CASE STUDY: ROCK ISLAND ILLINOIS
- THE GREAT UNVEILING**

The Great Unveiling is an annual community event that showcases the hidden historic architecture of neighborhood homes. The City selects an old home with quality historic features but somewhat neglected maintenance or inappropriate renovations and works to restore its historic features and unveil them to the community. Typically, the event focuses on removing artificial siding covering the decorative wood exteriors common among the City's historic homes. The event is hosted by the Broadway Historic District Association.

- **Neighborhood History Week**
Working with the Rock County Historical Society and the Janesville Historic Commission, the neighborhoods' schools, and the Neighborhood Leadership Team, Look West and Fourth Ward History Week could be an opportunity to educate neighborhood children about the historic importance of the familiar streets of their neighborhoods and would be a chance to introduce residents of other parts of Janesville and the larger region to the beauty and history of Look West and the Fourth Ward.
- **Creation of an Historic Overlay District**
Created a historic district would require property owners within the district to consult with the Historic Commission prior to undertaking exterior renovations. The standards for the district would need to be adopted from those applied to the other Historic Districts in Janesville but it could be an effective program.

IV. Property Code Enforcement

Issue Overview

Ensuring the homes and properties meet the basic standards of maintenance and safety articulated in City Code is one of the essential tools the City can use to improve the condition of housing in Look West and the Fourth Ward. Currently, the City's code enforcement operation is predominantly "complaint-based" meaning that code violations are pursued primarily when they are brought to the City's attention through a complaint from a community member. Currently, the City has two code enforcement personnel and this level of staffing limits the degree to which the City can proactively enforce code violations at homes in Look West and Fourth Ward.

Strategies

- **Increase the Code Enforcement Staff and Responsibilities**
Janesville's current code enforcement personnel consists of two staff, which is significantly less than most cities of Janesville's size. As a result, the department is essentially reactive in its approach. A larger staff would allow the City to pursue more proactive approaches to ensuring that properties within Look West and Fourth Ward are up to code.
- **Require Regular Inspections of Rental Properties**
One way to help ensure that rental properties meet code would be to require a City inspection every time a unit turns over to a new tenant. This would help with the upkeep of the property and give landlords an incentive to maintain units and keep longer term tenants.



V. Rate of Home Ownership

Issue Overview

One of the key socioeconomic differences between Look West and the Fourth Ward versus the rest of the City of Janesville is the rate of home ownership. While Janesville is predominantly a community of single-family, owner-occupied homes, Look West and Fourth Ward have a much higher percentage of renter-occupied housing. According to data from the City Assessment office, the home ownership rate for Janesville as a whole is about 82% and the rate for both neighborhoods is about 60%.

Renter vs. Owner (2007)				
	% Owner		% Renter	
Janesville	82%		18%	
Fourth Ward	58%		42%	
Look West	61%		39%	

Source: Janesville Assessor

The neighborhoods' greater mix of housing type and inclusion of rental units helps provide needed affordable rental housing for community residents and this variety of housing choices is part of what gives these neighborhoods a diversity and liveliness. However, providing greater access to home ownership opportunities in the neighborhoods, particularly for existing residents currently in apartments, could help encourage reinvestment, neighborhood pride, and better property maintenance.

Strategies

- **Home Buyers Education Seminars and Courses**
The City's Neighborhood Services Department currently offers a home buyers workshop program with eight hours of course work scheduled several times per year. In addition to these workshops, some potential buyers might also benefit from more informal, shorter, evening classes focused on providing some basic information.
- **Launch an Equity Lease Program**
Equity Lease or "rent to own" programs can help renters who cannot afford down payment and closing costs to ease into home ownership. With such a program, a property owner agrees to sell a unit to a renter after a given period of time with some of the rent proceed applied toward the costs of purchasing. The City could work with property owners to implement this program and possibly encourage landowner participation.
- **Greater Posting and Distribution of Information on Existing Programs**
As stated earlier in the Plan, the City and the non-profit community have a number of programs designed to encourage home ownership and help residents with property maintenance. Greater efforts to make residents of Look West and the Fourth Ward more aware of these programs would improve their effectiveness in the neighborhoods. Posting information on

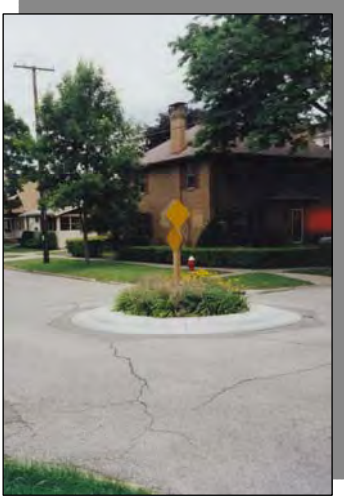


kiosks in parks and public spaces or distributing information door to door could be effective tools to circulate and would help reach residents who lack internet access.



Traffic and Transportation

One of the primary assets of the Look West and Fourth Ward neighborhoods is the multi-modal transportation services and infrastructure serving the area. Several of the City's key vehicular transportation corridors converge in the neighborhoods. Plus, the Janesville Transit System (JTS) operates seven bus routes through the neighborhoods and the City's Transit Center is located in Fourth Ward. Additionally, the location of the neighborhoods puts them within walking distance of downtown and other key community destinations.



Several critical issues and potential strategies to address transportation concerns are discussed below. The “intersections of concern” and the sites with reported speeding and cut-through problems were identified by the community and by the Neighborhood Leadership Team during public sessions and committee meetings. The sites and issues that were identified are purely based on the perceptions of community members and not based on technical analysis. Before implementing any improvements to address these issues, the City should undertake more detailed studies to determine where traffic controls can most effectively be deployed to address unsafe conditions.

Critical Issues

The location of the Look West and Fourth Ward Neighborhoods at the hub of transportation networks is an important asset but also brings challenges. The neighborhood identified four key critical issues related to transportation and traffic in the neighborhoods:

I. Intersections of Concern

Issue Overview

Several intersections in Look West and the Fourth Ward were identified by the community as in need of stop signs or other measures to control traffic and improve both driver and pedestrian safety. The intersections identified include:

- Corner of Ravine, Madison, Academy and High
- Terrace and Laurel
- Terrace and Ravine
- Academy and Centerway
- High and McKinley
- High Street and Holmes

These intersections were identified by community members as having problematic conditions that need to be addressed. However, before undertaking any efforts to address the sites identified by residents, the City will need to study the issue further and look at all intersections in the neighborhoods to accurately determine where problems are and how they should be addressed.



Strategies

- **Additional Stop Signs**

For uncontrolled intersections identified as needing traffic control, one solution would be to add a stop sign or other traffic control or calming device. The City Engineering, Community Development, and Public Works Departments should work with the Neighborhood Leadership Team to determine which intersections need additional traffic control and what device is most appropriate.

- **Pedestrian Bump Outs**

For intersections identified as problematic for pedestrians due to speeding vehicles and unsafe crossings, pedestrian bump-outs may be an effective solution. By extending the length of the sidewalk into the roadway, bump-outs can create a safer (and safer feeling) pedestrian crossing while calming traffic by effectively narrowing the roadway.

- **Roundabouts**

The addition of roundabouts and intersection islands may be another strategy to address uncontrolled and problem intersections.

CASE STUDY: SEATTLE, WA – NEIGHBORHOOD SPEEDWATCH PROGRAM

Seattle's Speedwatch program loans radar units to concerned local citizens who then use the equipment to record data on speeding at a location of their choosing. The neighbors collect information on the number of speeding vehicles and license numbers and speeds which is passed on the police department. The police then follow up by distributing information to identified speeders and possibly implement a traffic calming strategy at the location.

II. Speeding, Cut-throughs, and Traffic Circulation

Issue Overview

Because the neighborhoods are primarily residential areas and are valued for their tranquility and safety, speeding through neighborhood streets and inappropriate use of neighborhood streets as short cuts from through traffic is considered an important issue affecting both the safety and overall atmosphere of the neighborhoods. Several locations where this is reportedly a problem were identified by the community including:

- McKinley – West bound shortcut
- High Street between Court and Racine

Again, the issue of speeding and cut-throughs is widely viewed as a problem among residents and these sites were identified by some people as particular concerns. However, before implementing any traffic calming measures to control speeding, the City will need to study to issue further to accurately determine where speeding is most prevalent and how to address it.

Strategies

- **Speeders Hotline**

“Speeders Hotline” systems have been used in other cities as a tool to assist law enforcement in controlling speeding in neighborhoods. A call to the hotline would of course not result in the issuance of a speeding ticket to the motorist but could help alert the police to particularly troublesome speeding locations or individuals who habitually speed through the neighborhoods.



- **Speeding Awareness Signage**
Many neighborhoods work to control speeding through the use of simple yard signs to remind drivers that they are in a residential neighborhood with children in the area and speeding is socially unacceptable.
- **Traffic Calming Islands**
The addition of traffic islands at key location could potentially help control speeding on corridors identified as speeding problem areas. Generally, traffic islands consist of small, vegetated median strips that force drivers to reduce speeds and also can add to the aesthetics of public roadways. However, these islands also require maintenance and can raise issues for snow plows and emergency vehicles.
- **Traffic Circulation Improvements**
In addition to the transportation related issues and strategies identified by the Neighborhood Leadership Team and the public during the Planning process, the City's recent Downtown Vision and Strategy identifies several traffic circulation improvements that directly relate to Look West and the Fourth Ward. Implementing these ideas for the downtown will help improve traffic circulation and safety in the neighborhoods as well. The specific downtown recommendations that most directly affect transportation and traffic in Look West and Fourth Ward include:

- Convert Jackson and Franklin Streets to two-way traffic between the downtown and the hospital
- Reconfigure the grade separated interchange at Five Points.
- Improve Jackson and Rockport intersection to divert traffic to potential future river bend area redevelopment projects and the downtown.

III. Trail Access Improvements

Issue Overview

One of the key assets of the Look West and Fourth Ward neighborhoods is their proximity to the River and to the City's trail corridors. However, the ability to access the City's trails from the interior of the neighborhoods is somewhat limited and the neighborhoods generally do not include clear signage directing walkers and bikers to trail access points.

Strategies

- **Additional Connecting Trails**
Adding trail spurs into the neighborhoods and providing more access points along existing trails would provide a greater sense of connectivity between the neighborhoods and the City's larger trail system.



Sample Wayfinding Sign (Adapted from Downtown Strategy)



- **Wayfinding Signage**
Additional signage along existing trails and within the neighborhoods to inform bikers and walkers of how to access the trails from the neighborhoods and the neighborhoods from the trails would add to the overall walkability and bikability of the neighborhoods and leverage their location.

IV. Gateway Identification and Communication

Issue Overview

In spite of their unique character, historic architecture and importance, and central location in Janesville, the Fourth Ward and Look West neighborhoods currently lack a clear welcome or gateway signage. Gateway signage can help instill neighborhood pride and sense of place for current residents and can help visitors understand that they are entering a unique and cared for neighborhood.

Strategies

- **Addition of Gateway Signage**
Locating gateway signs along key corridors entering the neighborhoods can be an effective tool to building community awareness and pride and create a stronger sense of place. Gateway signs should be well-designed and attractive and should convey the historic character of the neighborhoods.
- **Unique Street Signs and Fixtures/Streetscapes**
- **Kiosks**
- **Historical Markers**



Sample Gateway Sign (Adapted from Downtown Strategy)

Parks and Open Space

Existing Assets and Conditions

Janesville recently adopted a Parks and Open Space Plan that outlines future direction for new and improved public spaces in the City and has implications for Look West and the Fourth Ward. The Rock River is clearly the City's defining natural feature and the City recognizes the importance of continuing to embrace the River as it looks to improve Janesville's parks system.

Located along the River and with several existing parks and trails, Look West and the Fourth Ward are well positioned to embrace Janesville's "Park Place" theme and serve as a location for signature components of the City's Park system. Currently, the Look West and Fourth Ward neighborhoods include three Parks:



- **Monterey Park** – A 29-acre park located along the Rock River with nearly one mile of shoreline. Facilities for basketball, softball, football, track, a stadium, and fishing are offered, along with the paved bike trail. Monterey rock and cave provide a beautiful view of the river. There is also a historic monument detailing the location of the first log cabin built in Rock County in 1835. With its multiple facilities including the stadium, Monterey Park is a widely used space serving the entire Janesville community.
- **Fourth Ward Park** – A 2-acre park located in the heart of the Fourth Ward Neighborhood located on the north side of Racine Street between High Street and Park Avenue. The park includes playground equipment and a small basketball court, with most of the space reserved as an open field dotted with a few large trees. Fourth Ward Park is a true neighborhood park that serves a very local population. The Park is a center of Fourth Ward community events including the Movies in the Park, as well as other neighborhood picnics and events.
- **Washington Park** - Washington Park is 1.6 acre, mid-block park located in Look West between Washington and Terrace Street, north of Ravine Street. The park has benches, play equipment, and a basketball court.

In addition to the three parks in the neighborhoods, recreational trails following the river also run through Look West and Fourth Ward providing a recreational amenity and pedestrian connectivity with other areas of the City.

Critical Issues

V. Lighting and Security

Issue Overview

Maintaining adequate lighting and ensuring that the parks in the neighborhoods are safe and, importantly, perceived as safe is necessary for them to be used and valued. Reportedly, Monterey Park and Fourth Ward Park have had issues with crime activity and are viewed by some members of the community as dangerous places.

Strategies

- **Porch Light Park Neighbors Program**
Washington Park and Fourth Ward Park are both relatively small, rectangular parks flanked by residential streets lined with houses facing the parks. Given this, lighting in the parks could potentially be enhanced through a voluntary “porch light” program wherein neighbors of the Parks are asked to voluntarily turn on porch lights to supplement lighting within the park. This program could be a community-building program that enhances the safety of the parks through lighting improvements without new facilities.
- **Additional Monterey Park Lighting**
As a large community gathering space, adequate lighting and the presence of well-maintained facilities are essential to the sense of security and safety offered in the park. The City should carefully



review the park's current lighting facilities and identify areas where additional lamps are needed. In addition, when considering new facilities, plantings, fields, playgrounds, or other amenities in Monterey Park, the City should be aware of how these changes will affect the real and perceived safety of the park. In addition to adequate lighting, safety can be enhanced by maintaining good sight-lines, limiting access to designated entry points, defined boundaries for different park uses, and concentrating people and activity.

VI. Maintenance, Cleanup, and Ecology

Issue Overview

Maintaining and improving the physical condition of the parks was identified as an important issue. In addition to keeping the parks clean and the facilities operational, community members expressed interest in restoring and enhancing the ecological integrity of the parks as well.

Strategies

- **Create “Friends of the Parks” Organizations**

Creating small organizations dedicated exclusively to maintaining and improving each of the parks in the Fourth Ward and Look West would foster ongoing, continual attention focused on the parks. These “Friends” groups would be the primary stewards of the parks, hosting events in the parks, coordinating efforts to clean up and improve them, and working with the City on facility improvements.

- **River Ecology Center/Program**

The River Ecology Program could be housed in Monterey Park and would link students at Wilson School and other Janesville Schools to an ongoing river ecology learning and preservation program. Through the program, the students would use Monterey Park as a living laboratory to learn about the ecology of the Rock River and its riparian areas. The program could involve establishing restoration areas in the Park with interpretive and educational signage highlighting both the park and the school program. Students could participate in wetland restoration programs, prairie plantings, and other activities designed to improve the park while teaching the community about the river's ecosystem. Because it is a well-known community destination used for current school events and located along the River, Monterey Park could be an ideal location for this type of facility.

VII. Facility Needs

Issue Overview

Providing restrooms, improving playground equipment and ball fields, and maintaining other facilities within the park is important to creating welcoming parks that the community will value. The City's Parks and Open Space Plan identifies several needed improvements in Monterey Park including replacement of the softball fields drain tile, new lighting, scoreboards, fencing, irrigation systems, a playground, and picnic facilities.

Strategies

- **Fourth Ward and Washington Park Expansion**

CASE STUDY: MILWAUKEE URBAN ECOLOGY CENTER

The Urban Ecology Center is a neighborhood-based, environmental education, nonprofit community center. The center includes outdoor laboratories, a habitat-themed playground, and 15 acres of preserved wooded and riparian habitat. The center is housed in a “green” building in Riverside Park that showcases green technology and includes classrooms, exhibits, and resources.



These parks are currently very small given their level of usage and important to the neighborhoods. However, they are essentially surrounded by development. Expanding the parks would need to be coordinated with a careful, strategic effort to acquire surrounding blighted properties.

**CASE STUDY: BATTLE CREEK MICHIGAN
CRIME WATCH PROGRAM**

The Crimewatch Coalition was started by Battle Creek Neighborhood Services and the Wilson-Coburn Neighborhood Planning Council. The Coalition uses a variety of innovative tactics including "stealth rallies" where a large group of neighbors meet unannounced at a known problem spot and have an ad hoc rally/festival. In addition, the group organizes letter campaigns to public officials and problem property owners and works closely with the police.

Public Safety and Crime

Current Issues and Conditions

Making sure the neighborhoods are safe places, and importantly, ensuring that they are perceived by the community as safe places, is vital to the overall economic strength and community health. Currently, the Look West and Fourth Ward neighborhoods do have somewhat higher rates of crime than other residential parts of the City, but the difference is likely not as extreme as many in Janesville might perceive.

In order to analyze how these neighborhoods compared to the community at large in terms of crime issues, Vandewalle & Associates looked at data on police calls and arrests provided by the Janesville Police Department. The data show that Fourth Ward and Look West both have higher crime rates than the City as a whole and Fourth Ward's rate exceeds that of Look West. In total, Fourth Ward saw 974 police arrests take place in the neighborhood in 2007 and this represented an increase from 790 in 2006. Look West saw 485 arrests in 2007, which was slightly up from 2006 but below the 2004 and 2005 numbers. On a per capita basis, the 2007 numbers represent 29 arrests for every 100 people for the Fourth Ward and 15 arrests per 100 people in Look West. In contrast, the City as a whole saw 11 arrests per 100 people in 2007.

Essentially the arrest data shows that Fourth Ward and Look West both have somewhat higher arrest rates than the City but Fourth Ward is significantly higher while Look West is only marginally above average. However, the average severity of crime in Fourth Ward is less than the average for both Look West and the City indicating that, though the neighborhood has more crime, most of Fourth Ward's arrests are for minor infractions.

Despite Look West and Fourth Ward's somewhat higher arrest rates compared with the City, it is important to note that most arrests and most crime in Janesville do not occur in residential areas. The highest concentration of police calls, crime incidents, and arrests in Janesville occur at key public places such as retail areas, employment centers, schools, etc. Also, it is important to note that higher numbers of arrests do not necessarily indicate worsening crime, but could be the result of a more active police presence and more vigilant residents.

Recent and Current Safety and Crime Initiatives

Recognizing the Look West and the Fourth Ward have crime issues beyond those of the City's other neighborhoods, the Police Department has developed targeted strategies for this part of the City. For several years, the City experimented with a community policing strategy that involved housing an officer within Wilson School on a full time basis. Community Policing essentially refers to a strategy of embedding officers in a neighborhood and allowing them to become integrated into the community, get to know the



residents, and provide a range of services beyond standard police work. Fourth Ward residents appreciated the Wilson School program and several community members expressed a desire to see the program reinstated. However, the Wilson School based officer was grant funded and became cost-prohibitive. Instead, the Police Department has redirected its efforts toward a “problem-oriented” policing strategy that includes awareness of neighborhood issues and a long term focus on neighborhood challenges.

Critical Issues

I. Major Crime and Safety Issues (Drug Dealing, Gang Activity, Violence)

Issue Overview

By standards of other similarly sized and larger cities, Look West and the Fourth Ward are certainly not “dangerous” neighborhoods and serious, violent crime is very rare. However, there have been some instances of violent crime in the neighborhoods and the City and neighborhood leadership need to be vigilant against any escalation in serious criminal behavior. Any instance of violent crime is tragic, and even very rare events can have long term impacts on a neighborhood’s image that can last long after a crime occurred.

In addition to violent crime, Look West and the Fourth Ward do reportedly have some gang activity and drug activity. According to community members and the Police Department, the drug activity is limited to a very small number of people and properties that create ongoing problems.

Strategies

- **Reintroduce Part-Time Officer in Wilson School**
Given the perceived success of the Wilson School program, the City should revisit the possibility of having a neighborhood officer with some presence at the school even if it is on a part time basis.
- **Foot and Bicycle Patrols**
Janesville’s Police Department has several bicycles and officers trained to use them for patrols. The increased use of foot and bicycle patrols in Look West and the Fourth Ward could help address some of the small-time, minor criminal problems occurring in the neighborhoods.
- **Enhanced Neighborhood Watch Program**
Reportedly, the neighborhoods currently have a neighborhood watch program but with limited support from the Police Department due to temporary staffing changes. The City and neighborhoods should work together to institute of thorough neighborhood watch program and recruit resident participation.
- **Participation in the National “Night Out” Program**

CASE STUDY: COLUMBUS, OH – NEIGHBORHOOD POLICING CENTER

The Neighborhood Policing Center in the City of Columbus Ohio is a joint venture involving the City and Ohio State University Police Departments, other City Departments, and the non-profit community. The Center is a 13,000 square foot facility that serves as both a satellite police station and permanent office space for neighborhood-oriented community groups. The idea is to promote coordination and cooperation among grass-roots neighborhood groups and the police by co-location. Given the level of support the Wilson School officer program received, clearly there is some desire in Look West and the Fourth Ward to have officer embedded in neighborhoods and functioning as part of the network of neighborhood service providers. This type of facility could help provide for this desire.



The “Night Out” program is a national event where residents of a wide range of city neighborhoods nationwide make a coordinated effort with their neighbors to go outside and project a positive image after hours.

II. Nuisance and Community Image Crime Issues (Loitering, Noise, Graffiti)

Issue Overview

Minor criminal activity is a more prevalent problem in Look West and the Fourth Ward than major crimes. Problems such as loitering and noise may not seriously affect public safety but can add to negative perceptions of the community hindering revitalization efforts. These nuisance crime problems are particularly prevalent in the Fourth Ward, largely due to the neighborhoods larger population of younger people, many of whom come from non-traditional families and below-poverty level family incomes limiting the availability of constant in-home supervision from parents or childcare professionals.

Strategies

- **Additional Youth Activities and Programs**
Small-scale, nuisance crime can often be caused by youth boredom. Providing additional options for organized youth activities can help address this issue.
- **Curfew Enforcement**
Requiring youth to be off the streets by a certain time at night can help reduce nuisance crime issues.

Programs and Services

As mentioned earlier in the Plan, there are a number of non-profits in Janesville providing services to the Look West and Fourth Ward neighborhood and there are a number of City lead Programs and services designed to meet the needs and address the challenges faced by the Look West and Fourth Ward Neighborhoods. In addition to the public services mentioned above and the non-profits briefly listed, there are a number of unique and innovative programs that have been launched recently and are worth pointing out. These ongoing programs are a valuable starting point to additional programs and services that could be launched in Look West and Fourth Ward and they demonstrate how simple but creative ideas can form valuable neighborhood programs.

Critical Issues

I. Communication with City

Issue Overview

Maintaining and enhancing lines of communication between neighborhood residents and leaders and the City is important to building neighborhood health and strength. Community members and non-profit personnel



pointed out that the level of communication between them and the City has increased recently but still has room for improvement.

Strategies

CASE STUDY: MINNEAPOLIS, MINNESOTA NEIGHBORHOOD INVOLVEMENT SENIOR PROGRAM

The Senior Program is one part of Minneapolis's Neighborhood Involvement Program. The purposes of the Senior Program is to promote independence among neighborhood seniors by providing low-cost home maintenance services and to prevent social isolation. The program consists of two components:

- **Chore Program** – Neighborhood volunteers (often young people) provide basic home maintenance services such as routine housecleaning, lawn care, snow removal, etc.
- **Leisure Time Parties** – These are monthly recreational opportunities for neighborhood seniors.

By connecting seniors with young people, and providing activities for both, this program fulfills two of Janesville's programmatic priorities for Look West and the Fourth Ward of providing Senior Programs and Teen Activities.

- **Neighborhood Tours for City Staff and Officials**
The Neighborhood Leadership Team could help build stronger lines of communication and create greater awareness of issues facing Look West and Fourth Ward by hosting a neighborhood tour for City staff and elected officials. This could be an upbeat, positive event that allows neighborhood to showcase the assets of the neighborhood and highlight some problem areas to City decision makers
- **311 / "What's Broken" hotline**
Many cities have implemented call-in systems that allow citizens to quickly and easily report issues and problems to the City. For example, if graffiti is spotted, a park bench is broken, a street light out, a stop sign tipped over, etc., a resident can call-in to report it.

II. Communication Among Organizations and Residents

Issue Overview

With multiple organizations providing services in the neighborhoods, results could potentially be enhanced with greater coordination and communication among organizations. This would help avoid duplicating services and help the organizations understand what programs and services are provided by other groups. For example, if one of the neighborhood churches is planning a picnic or park clean-up event, they could have greater turnout and more success if they coordinated with the Neighborhood Leadership Team, Wilson School, the City, and other groups to get the word out.

- **Neighborhood Kiosks**
With a significant population of residents who do not have at-home access to the internet, the importance of in-person communication of printed communication is vital to effectively spreading word of neighborhood events and programs. Adding a few kiosks to post flyers and announcements could enhance the inter-neighborhood communication of Look West and the Fourth Ward
- **City and Non-profit Service Coordination**
As discussed above, there are a number of active non-profits, City programs, and churches working to provide community-oriented services in Look West and the Fourth Ward. Creating a central organization that can coordinate these programs, or at least be aware of what each organization is doing, could help avoid duplicating programs, and maximize the benefits of these groups. The Neighborhood Leadership Team could potentially serve in this role. The Implementation Section of the Plan will provide further detail on this coordination need.

III. Need for Multi-cultural, Single-Parent, Senior, and Teen Programs



Issue Overview

Look West and the Fourth Ward are Janesville's most diverse neighborhoods with different races, ethnic groups, language skills, family structures. According to data provided by the U.S. Census and ESRI, these neighborhoods have rapidly growing Hispanic populations, and a increasing prevalence of significant pockets where residents lack English speaking abilities, growing numbers of seniors, and an increasing prevalence of single-parent families. In order for these different types of individuals and families to flourish, it is important to provide programs and services tailored to their unique needs.

Strategies

- **Conversational English Program**

For the growing population of residents with limited English ability in Look West and Fourth Ward, a conversational English program could be a valuable program. Essentially this would consist of volunteers spending time with English learners in the neighborhood and just engaging in regular conversation. This not only helps build language skills, but also helps connect both participants with their community.

- **Single-Parent Support Group**

Establishing regularly-scheduled support groups where single parents can come to talk with other parents and learn about City programs and services designed to support them, could help create stronger families and a stronger neighborhood.

- **Summer Youth Sports at Monterey Park**

Organized youth team sports in the summer in Monterey Park would provide children in these neighborhoods with recreational opportunities that would not require traveling to other parts of the City.

- **Teen Community Service Jobs Program**

Creating a program where neighborhood teens providing assistance with elderly residents and others needed help with home maintenance and repair could help strengthen intergenerational neighborhood bonds while provide youth with supplemental income and positive activities.



Section 3: Key Redevelopment Opportunities

In addition to the strategies and programs outlined above, one of the City's goals in undertaking the Look West and Fourth Ward Revitalization Plan is to open opportunities to bring quality redevelopment to the neighborhoods. The City's staff and the Neighborhood Leadership Team identified two sites – one in Look West and one in Fourth Ward – to be the focus of detailed physical redevelopment planning. The sites were selected based on the condition of the area and the opportunity for redevelopment, as well as the potential of the sites to support catalytic development projects that would help foster further improvements, investment, and benefits throughout the neighborhoods.

The concepts presented are intended to set forth initial ideas on the types of redevelopment that could be pursued for these sites. As the City moves forward with implementing the Plan, these concepts can be used in initial conversations with potential developers and help provide a vision for neighborhood improvements. Any specific development plans that come forward may use some of the ideas in these concepts, but the details are likely to be different.

Look West Redevelopment Site Concept

The Look West site that was selected for a redevelopment concept is a triangular-shaped area roughly bounded by Madison Street, Centerway, and Jackson Street. Most of the properties within this area are in fine condition and are not considered redevelopment opportunities as individual parcels. However, this area does include a number of deteriorating and/or underused parcels that could potentially support new development. Further, as a border area between the downtown and the Look West neighborhood, this site is an opportunity to create a stronger connection to the downtown and a quality transition that will enhance the neighborhood and the downtown.

The key features of the preliminary concept plan include:

- **An Enhanced Intersection at Ravine, Academy, and Madison**
This intersection was identified by residents as being unsafe and in need of improvement. As a five-points intersection at the convergence of key neighborhood streets, a roundabout or traffic circle may be an effective way to control traffic and create an attractive neighborhood feature.
- **A Potential Open Space on Parcel Bounded by High, Ravine, and Madison**
This small triangular space may be an opportunity to create a small, low-maintenance open space or possibly a community garden that could be a valued neighborhood amenity.
- **New Residential Development on Academy Street**
Academy Street between Laurel and Ravine has a number of deteriorating structures and could support new multi-family residential uses designed to be compatible with the surrounding



single family homes. The location, proximity to medical services, and the demographics of the area suggest that senior housing could be a viable use for this site.

- **Rehab of Existing Building on the Corner of Laurel and Academy**

The building at Academy and Laurel is a highly-visible and architecturally interesting building that could be rehabilitated for new uses, potentially including mixed-use development.

- **New Neighborhood Commercial on Madison**

Madison Street is a relatively high traffic corridor and entry to the community. The east side of the street at the south end of the neighborhood could be a location for small-scale neighborhood retail (i.e. café, small grocery, sandwich shop, etc.) that provides services to neighborhood residents and does not conflict with surrounding uses.



LOOK WEST NEIGHBORHOOD REDEVELOPMENT CONCEPT

CITY OF JANESVILLE, WISCONSIN

DRAFT

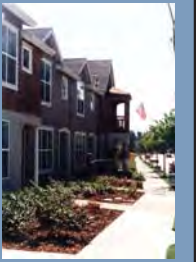
Convert to
**Low-Maintenance
Public Open Space**

Potential
**Conversion to
Roundabout**

Vacate
High Street

SENIOR HOUSING

- Two or three story building
- Oriented toward Race and Academy Streets
- Pedestrian connections to downtown



RESIDENTIAL INFILL

- Renovate historic homes
- Infill with single family or duplex
- New architecture should match historic character
- Selective demolition



Residential

**Historic
Railroad
Depot**

**Social
Security
Office**

MULTI-FAMILY HOUSING

- Two buildings of two stories
- Architecture to complement surrounding homes and commercial building to the south



**Building Rehab -
Mixed Use**

**Janesville
Wagon**

NEIGHBORHOOD COMMERCIAL

- Employment for neighborhood residents
- Office
- Local services



Commercial

Commercial

DOWNTOWN

WALL STREET

Fourth Ward Redevelopment Site Concept

The Fourth Ward Site that was selected is at the south end of the neighborhood along Center Avenue. This area is clearly an important gateway into Fourth Ward, and is a key gateway into the central city area as a whole. Currently, the site includes a mix of commercial and residential uses and a number of structures and properties that present redevelopment opportunities. The area also includes several functioning businesses and an important historic structure that is currently vacant.

The key features of the preliminary concept plan include:

- **Mixed-Use Development at Riverside and Center**
This highly visible site should create a positive first impression for those crossing the bridge and entering the neighborhood from the south. The proximity to the Rock River and surrounding open space would be a valued amenity to the residential component of new mixed-use buildings at the site.
- **Commercial Redevelopment at Center and Rockport**
As the intersection of two important streets, the intersection of Center and Rockport is a commercial node for the neighborhood. Additional commercial and/or mixed use development should be encouraged at this intersection. The relatively new gas station on the west side of Center Avenue will likely remain for the near future.
- **Preservation and Reuse of Historic Feed Building**
The historic building at Rockport and Center is a visually interesting structure on a highly visible and important site. Rehabilitating this building and finding a new use for it should be a priority.



4TH WARD NEIGHBORHOOD REDEVELOPMENT CONCEPT

CITY OF JANESVILLE, WISCONSIN

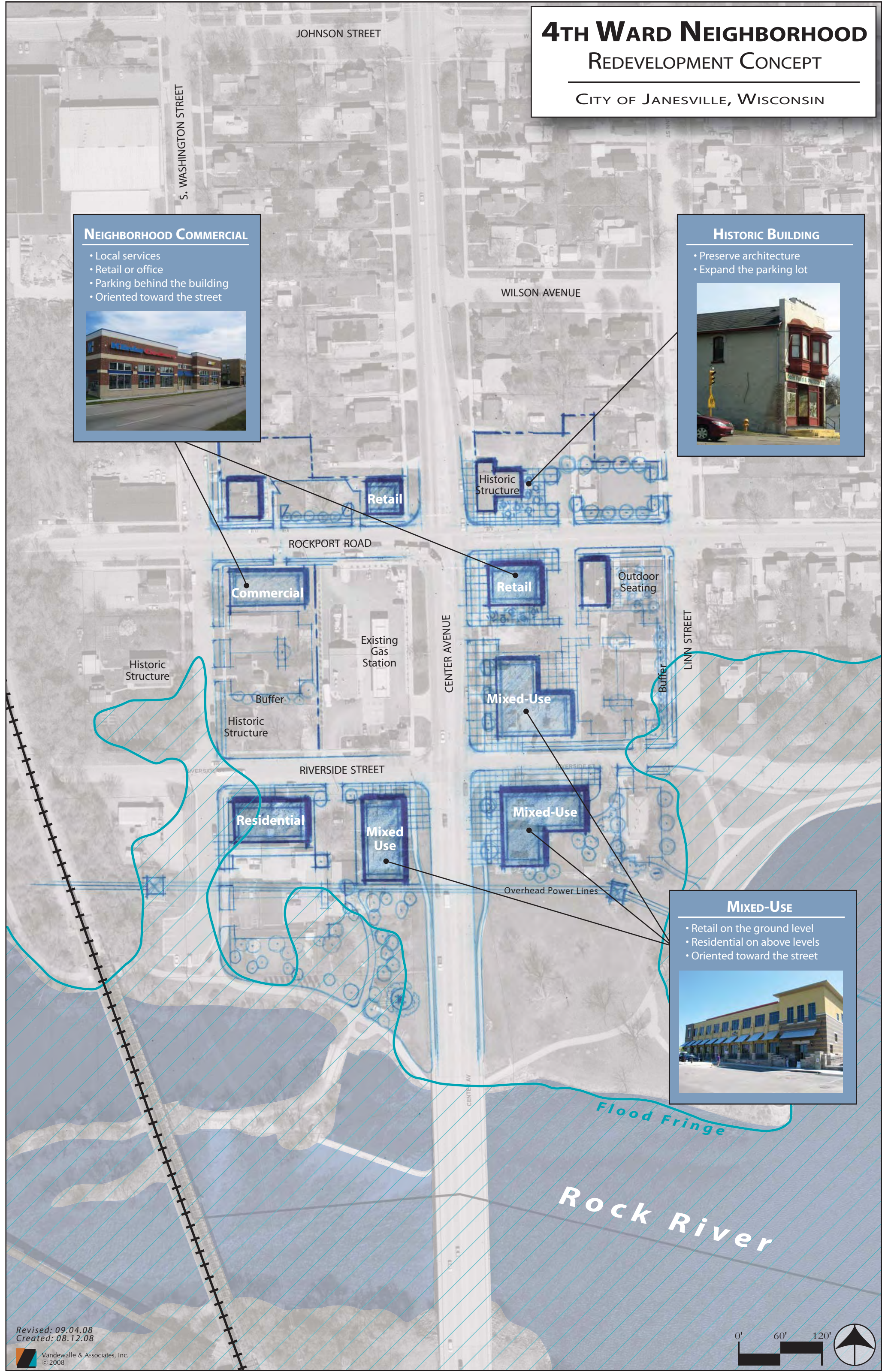
NEIGHBORHOOD COMMERCIAL

- Local services
- Retail or office
- Parking behind the building
- Oriented toward the street



HISTORIC BUILDING

- Preserve architecture
- Expand the parking lot



Commercial

Retail

Historic Structure

Retail

Outdoor Seating

Mixed-Use

Residential

Mixed Use

Mixed-Use

Overhead Power Lines

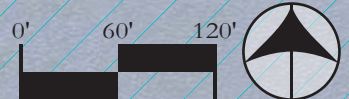
MIXED-USE

- Retail on the ground level
- Residential on above levels
- Oriented toward the street



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Created: 08.12.08

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Section 4: Implementation Framework

Implementation Overview

In order to make progress toward the long term vision for the neighborhoods, the numerous strategies identified in this Plan will require strategic and coordinated action by the City and its partners in the neighborhoods. Because the Plan includes over forty individual recommended strategies, it is important that the City and the neighborhood move forward with a cohesive approach to the initial steps of implementing the Plan. This Implementation Framework outlines a process for moving the Plan into implementation and discusses the organizational roles in that process. The Framework also sets an agenda for the initial priorities and identifies strategies that can be the starting point for making progress on the issues discussed in the Plan.

As discussed above, Look West and the Fourth Ward are fortunate to have a number of active community-oriented non-profits operating in the neighborhood to provide services and drive neighborhood improvements. Further, the City of Janesville recognizes the challenges in these neighborhoods, has targeted the neighborhoods for improvements, and the City commissioned this Plan in an effort to foster revitalization. So, with a number of ongoing public and private initiatives focused on these neighborhoods, in many ways, Look West and Fourth Ward already have established a solid structure that can be leveraged to implement ideas from the Revitalization Plan.

This Framework recognizes the existing foundation and provides an outline for how to use these assets to successfully take action on the ideas and recommendations included in the Plan. The goal of the Implementation Framework is to give the City and neighborhood leaders a clear structure for how to respond to neighborhood concerns, and to establish a process for how to drive new strategies and initiatives forward.

Problem Response Process

Some of the issues identified in the Plan and the strategies intended to deal with those issues involve responding to problems and incidents in the neighborhood. For these types of issues, implementing the Plan will require the City and the neighborhood leaders to have an established system that allows for a quick and nimble response to problems. The residents in the neighborhoods need to be able to identify issues and have a clear line of communication into the City that connects them with the agencies and individuals who have the authority and expertise to respond to problems.

Based on discussions with City staff, the Neighborhood Services Department will be the first point of contact for non-emergency and non-crime related neighborhood issues. The Neighborhood Services Department currently coordinates with other relevant departments in the City and is most connected to the needs of the neighborhoods. The current functions of the Neighborhood Services Department include serving as the liaison to the Neighborhood Leadership Team; managing many of the housing, transit, and code violation functions of the City; and serving as a conduit from neighborhood issues to City Departments. Given these current

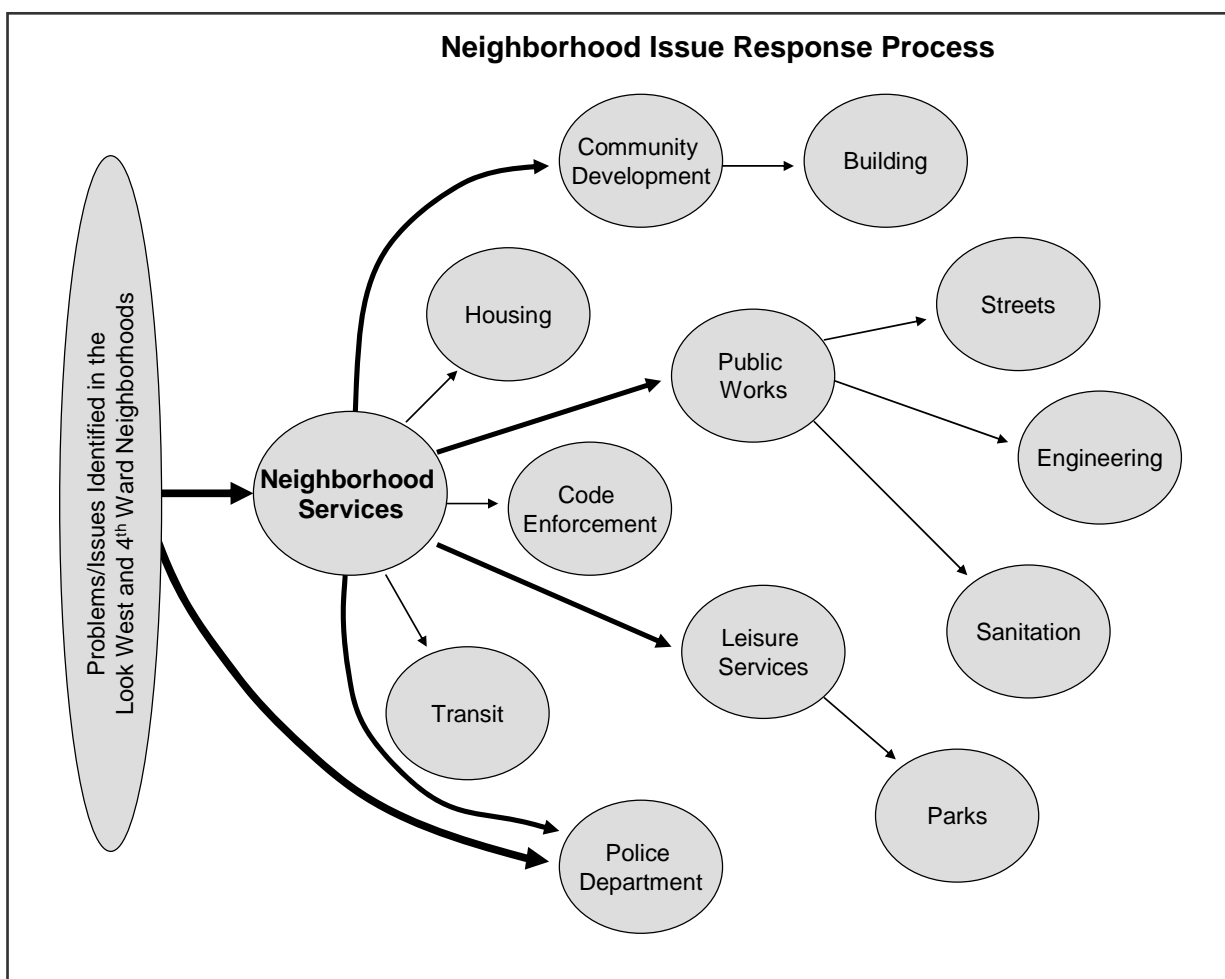


responsibilities, the Neighborhood Services Department is the natural fit to serve as the primary contact between the neighborhoods and the issues brought to the City's attention.

The Neighborhood Services Department should serve as the first point of contact for issues including:

- Housing Condition and Property Maintenance
- Problem Landlords
- Neighborhood Infrastructure Issues (needed repairs to sidewalks, trails, streets, signage)
- Problems with Park Facilities and Maintenance
- Any other non-emergency and non-crime related problem or concern

For many of these and other issues, the Neighborhood Services Department will not ultimately be the department that addresses the issue, but rather will serve as a connection between neighborhood residents raising issues and the City Departments with the capacity to address the issues. For crime and safety issues, the Police Department should be the first contact, and for emergencies, residents should of course call 9-1-1.



New Strategy Initiation Process

In addition to having a system in place to respond to problems, the City and the neighborhoods also need a process in place for moving new ideas forward. Most of the strategies identified in the Plan offer ideas for initiatives to address the issues facing the neighborhoods and advance toward the Vision. The strategies are designed to address the issues identified in the Plan and they vary widely in terms of the funding and time commitment needed to execute the strategies. In order to manageably begin to move strategies forward, the City needs to set priorities and start advancing a small number of projects.

Priority Projects/Strategies

Given the large number of issues discussed in the Plan and the numerous strategies identified each, it is important for the City and the neighborhood leaders to prioritize and to select a manageable number of strategies and programs. Within the larger context of the entire list of critical issues and strategies identified, the City's implementation efforts after Plan adoption should focus on a small number of projects based on their importance and their feasibility. In selecting and initiating priority projects, the following criteria should be used.

- **High Impact** – These are catalytic projects that can pave the way for additional implementation efforts. One or two high impact projects can fundamentally change the neighborhood in a way that opens opportunities to advance future projects and additional strategies.
- **Limited Cost/Limited Political Resistance** – These are projects that are likely to succeed and can be accomplished without excessive expenditures, major property acquisition, or other potential pitfalls.
- **Already Proposed/Sense of Urgency** – These are projects and strategies that are already proposed or underway and were already identified as priorities. These projects may have some sense of urgency in that their potential may be lessened or evaporate altogether if action is not taken in a timely manner.

Based on the above criteria, input from the Neighborhood Leadership Team, and feedback provided at the neighborhood Visioning Session and Open House, the following list of projects should lead off the City's Plan implementation effort.

Each of the priority projects identified below meets at least one of the criteria listed and they all address one or more of the critical issues discussed in the Plan. These projects should be the City's and the Neighborhoods' focus for the first steps of Plan implementation.

- **Chronic Nuisance Ordinance Enforcement**
In 2006, the City of Janesville adopted a Chronic Nuisance Ordinance, creating a potentially powerful tool for addressing many of the top concerns expressed by the neighborhood residents



including problem landlords, crime, and code enforcement. Under the ordinance, if a property is the site of more than four police nuisance activities or code nuisance activities, the Neighborhood Services Department and the Police Department contact and meet with the property owner to form a plan to address the problem. If the property owner fails to address the issue, fines are issued.

Moving forward, the Neighborhood Leadership Team should work in coordination with the Neighborhood Services Department and the Police to ensure an active and aggressive policy of utilizing this tool in the Fourth Ward and Look West neighborhoods. Further, as properties become subject to the Ordinance, the Police Department and the Neighborhood Services Department should regularly provide the Neighborhood Leadership Team with a list of properties and property owners that have seen action under the ordinance due to four or more violations. This will allow the neighborhood to maintain an ongoing list of problem properties and landlords.

- **Property Code Enforcement Staffing Increase**

Increasing the city staff assigned to Property Code Enforcement would allow a greater focus on proactive code enforcement efforts. At the current staffing level, the City lacks the resources necessary to shift from its current focus on simply reacting to complaints to a more assertive effort to pursue code issues as they develop. The City's Code Enforcement staff should also help educate neighborhood residents with basic information about code violations to help residents identify issues and inform the City of them as they arise.

- **Enhanced Promotion of Existing City Housing Programs**

As discussed in the Plan, the City has a number of existing housing-related programs and services and one first priority of the Plan should be to ensure that residents of Fourth Ward and Look West are aware of these programs including the housing buyer workshops, and the housing loan programs. Working to increase community awareness of these programs in Fourth Ward and Look West would help advance the neighborhoods goals of improving housing maintenance and increasing the rate of home ownership. By using existing programs, but aggressively publicizing and promoting them in these targeted neighborhoods, this strategy has the potential to produce quick returns.

- **Gateway Signage at Key Locations**

One idea repeated at the Vision Session and in discussions with City staff and the neighborhood Leadership Team is that Look West and Fourth Ward lack clear identification. In order to help foster a sense of neighborhood unity and delineation, one early priority from the Plan should be to erect gateway signage at the key entry points into the neighborhoods. In addition to gateway signage, special street signs could be created for the neighborhoods.

- **Increased Bicycle/Foot Patrolling**

Crime is clearly an issue of concern in the Fourth Ward and Look West neighborhoods. Overall, neighborhood residents and leaders indicated that they have a positive relationship with the Police Department, but there was some disappointment about the discontinuation of the Wilson School Community Officer program.



In order to address crime issues in Look West and Fourth Ward and possibly bring back the feeling of community connection that some in the neighborhood feel was lost with the discontinuation of the Wilson School Program, the City should increase the bicycle and foot police presence in the neighborhoods, particularly the Fourth Ward. The Police Department has the needed equipment and properly trained officers so hopefully this could be initiated relatively quickly.

As stated, based on the input from residents and discussions with City Staff and the Neighborhood Leadership Team, these strategies should be the first priorities for plan implementation. However, if conditions change or new opportunities emerge, other strategies may become more important or more viable and the City and Neighborhood Leadership Team should remain flexible and not hesitate to shift priorities and focus on whatever strategies are most important.

Potential Neighborhood-Led Initiatives

Many of the strategies identified in the plan are broad initiatives that will require leadership and investment from the City. However, other strategies identified in the Plan are smaller-scale, more grassroots strategies that can be led by the Neighborhood Leadership Team and other organizations operating in partnership with the City, but with a high level of independence and self-initiative. These are strategies that do not require a significant public cost but can be moved forward through “sweat equity” among neighborhood leaders combined with strategic organization and outreach to residents. These potential strategies include:

- **Neighborhood Maintenance Volunteer Team**

The idea of creating a community-based team of volunteers to do minor maintenance and repair work for neighborhood residents is one that could be implemented by the Neighborhood Leadership Team and other neighborhood groups on their own. The demographic analysis of the neighborhoods reveals a high percentage of senior households, particularly in Look West. Many of the seniors who live in the neighborhood may own their home but have limited ability to do upkeep and maintenance. A volunteer team could assist with simple repairs such as painting and basic maintenance such as lawn care and snow shoveling. This would address multiple issues discussed in the Plan including the need for better home and property maintenance, and the need for senior and youth programs.

- **Speeding Awareness Signage**

The issue of speeding was raised as one of the critical issues in the neighborhoods. In the long run, the City should work with the neighborhood to implement traffic control measures on particular corridors and at intersections that are especially troublesome. In the short term, one strategy the neighborhood could implement on its own would be the use of awareness signage. In neighborhoods around the county, residents work to control speeding through the use of simple yard signs with a clear message that says, “Thanks for



Slowing Down” or something similar. Though these signs carry no legal force, they can be very effective at reminding motorists to slow down and creating social pressure not to speed.

- **Porchlight Park Neighbors Program**

One of the identified critical issues related to safety and crime was inadequate lighting. Again, the neighborhood should work with the City to identify key locations in parks or along streets that need additional lighting. In the short term however, the Neighborhood Leadership Team can work with residents to implement a porch light program. This strategy would involve identifying key areas of the neighborhood where the lack of adequate lighting is a concern, and then talking with homeowners who live in those areas and asking them to leave their porch lights on in the evening. This program could be particularly effective for homes adjacent to Fourth Ward and Washington Park where light from homes could spill into the parks to provide better visibility and safety.

- **“We Call Police” Program**

One key to controlling crime in a neighborhood is to have vigilant, aware neighborhoods who do not hesitate to call the police when they see potential criminal behavior. It is also important to make clear to the community that this is a place where crime will not be tolerated. One strategy the Neighborhood Leadership Team could take the lead on initiating would be a “We Call Police” program. With this program, the Leadership Team would conduct an outreach campaign to encourage residents to call in crime issues. This could involve posting the non-emergency police number in parks, distributing information on the types of issues that should be called in, and clarifying Janesville’s policies regarding anonymity. The Leadership Team could also distribute “We Call Police” window signs to neighborhood residents to drive home the idea that these neighborhoods are places where residents will not tolerate crime and will not hesitate to call in criminal behavior.

In addition to the strategies listed, there may be additional strategies mentioned in the plan and listed on the accompanying “Critical Issues and Strategies” chart that the Neighborhood Leadership Team could take an active role in implementing.

Redevelopment Concept Implementation

Similar to the process for implementing the strategy recommendations of the plan, the approach to implementing the development ideas laid out in the two redevelopment concept plans will need to be a collaborative effort that includes the City and the Neighborhood Leadership Team. Again, the two redevelopment concepts shown above are intended to be illustrative visions of the type of development that may be appropriate for these two selected sites, but the techniques used to drive development and implement redevelopment concepts can be repeated on any other sites in the neighborhoods that emerge as redevelopment priorities.

Property Acquisition and Assembly

Both the Look West and Fourth Ward sites currently include a large number of privately owned parcels. In order to pursue redevelopment on these



properties, the city should consider acquiring key properties within these areas. By reaching out to property owners and working toward mutually-beneficial agreements on land, the City could gain control over the properties allowing for an enhanced ability to lead projects and attract quality development.

Developer Outreach

To actively pursue development, the city should work with the Neighborhood Leadership Team on an ongoing strategy of developer outreach. There are several specific strategies that can be used to bring developers to the table:

- **Issue Requests for Qualifications**
Creating RFQs for the two targeted redevelopment sites in Look West and Fourth Ward, or any other key sites that emerge as priorities, could be an effective tool to reach a large number of potential partners in the development community. Further, by creating RFQ's the City would have the ability to clearly articulate the goals, vision, and standards for redevelopment to any potential developers in advance of any project being proposed.
- **Create Site Marketing Materials**
In addition to the issuance of a formal RFQ, the City and the neighborhood leadership team can work to entice interest from the development community by creating marketing materials highlighting the potential of the sites.
- **Make Informal Contacts**
Oftentimes informal contacts are the best approach to attracting development to a particularly site. The City and the Neighborhood Leadership Team should approach and set up meetings with developers of projects in the region that are similar in character and use to what the Plan suggests for the two sites in the neighborhoods.

Funding Initiatives and Resources

Financing is always one of the key challenges facing redevelopment projects. However, there are options available to communities to help secure funding to make development feasible when the market alone will not support it.

- **Local Funding Options**
To the extent that it is feasible within budget constraints, the City should channel funding support into these areas, recognizing that they were identified as the key opportunities to create catalytic projects that will benefit the neighborhoods. In addition to whatever general funds may be available, the City should consider using its Community Development Block Grant Funding in a targeted manner, focused on these two sites.
- **Tax Increment Financing District Creation**
The key financial tool to promote redevelopment on these sites will be the use of Tax Increment Financing. Creating TIF districts for the sites will allow the City to use future tax increment from the increased value of these properties to provide financial support for redevelopment and public infrastructure costs.



- **State and Federal Grant Funding**

State and federal grant opportunities can often help fund projects. The City and the Neighborhood Leadership Team should maintain awareness of any new and ongoing funding opportunities with applicability for neighborhood redevelopment. Generally, having a well-planned project with local support and community buy-in will help increase the chances of garnering funds from grant programs.

Neighborhood Indicators Monitoring

The initial phase of the process for creating the Look West and Fourth Ward Neighborhood Revitalization Plan involved collecting and analyzing a wide variety of detailed data in order to gain an understanding of the issues and trends facing the neighborhood and quantify those trends. The result of this data analysis is provided in Appendix I of the Plan.

The data analysis provides a static picture of current conditions and past trends in the neighborhoods using a variety of sources. However, as time goes by and conditions change, the findings from the data analysis will grow out-of-date and inaccurate.

Neighborhood indicators systems are widely used as a tool for on-going monitoring of neighborhood conditions using data that is continually updated to track changes. The purpose of the neighborhood indicators technique for the Look West and Fourth Ward will be to monitor the effectiveness of strategies the City and the neighborhoods initiate and to be aware of any changes related to the key issues that were identified during the initial data analysis phase.

Based on input from City staff and the Neighborhood Leadership Team, the neighborhood indicators suggested to be used for Look West and the Fourth Ward are a small set of key quantitative benchmarks. The following matrix shows the indicators that should be tracked to gauge the direction of the neighborhoods on key issues. This data should be collected on an annual basis and compared to the previous year. The results of the comparison should be presented and discussed with the Neighborhood Leadership Team and the City. In addition to collecting this annual data, the City should also collect and analyze 2010 Census Data as it becomes available and compare it to the data analysis results presented in Appendix I.



Look West and Fourth Ward Neighborhood Indicators

Indicator	Description	Data Source
<p>Percent of Housing Units Occupied by Owner</p>	<p>One of the key issues identified by the public and the Leadership Team is the need to promote home ownership in the neighborhoods. The percentage of homes that are owner-occupied is the clearest way to monitor this issue. The Assessor maintains records of whether the taxing address for a property is the same as the property itself and this provides an approximation of whether a home is owner or renter occupied.</p>	<p>City Assessor</p>
<p>Median Home Value</p>	<p>Changes in the median value of homes is another important indicator of the neighborhood's housing trends. The City's assessment records are a regularly-updated source of data on home values and the data for the neighborhoods should be monitored from one year to the next and compared to the City's trends.</p>	<p>City Assessor</p>
<p>Median Home Value as Percentage of City Median</p>	<p>Housing market trends may drive home values up and down for reasons unrelated to the conditions of the neighborhoods. Comparing median home values to the City's median and looking at whether values are raising or falling relative to the City provides another useful indicator.</p>	<p>City Assessor</p>
<p>Total Number of Arrests</p>	<p>The Police Department maintains a number of good records on calls, incidents, arrests, and crime severity. All of this data can be collected at the neighborhood level, mapped, and monitored. Monitoring the total number of arrests is one way to track crime trends and see whether crime rates are increasing or decreasing. It is important to note however that increasing numbers of arrests is not necessarily bad if it is a reflection of increased vigilance and reporting on the part of neighborhood residents.</p>	<p>Police Department</p>
<p>Percent of City's Arrest Total</p>	<p>Similar to housing trends, crime trends may be affected by larger issues extending beyond the neighborhoods. Monitoring numbers of arrests in the neighborhood relative to total arrests in the City provides further insight into crime trends in the neighborhoods.</p>	<p>Police Department</p>



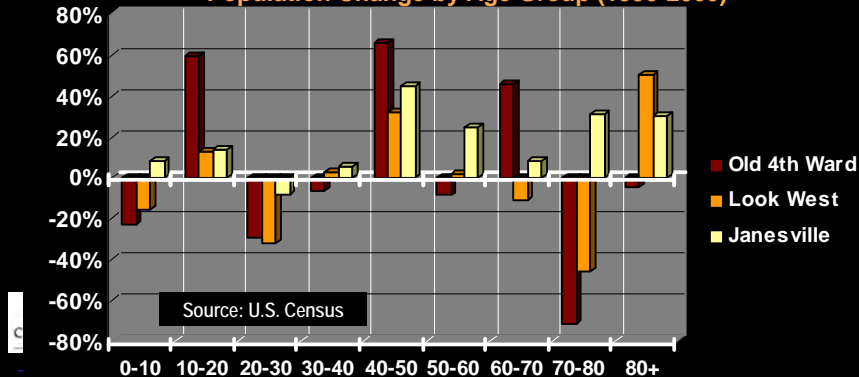
Appendix I: Data Collection and Analysis Findings

The process of creating the Neighborhood Revitalization Plan began with a thorough process of data collection and analysis. The purpose of this was to identify the key demographic, economic, and quality of life differences between Look West, the Fourth Ward, and the rest of the City to quantify and clarify how these neighborhoods differ from the City, what the key trends and issues are, and to both challenge and verify the perceptions of the neighborhoods. Further, this data collection and analysis process identified the key benchmarks that will be monitored through the neighborhood indicators program. The data analyzed includes information from national sources (ESRI and U.S. Census demographics), as well as locally provided data on indicators such as assessed property values, crime, and housing condition. The data was presented to the Neighborhood Leadership Team and a summarized version was presented at the Neighborhood Vision Session.

Census and ESRI Data

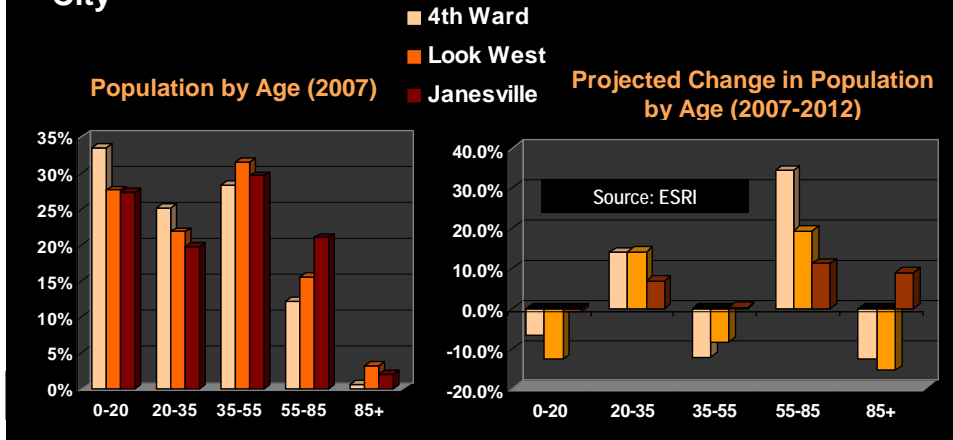
- From '90 to '00, the neighborhoods and the City added 40-50 yr olds and lost 20-30 year olds
- 4th Ward gained 10-20 yr olds and 60-70 yr olds while Look West gained 80+ yr olds
- Both Neighborhoods lost 70-80 yr olds

Population Change by Age Group (1990-2000)



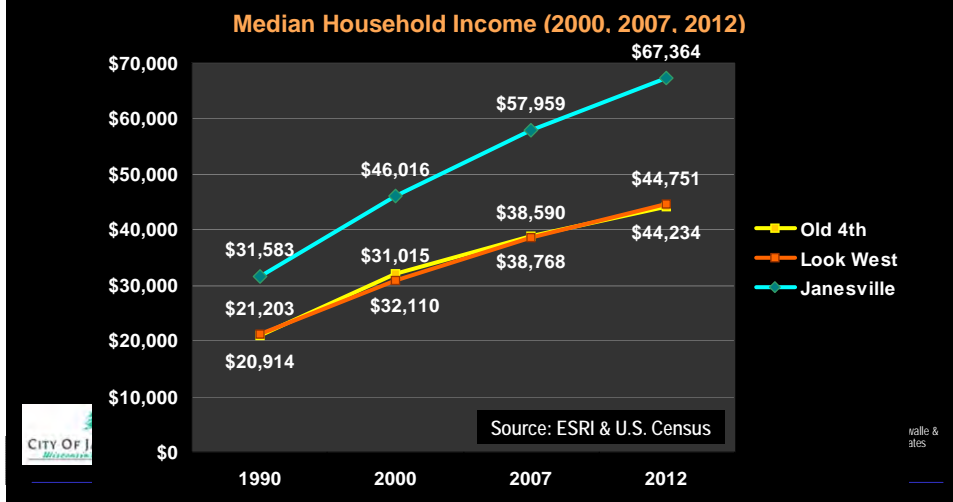
Census and ESRI Data

- Overall, The 4th Ward's population is young, Look West is Old
- From 2007-2012, the 55-85 population will grow and the 35-55 population will decline in both neighborhoods and the City



Census and ESRI Data

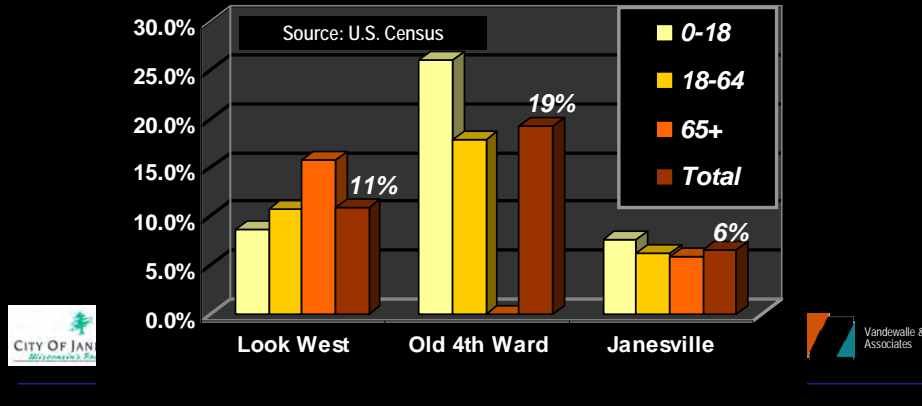
- Incomes in the neighborhoods are below the City average and growing less rapidly... but they are growing and they're not that low



Census and ESRI Data

- 4th Ward has more poverty than Look West
- Both Neighborhoods have more poverty than the City
- 4th Ward has poor kids while Look West has poor seniors

Rates of Poverty by Age (2000)



Census and ESRI Data

- The highest overall poverty rate and the highest childhood rate is in the south 4th Ward
- The highest rate for seniors is in southeast Look West

Rates of Poverty by Age (2000)

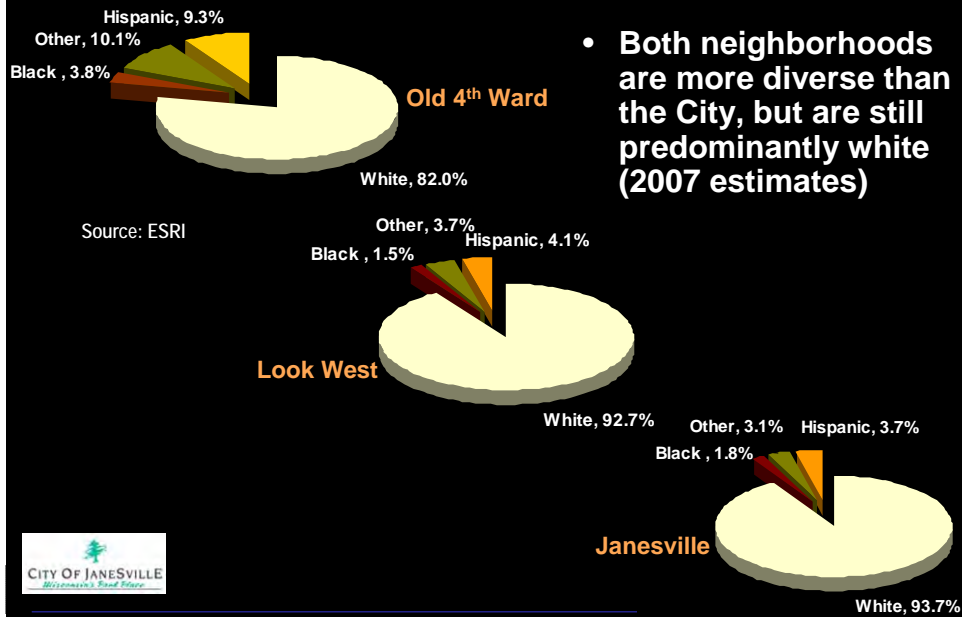
	0-18	18-64	65+	Total
Look West	8.6%	10.7%	15.8%	11%
Old 4th Ward	26.1%	17.8%	0.0%	19%
Northeast Old 4th Ward	21.3%	18.8%	0.0%	19%
Northwest Old 4th Ward	22.6%	14.6%	0.0%	17%
South Old 4th Ward	38.5%	20.5%	3.0%	23%
Southeast Look West	14.0%	17.8%	23.1%	18%
Southwest Look West	0.0%	5.1%	10.9%	4%
North Look West	13.8%	6.2%	14.5%	10%
Janesville	7.6%	6.2%	5.8%	6%
Rock County	9.5%	6.7%	5.9%	7%

Source: U.S. Census

Logos: CITY OF JANESVILLE, Vandewalle & Associates

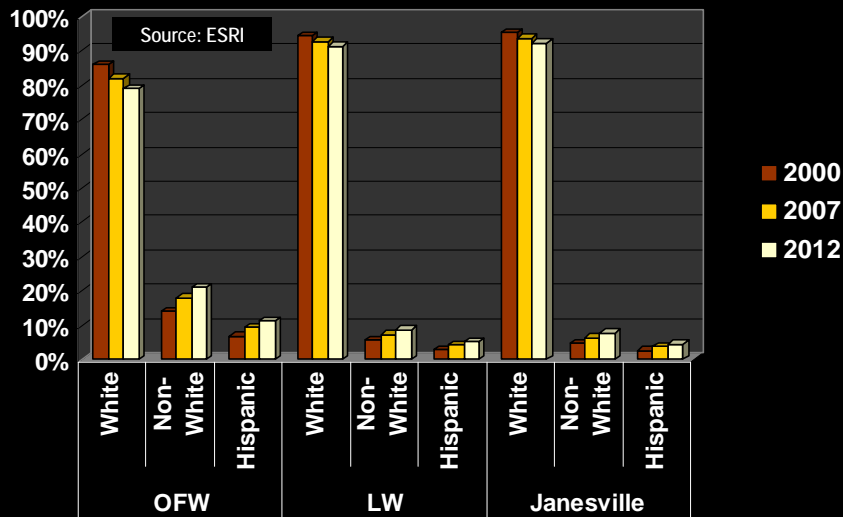


Census and ESRI Data



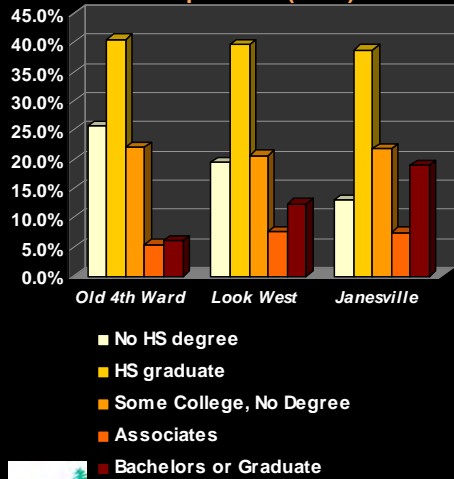
Census and ESRI Data

- The City and the neighborhoods are projected to become more diverse but remain mostly white



Census and ESRI Data

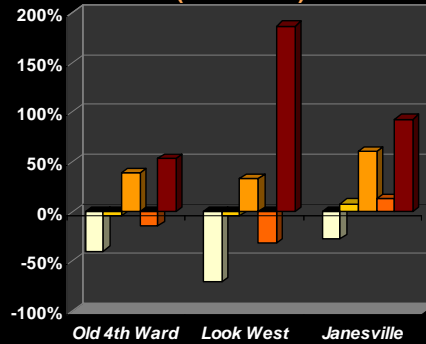
Education Attainment of 25+ Population (2000)



Source: U.S. Census

- 4th Ward's educational attainment is less than Look West and both are below Janesville
- Both neighborhoods improved in attainment from 1990 to 2000

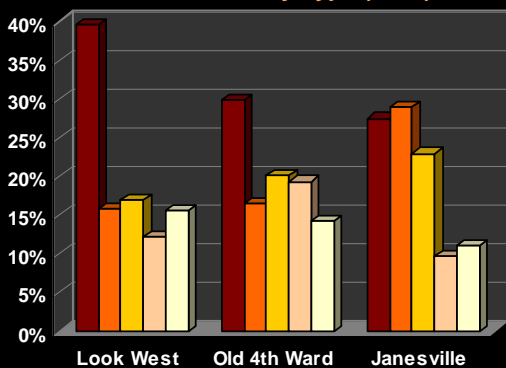
Change in Educational Attainment (1990-2000)



Census and ESRI Data

- Look West's average household is smaller than Janesville's and 4th Ward's is larger
- Look West has an unusually high number of 1-person households
- 4th Ward has a high rate of single parenthood

Households by Type (2000)



Average Household Size (2007)

Old 4th	2.67
Look West	2.25
Janesville	2.39
Rock Co.	2.49

- 1-Person households
- Married couple, no kids
- Married couple with kids
- Single parent
- Other

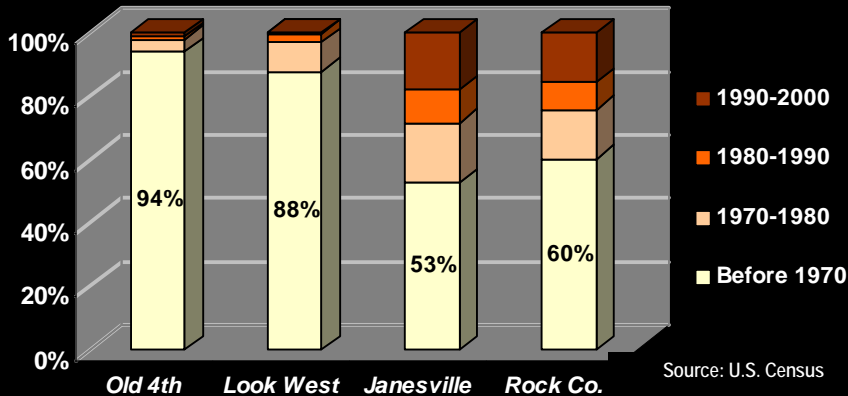
Source: U.S. Census & ESRI



Census and ESRI Data

- Almost all of the housing stock in the neighborhoods was built before 1970.
- 4th Ward's homes are older than Look West's

Age of Housing Units (2000)



Census and ESRI Data

- Look West and 4th Ward residents are more likely to have moved into their homes recently

Time spent in Current Home (2000)

	Lived in the same house in 1995	Lived in a different house in 1995:
Entire Look West	43%	57%
Entire Old 4th Ward	39%	61%
Northeast Old 4th Ward	34%	66%
Northwest Old 4th Ward	40%	60%
South Old 4th Ward	43%	57%
Southeast Look West	34%	66%
Southwest Look West	52%	48%
North Look West	44%	56%
Janesville	52%	48%
Rock County	55%	45%
Wisconsin	56%	44%

Source: U.S. Census



Census and ESRI Data

- Both neighborhoods exceed the City in percent of residents lacking English ability, but the number is still very low
- The northwest section of the 4th Ward has the highest rate of limited English ability

English Ability (2000)

	Speak English "not well" or "not at all"
Look West	1.26%
Old 4th Ward	1.74%
Janesville city, Wisconsin	1.02%
Northeast Old 4th Ward	0.59%
Northwest Old 4th Ward	2.14%
South Old 4th Ward	1.15%
Southeast Look West	1.98%
Southwest Look West	1.71%
North Look West	0.00%



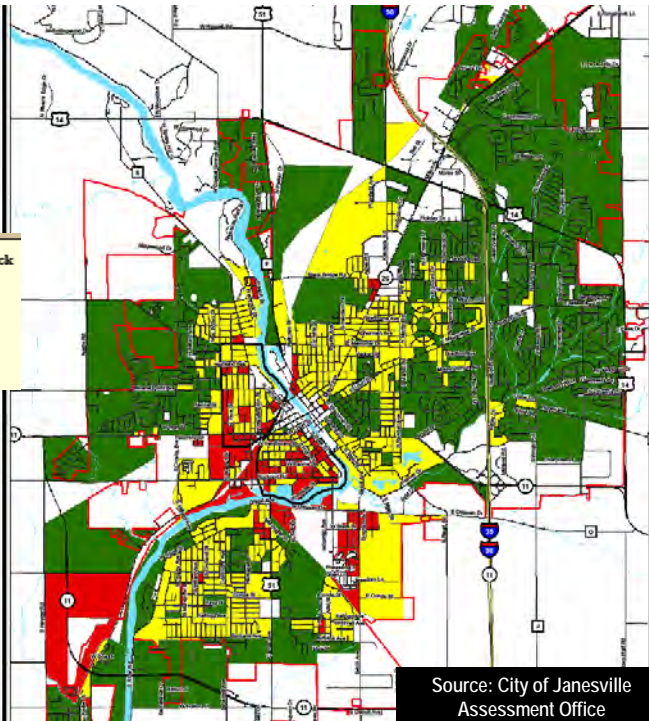
Source: U.S. Census

Local Data

Assessed Value (2007)

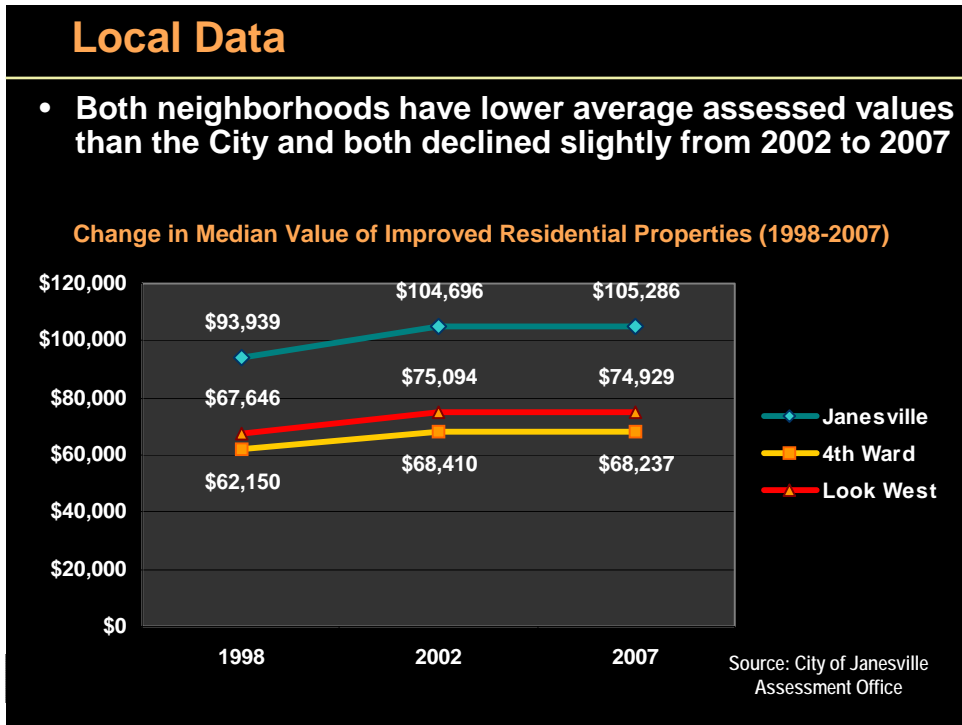
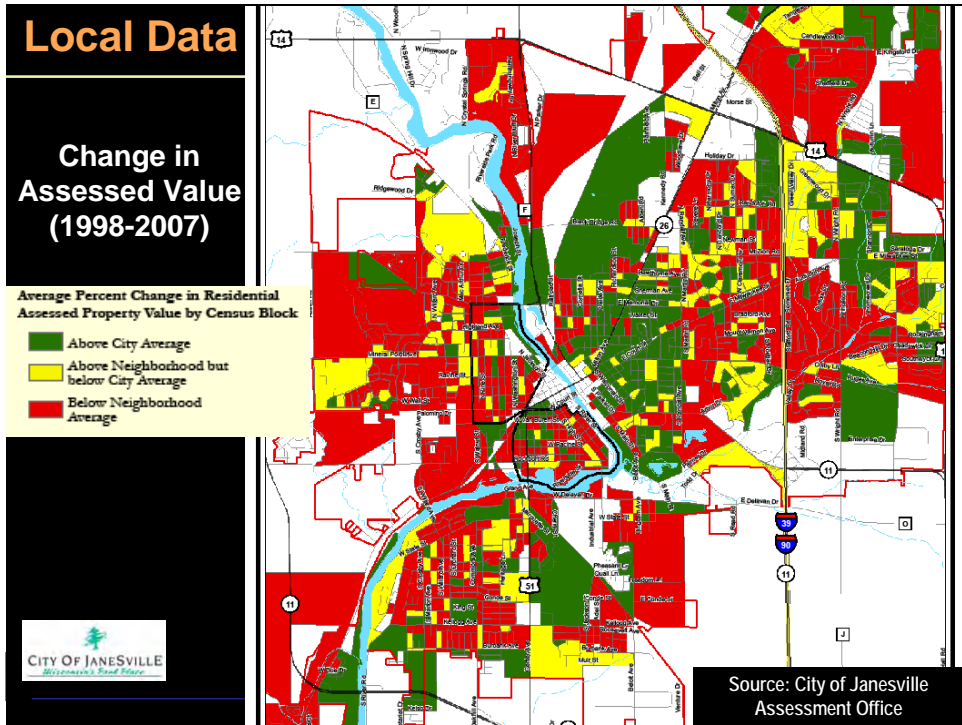
Average Assessed Value by Census Block

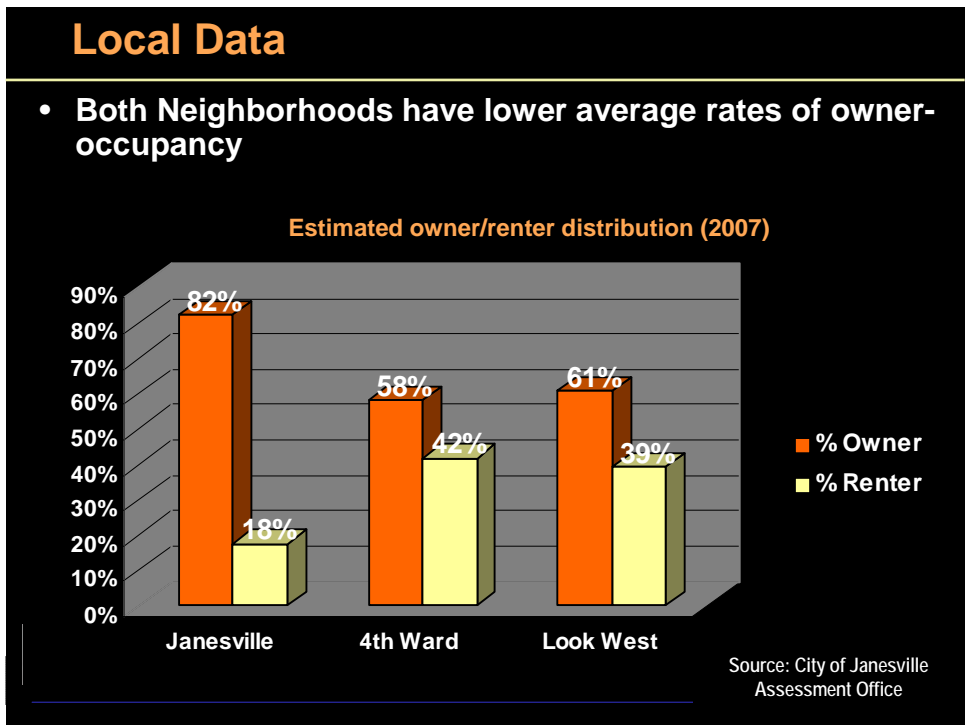
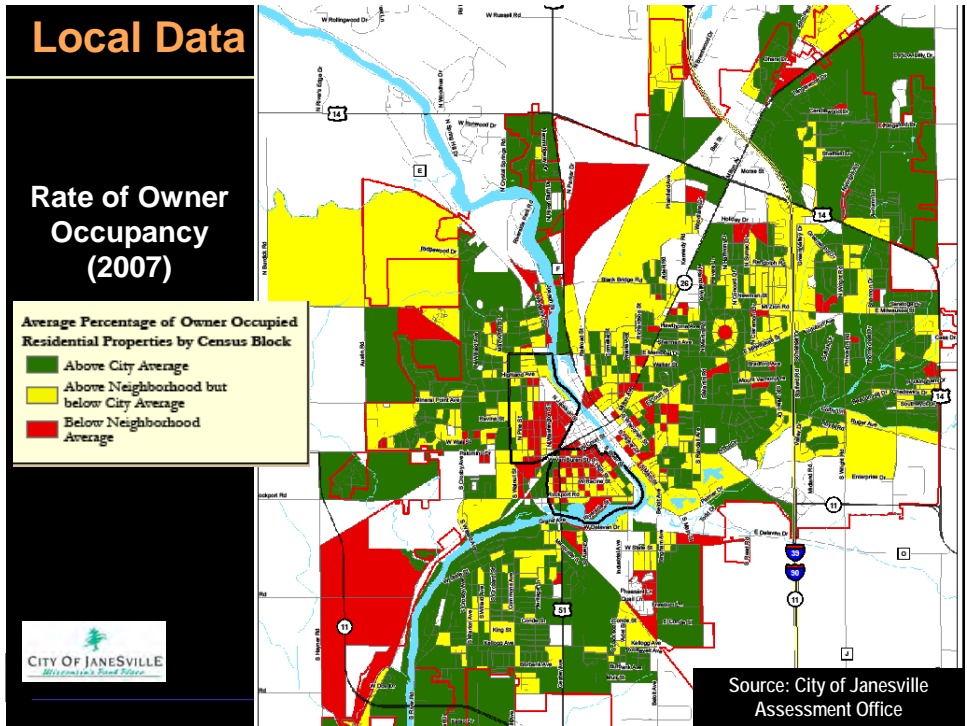
- Above City Average
- Above Neighborhood but below City Average
- Below Neighborhood Average



Source: City of Janesville Assessment Office








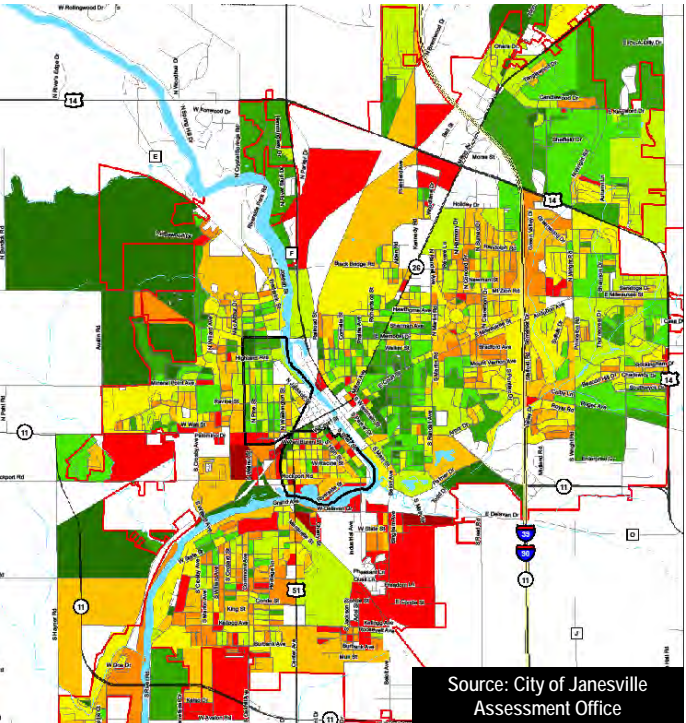
Local Data

**Housing Condition (2007)
Average = 2**

Residential Property Condition*

0.33 - 1.46	Poor
1.47 - 2.06	
2.07 - 2.22	
2.23 - 2.35	
2.36 - 2.47	
2.48 - 2.58	
2.59 - 2.71	
2.72 - 2.87	
2.88 - 3.00	Good




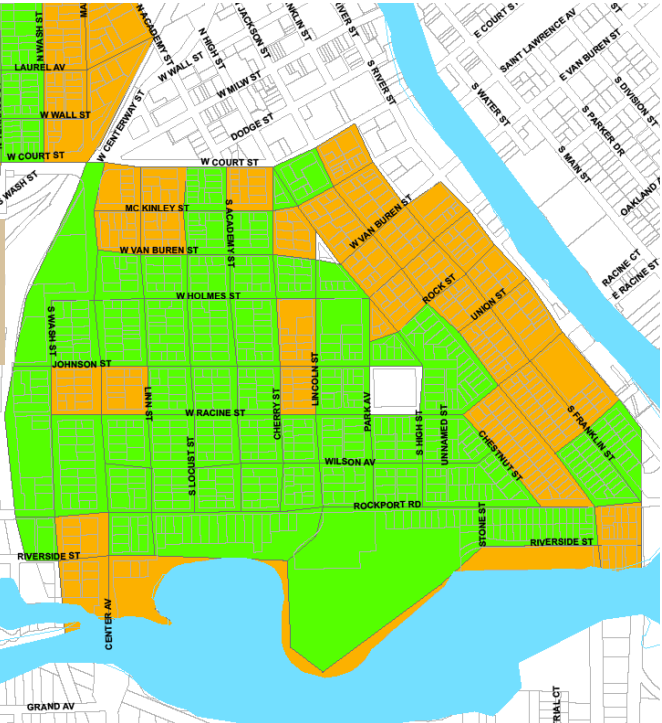


Local Data

Physical Condition of Structure

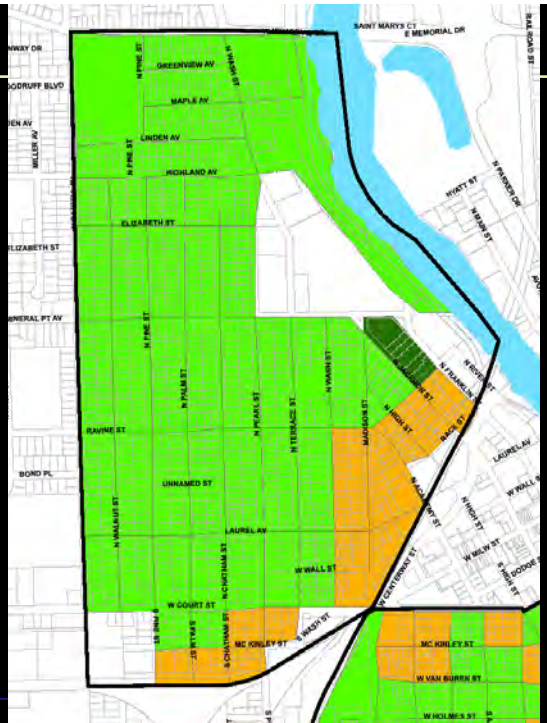
Red	Poor
Orange	Fair
Green	Average
Dark Green	Good





Local Data

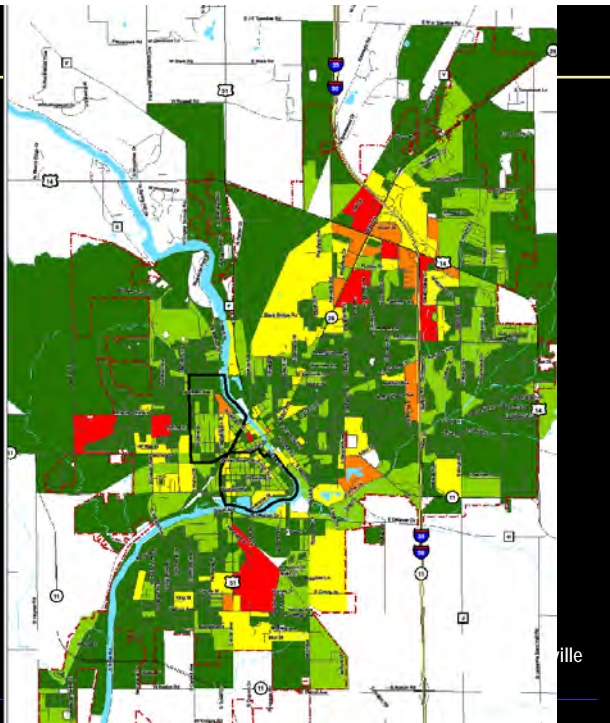
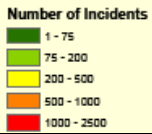
Physical Condition of Structure



Local Data

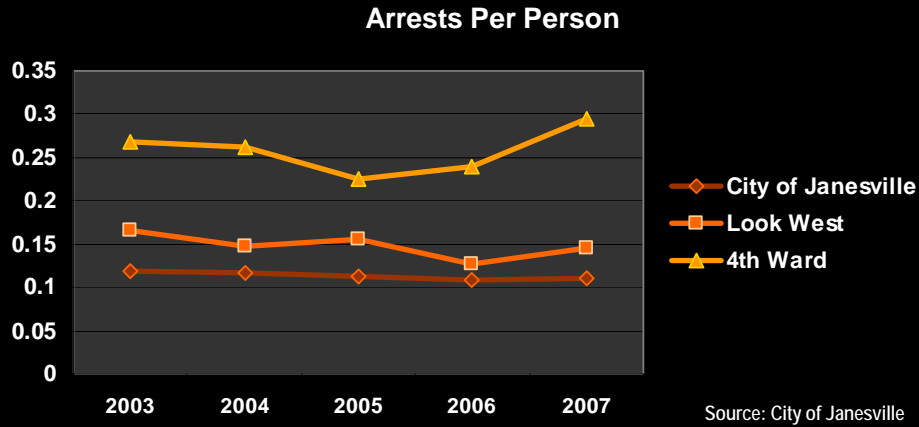
Crime: Total "Incidents" by Census Block (2003-2007)

Incidents by Census Block



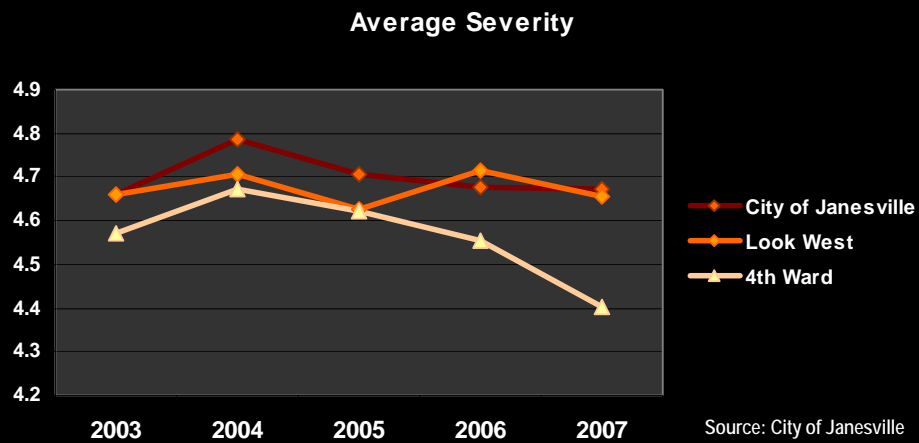
Local Data

- The 4th Ward has more arrests per capita than Look West or the City of Janesville as a whole



Local Data

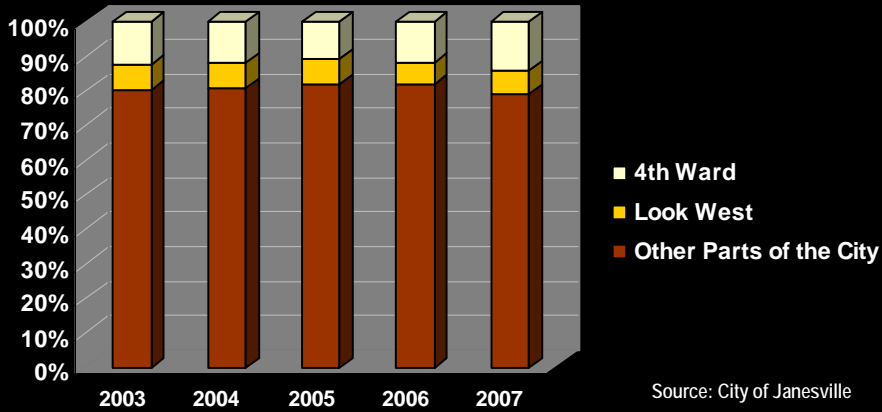
- The average severity of crimes committed in the 4th Ward has dropped and is below Look West and the City average



Local Data

- In 2007, 14% of arrests in the City were in 4th Ward, 7% were in Look West, and 79% were in other parts of the City

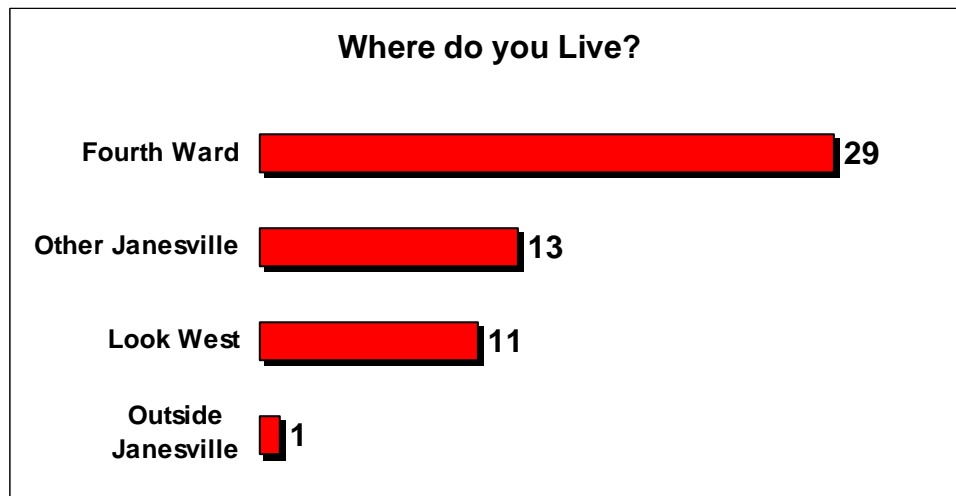
Percentage of Total Janesville Arrests by Area



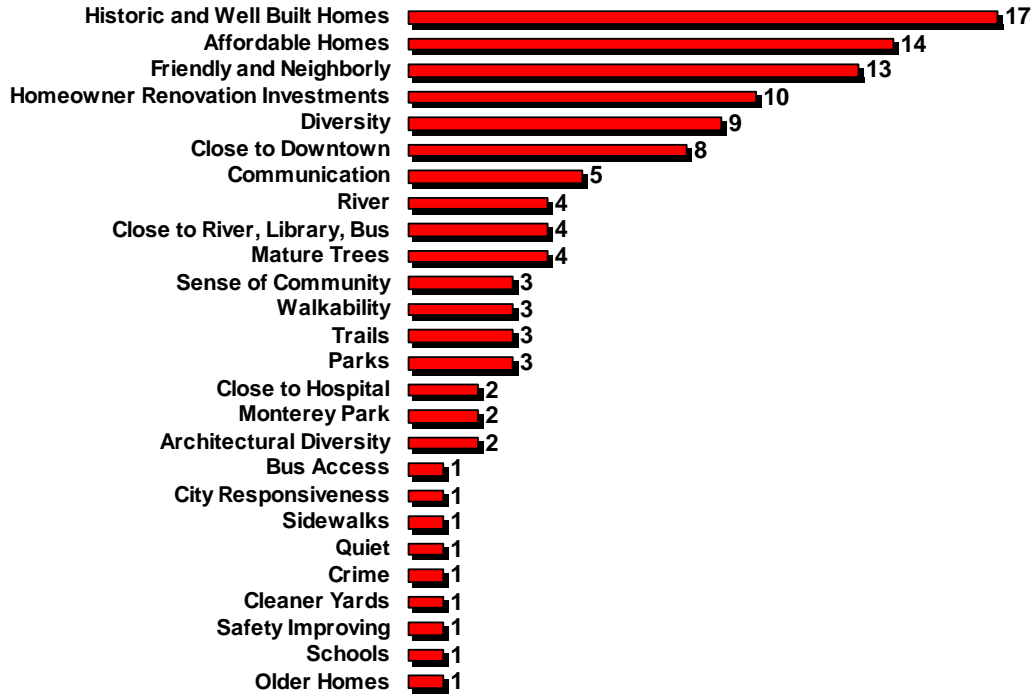
Appendix II: Summary of Vision Session Input

The City and the Neighborhood Leadership Team hosted a Neighborhood Vision Session to gather input from neighborhood residents and community members on the direction of the Revitalization Plan. About 75 people were in attendance and most participated in all parts of the session. The session consisted of an individual worksheet where each attendee was asked to respond fill out a brief questionnaire, a Vision Statement discussion where the tables were asked to come up with key ideas, assets, goals, etc. to include in the neighborhood vision, and a critical issues discussion where small groups of 5-8 were asked to identify key priorities or critical issues that the City and neighborhood should focus on. At the end, all of the critical issues that were identified were posted on the walls of the room, and every attendant was given the opportunity to “vote” on the issues they thought are the most important.

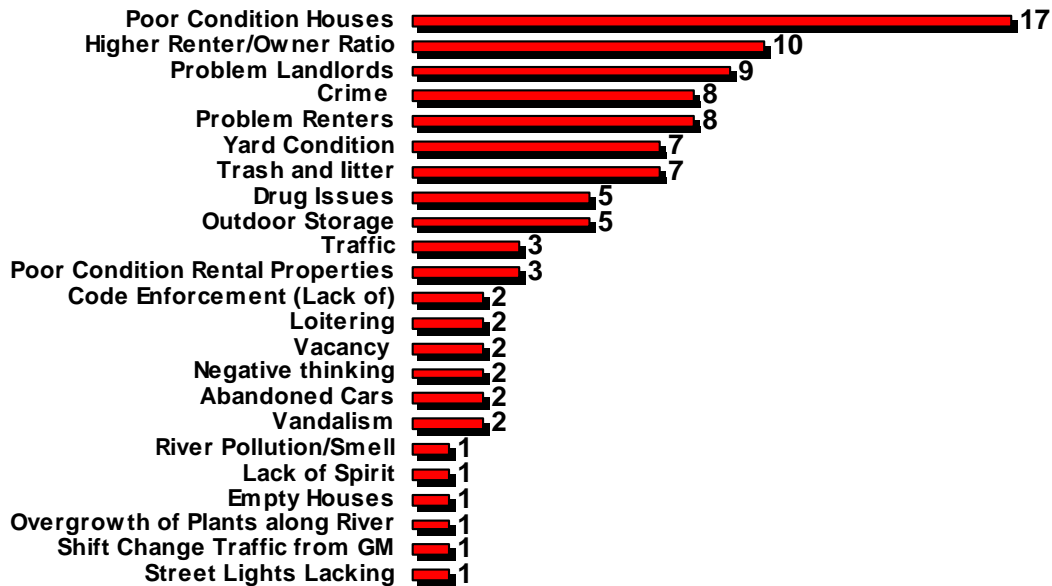
Individual Worksheet Response



Best Things About the Neighborhoods



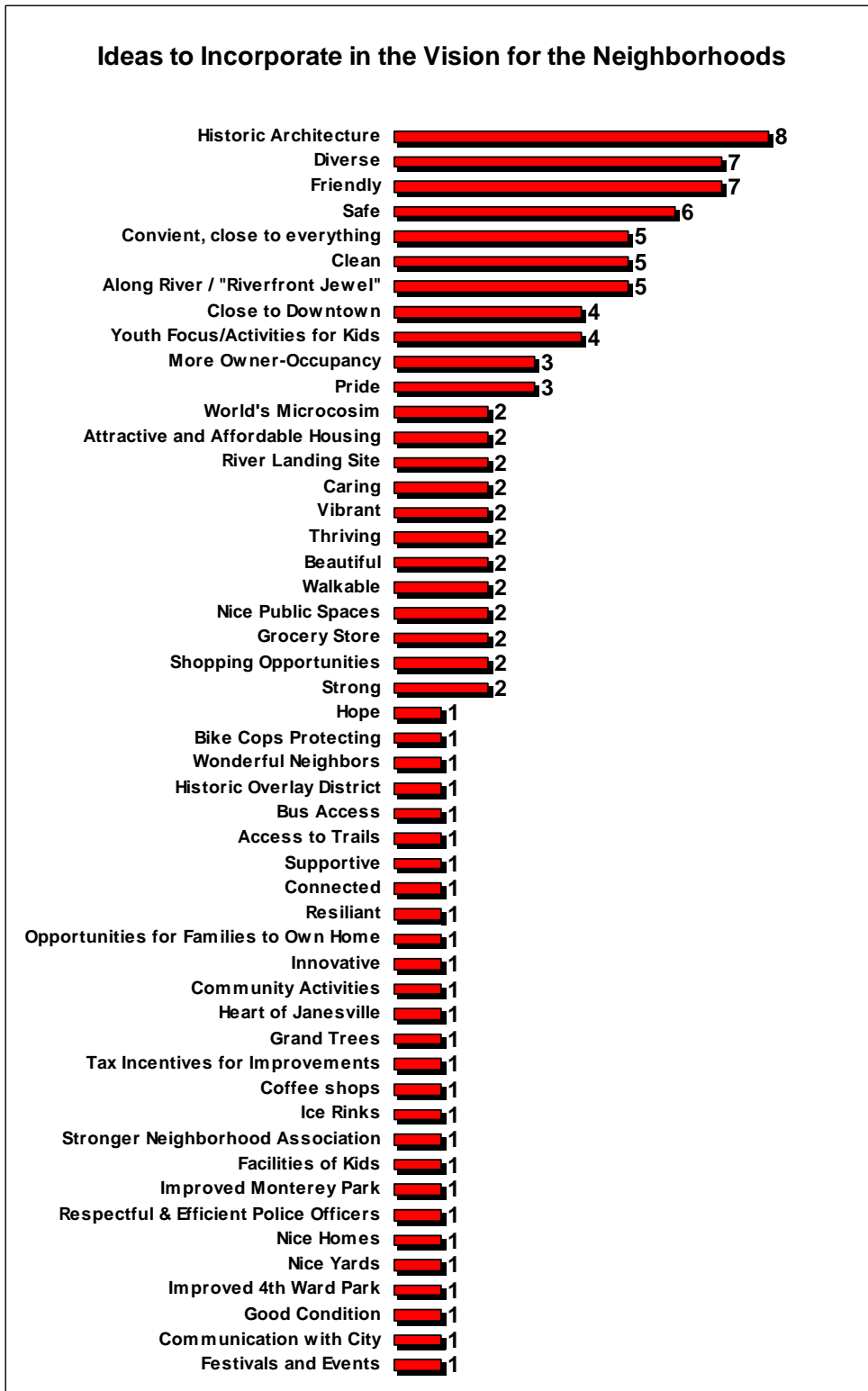
Worst Things About the Neighborhoods



How Does the Rest of Janesville View Neighborhoods



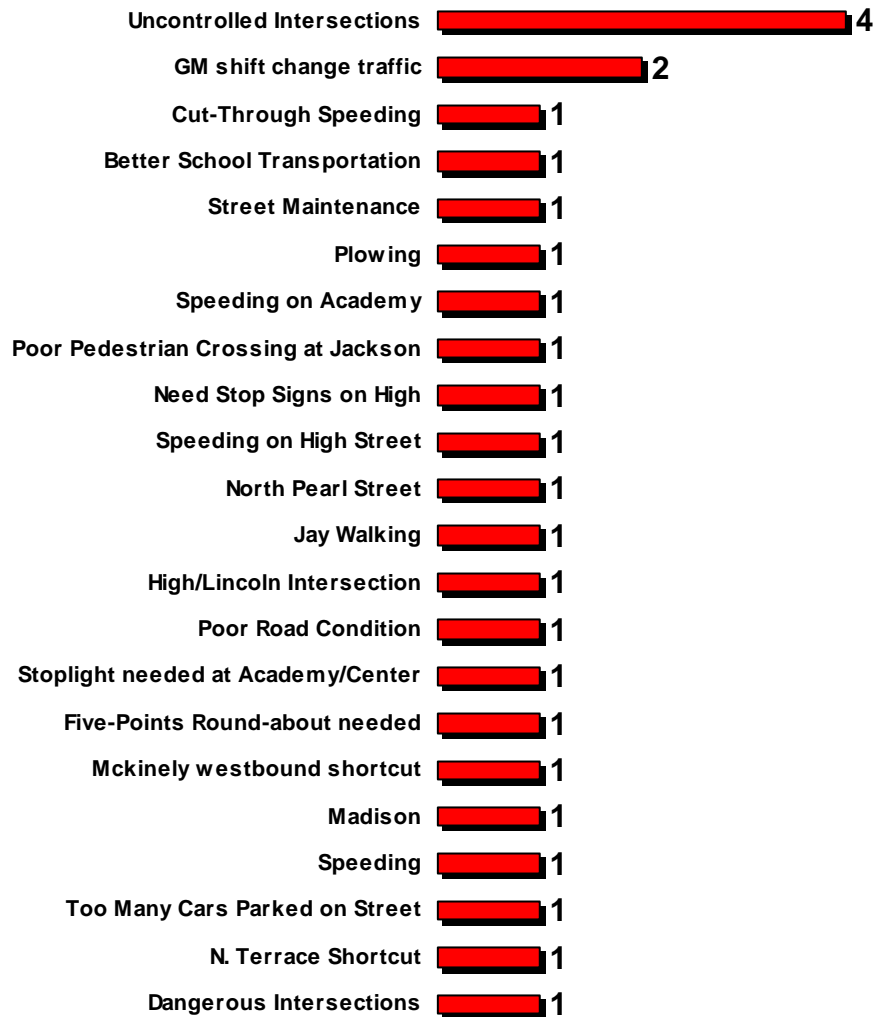
Suggested Vision Statement Components



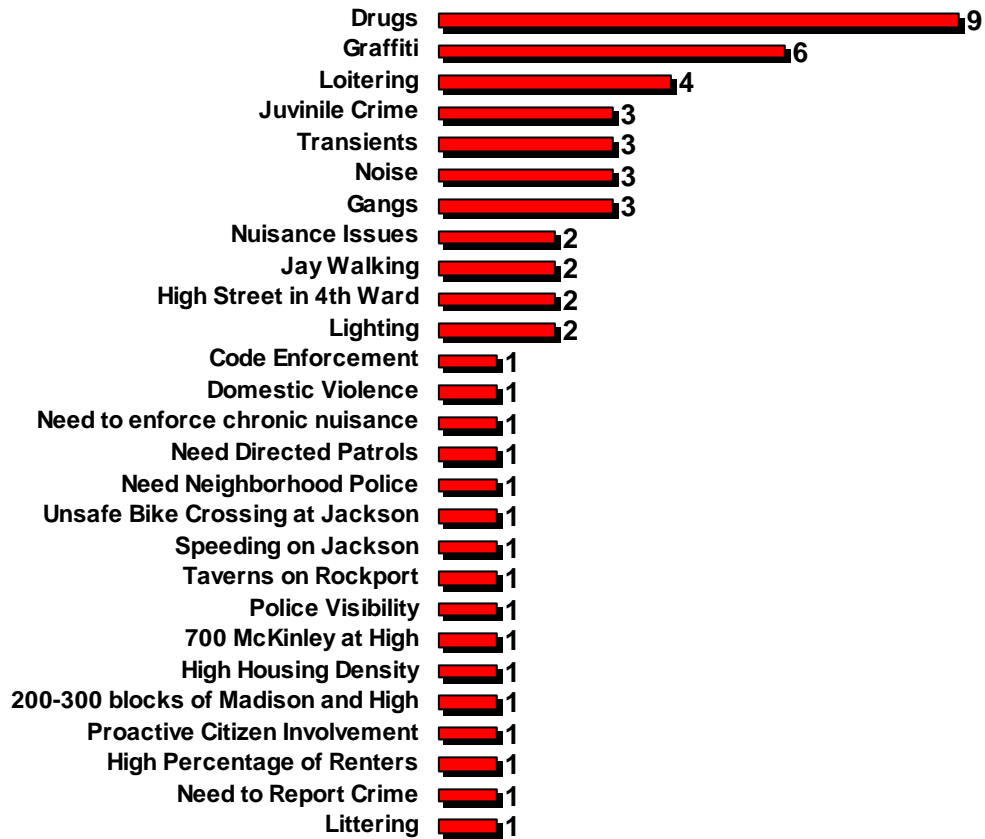
Critical Issues Voting Results



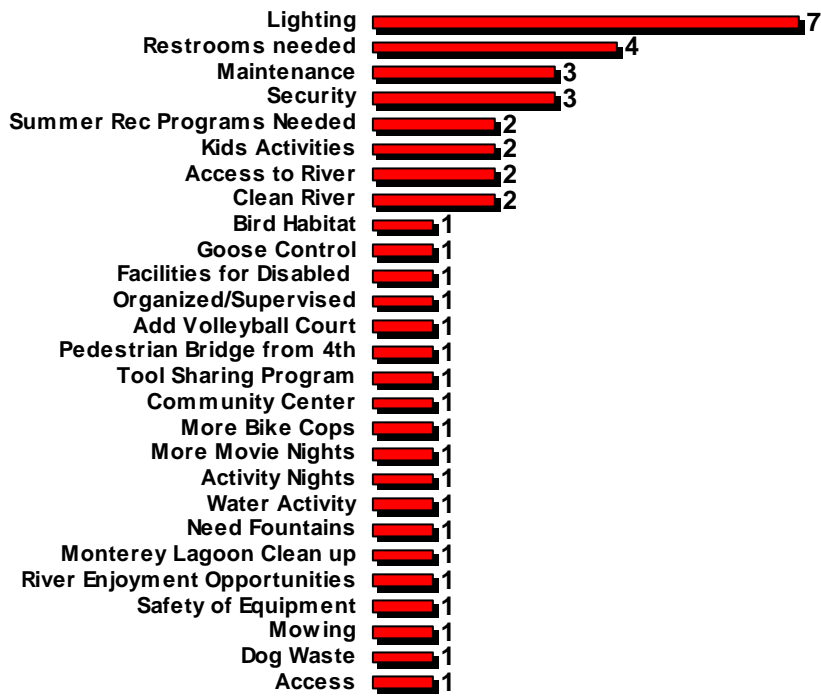
Transportation and Traffic Issues



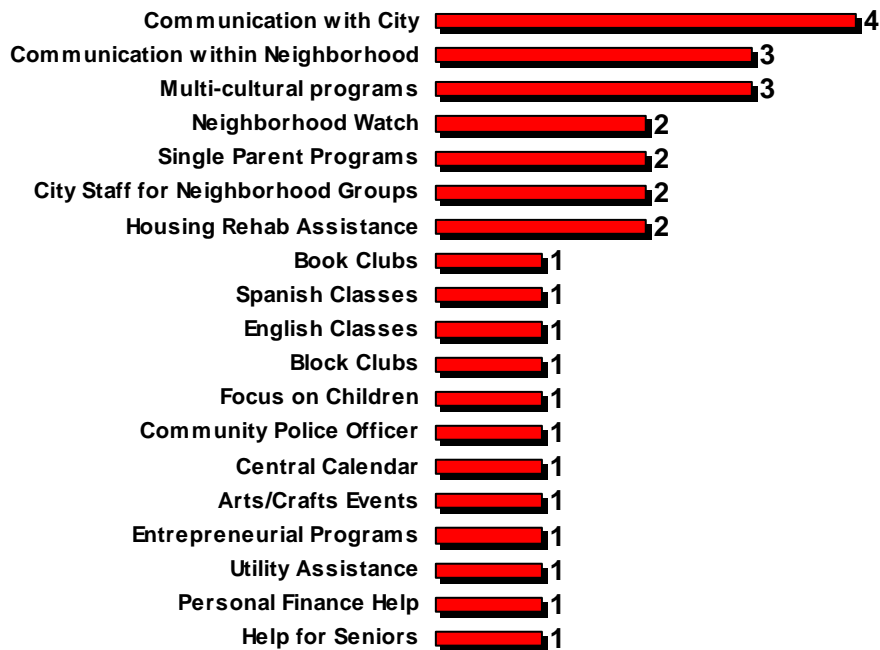
Crime and Safety Issues/Ideas



Parks: Issues and Ideas



Programs: Issues and Ideas



RESOLUTION No. 2008-559

A resolution adopting the *Look West and Old Fourth Ward Neighborhood Revitalization Plan*.

WHEREAS, the Common Council of the City of Janesville recognizes the importance of the Look West and the Old Fourth Ward Neighborhoods; and

WHEREAS, the Neighborhood Action Team, with the assistance of Vandewalle & Associates and City Staff, has prepared the *Look West and Old Fourth Ward Neighborhood Revitalization Plan* which provides strategies to revitalize and improve these two central city neighborhoods; and

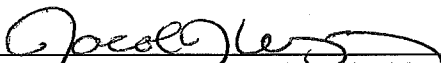
WHEREAS, the *Look West and Old Fourth Ward Neighborhood Revitalization Plan* will provide a guide to assist the City Council in making land use, property acquisition and redevelopment decisions within these neighborhoods and help create a vibrant, safe and livable neighborhood; and

WHEREAS, on December 1, 2008, the City Plan Commission held a public hearing, reviewed the *Look West and Old Fourth Ward Neighborhood Revitalization Plan* and by unanimous vote adopted the plan as a component of the City's Comprehensive Plan and forwarded the plan to the Common Council with a favorable recommendation; and

NOW THEREFORE BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF JANESVILLE, WISCONSIN, that said Council hereby adopts the *Look West and Old Fourth Ward Neighborhood Revitalization Plan* document dated October 20, 2008, as a detailed component of the City's Comprehensive Plan under section 62.23(2) and 66.1001, Wisconsin Statutes.

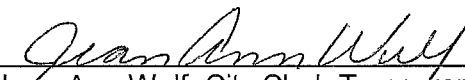
ADOPTED: December 8, 2008

APPROVED:



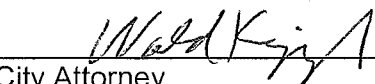
Jacob J. Winzenz, Acting City Manager

ATTEST:



Jean Ann Wulf, City Clerk-Treasurer

APPROVED AS TO FORM:



City Attorney

Proposed by: City Administration
Prepared by: Community Development Department

Motion by: Truman				
Second by: Brunner				
Councilmember	Aye	Nay	Pass	Absent
Brunner	X			
Loasching	X			
McDonald	X			
Rashkin	X			
Steeber	X			
Truman	X			
Voskuil	X			