

Chapter 1: Issues and Opportunities

1.1 Overview

This *Comprehensive Plan* is formulated with the general purpose of guiding development to best promote the Town of Janesville's general welfare and quality of life. To achieve this end, a planning context has been established that centers on the questions: "What are we planning for?" and "What will help us get there?" Each Chapter contained within this *Plan* will have a section on Issues and Opportunities to identify general conditions, problems or ideas to help provide answer to these questions. This Chapter, however, is intended to provide general background information that can be used throughout the planning process as a basis for making recommendations for appropriate future action. As defined in Wisconsin State Statutes 66.1001, the Issues and Opportunities Element of a community's comprehensive plan is designed to provide:

"Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit".

This Chapter will address age and population trends and forecasts. Background information such as education, income and employment characteristics will be found in the Chapter where that information is referred to because it is related to the subject matter (i.e.: income and employment are found in the Economic Development Chapter).

The Town of Janesville, similar to any community, has various planning issues that will present challenges as it develops through 2035. However, the Town also possesses unique planning opportunities that, if utilized in a thoughtful manner, can offer a path to continued community vibrancy and an exceptional quality of life.

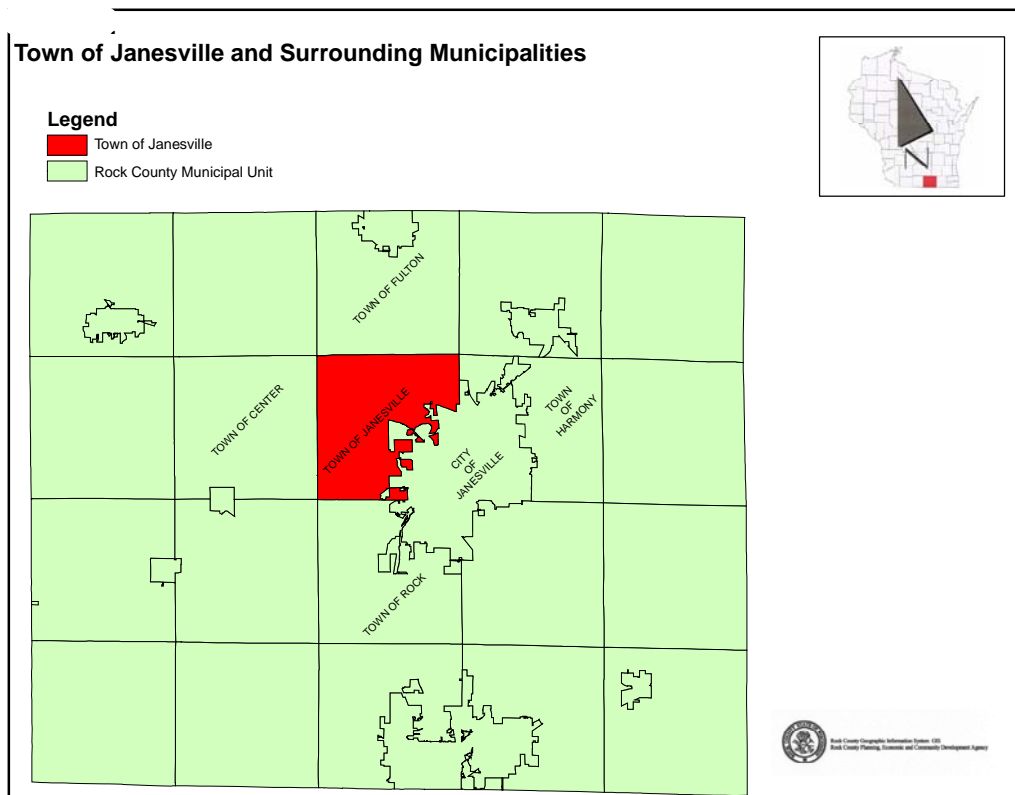
1.2 Existing Conditions and Past Trends

A community's geography and its historic, existing and future population and demographic trends and forecasts have vast implications for future planning and development. Analysis of these factors provides for a more accurate assessment of a community's future resource and service needs. The following sections provide background information and supply projections that will be used throughout the planning process to determine the needs of the Town.

Geographic Setting

The Town of Janesville is located in north central Rock County, Wisconsin (Map 1.1). The approximately 28 square-mile Town is one of two municipalities in the 36 square-mile Janesville Township, the other being a portion of the City of Janesville, which comprises the southeastern portion of the Township. The Town of Janesville is bound by the Town of Fulton to the North, the Town of Harmony to the East (North of the City of Janesville), the Town of Center to the West, and the Town of Rock to the South.

Map 1.1



While the Town of Janesville is still predominately rural in character, there exists in the Town a considerable level of urban influence, with clustered subdivisions and unincorporated residential concentrations, the most obvious influence being the continued annexation of land into the City of Janesville for the purpose of development. The neighboring City of Janesville is the County Seat and had over 60,000 residents in the Census year 2000. Also nearby is the rapidly growing City of Madison, which serves as the State Capital (35 miles northwest), Illinois' third largest city, Rockford (34 miles south), and Wisconsin's largest city, Milwaukee (approximately 70 miles east).

The Town is bisected from the northwest corner to the southeast corner by the meandering Rock River, which flows out of Lake Koshkonong in the neighboring Town of Milton to the northeast of the Town. Other defining natural characteristics that mark the landscape of the Town include: varying topography and drainage patterns, uneven hills and ridges, and poorly drained low-lying areas, most of which are remnants of the last advance of Wisconsin Glaciation roughly 10,000 years ago. Consideration of each of these geographic factors is vital to a responsible and thorough comprehensive planning process for the Town of Janesville.

Demographic Characteristics

At the core of any effective effort to track a community's development is the study of that community's population growth. Not only does this effort illustrate past growth, it can also shed light on what the future holds. A thorough understanding of population trends for a community makes for a more effective needs assessment regarding housing, education, utilities, and recreation, as well as its future land use and economic development. Figures 1.1 and 1.2 outline historical population trends that have taken place in the Town of Janesville and other municipalities within Rock County since the 1980 Census.

Unfortunately, there exists a fundamental glitch in the reported Town of Janesville Census data for the year 2000. Prior to the completion of the 1990 US Census, an institutional complex (including a jail, a nursing home, juvenile detention and other group housing) was built in the Town of Janesville. In December of 1995, that institutional complex was annexed into the City of Janesville, however the complex was still counted as being part of the Town in the 2000 Census.

This error was corrected and new corrected population data was provided in 2003 however, other data (such as age, education, median income, etc.) is permanently skewed. The Department of Administration estimated (not projected) 2005 population number in both Figures shown below, however, is accurate. In order to show more accurately how the population in the Town has grown, the figures have been adjusted (under "Effective Growth") to reflect the **estimated non-institutional population** in the Town of Janesville for all Census years shown (see Figure 1.1). The data shows significantly more growth in the Town than the original figures. These figures are significant for planning purposes and will be considered for the purposes of this *Plan*.

The corrected Census figures (released in 2003) showed 702 fewer residents in 2000 in the Town due to the reduction in population resulting from the institutional population statistics being moved to the City of Janesville from the Town (the correct figure of 3,048 is shown in Figure 1.1). Although the "Town of Janesville" figures show a decline in population from 1990 to 2000, this picture of the population change is not accurate. When the 1990 institutional population (716 persons according to the 1990 Census) is subtracted from the 1990 reported population ($3,121 - 716 = 2,405$), to show the change in non-institutional population, the data shows that there was really a non-institutional *population decrease* of 291 individuals in the 1980s followed by a *population increase* of 643 individuals in the 1990s (see Figure 1.2 on page 5).

Population data for the Town of Janesville has been shown both with and without compensation for the change of location of the institutional complex. Where possible throughout this Chapter, corrected figures will be presented to show statistics without the institutional complex included, however, this data is not available for all the information presented herein. Because institution data may have been collected on different days than the Census, numbers indicate an estimate, not an actual count. If not indicated in the table or chart, it should be assumed that statistics include the institutional population or are unaffected by it.

Figure 1.1
Population: County and Municipalities: 1980 – 2005

Community	1980	1990	2000	2005	Change: 1980-2005	
					Number	Percent
Town of Avon	555	570	586	589	34	6.1%
Town of Beloit	8,382	6,778	7,038	7,319	-1,063	-12.7%
Town of Bradford	1,100	1,030	1,007	1,027	-73	-6.6%
Town of Center	908	861	1,005	1,040	132	14.5%
Town of Clinton	925	899	893	909	-16	-1.7%
Town of Fulton	2,866	2,867	3,158	3,230	364	12.7%
Town of Harmony	2,090	2,138	2,351	2,448	358	17.1%
Town of Janesville	3,068	3,121	3,048	3,343	275	9.0%
Effective Growth*	(2,696)	(2,405)	(3,048)	(3,343)	(647)	(24.0%)
Town of Johnstown	844	850	802	797	-47	-5.6%
Town of La Prairie	1,099	943	929	905	-194	-17.7%
Town of Lima	1,179	1,285	1,312	1,314	135	11.5%
Town of Magnolia	746	717	854	855	109	14.6%
Town of Milton	2,306	2,353	2,844	2,974	668	29.0%
Town of Newark	1,574	1,514	1,571	1,593	19	1.2%
Town of Plymouth	1,267	1,189	1,270	1,299	32	2.5%
Town of Porter	940	953	925	969	-29	-3.1%
Town of Rock	3,399	3,172	3,338	3,363	-36	-1.1%
Town of Spring Valley	912	790	813	813	-99	-10.9%
Town of Turtle	2,703	2,458	2,444	2,430	-273	-10.1%
Town of Union	1,329	1,537	1,860	1,981	652	49.1%
Village of Clinton	1,751	1,849	2,162	2,237	486	27.8%
Village of Footville	794	764	788	769	-6	-0.8%
Village of Orfordville	1,143	1,219	1,272	1,357	214	18.7%
City of Beloit	35,207	35,571	35,775	36,106	899	2.6%
City of Edgerton	4,335	4,254	4,891	5,096	761	17.6%
City of Evansville	2,835	3,174	4,039	4,660	1,825	64.4%
City of Janesville	51,071	52,210	60,200	62,130	11,059	21.7%
City of Milton	4,092	4,444	5,132	5,437	1,040	32.9%
Rock County	142,116	141,915	155,355	160,332	18,216	12.8%
State of Wisconsin	4,705,642	4,891,769	5,363,715	5,580,000	874,358	18.6%

Source: Wisconsin Department of Administration, 2005. U.S. Bureau of the Census, 1980, 1990, & 2000.

* "Effective Growth" population estimates: Rock County Planning and Development Agency, 2007 (not counted in Rock County or State of Wisconsin totals shown).

For the decade between 1990 and 2000, effective growth is in reality, a 26.7% increase in general population (reported as “Effective Growth” in Figure 1.2) as opposed to the 2.3% reduction in population (indicated under “Town of Janesville”). In that decade, the Town grew the fastest of all Rock County municipalities except for the City of Edgerton (27.3%). Studying the Town of Janesville’s population change in this context allows for more accurate planning.

Figure 1.2
Population Change by Decade: 1970-2005*

Governmental Unit Name	1970 - 1980		1980 - 1990		1990 - 2000		2000 - 2005*	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Town of Avon	-59	-9.6%	15	2.7%	16	2.8%	3	0.5%
Town of Beloit	-800	-8.7%	-1,604	-19.1%	260	3.8%	281	4.0%
Town of Bradford	29	2.7%	-70	-6.4%	-23	-2.2%	20	2.0%
Town of Center	-34	-3.6%	-47	-5.2%	144	16.7%	35	3.4%
Town of Clinton	-165	-15.1%	-26	-2.8%	-6	-0.7%	16	1.8%
Town of Fulton	740	34.8%	1	0.03%	291	10.2%	72	2.3%
Town of Harmony	726	53.2%	48	2.3%	213	10.0%	97	4.1%
Town of Janesville	368	13.6%	53	1.7%	-73	-2.3%	295	9.7%
-Effective Growth**	(252)	10.3%	(-291)	-10.8%	(643)	26.7%	(295)	9.7%
Town of Johnstown	-70	-7.7%	6	0.7%	-48	-5.7%	-5	-0.6%
Town of La Prairie	13	1.2%	-156	-14.2%	-14	-1.5%	-24	-2.6%
Town of Lima	116	10.9%	106	9.0%	27	2.1%	2	0.2%
Town of Magnolia	10	1.4%	-29	-3.9%	137	19.1%	1	0.1%
Town of Milton	329	16.6%	47	2.0%	491	20.9%	130	4.8%
Town of Newark	118	8.1%	-60	-3.8%	57	3.8%	22	1.4%
Town of Plymouth	21	1.7%	-78	-6.2%	81	6.8%	29	2.3%
Town of Porter	56	6.3%	13	1.4%	-28	2.9%	44	4.8%
Town of Rock	349	11.4%	-227	-6.7%	166	5.2%	24	0.7%
Town of Spring Valley	60	7.0%	-122	-13.4%	43	5.4%	-	0.0%
Town of Turtle	171	6.8%	-245	-9.1%	-14	-0.6%	-14	-0.6%
Town of Union	127	10.6%	208	15.7%	323	21.0%	121	6.5%
Village of Clinton	418	31.4%	98	5.6%	313	16.9%	75	3.5%
Village of Footville	96	13.8%	-30	-3.8%	24	3.1%	-19	-2.4%
Village of Orfordville	255	28.7%	76	6.7%	53	4.3%	85	6.7%
City of Beloit	-522	-1.5%	364	1.0%	204	0.6%	331	0.9%
City of Edgerton	217	5.3%	-81	-1.9%	637	15.0%	205	4.2%
City of Evansville	-157	-5.3%	339	12.0%	865	27.3%	621	15.4%
City of Janesville	4,645	10%	1,139	2.2%	7,990	15.3%	1,930	3.2%
City of Milton	393	10.6%	352	8.6%	688	15.5%	305	5.9%
Rock County Total***	7,450	5.7%	90	0.06%	12,797	9.2%	4,682	3.1%
State of Wisconsin***	287,911	6.5%	186,127	4.0%	471,946	9.7%	216,285	4.0%

Source: Wisconsin Department of Administration, 2005. U.S. Bureau of the Census, 1970, 1980, 1990, & 2000.

* Data from 2005 represent Wisconsin DOA estimates, not actual census figures.

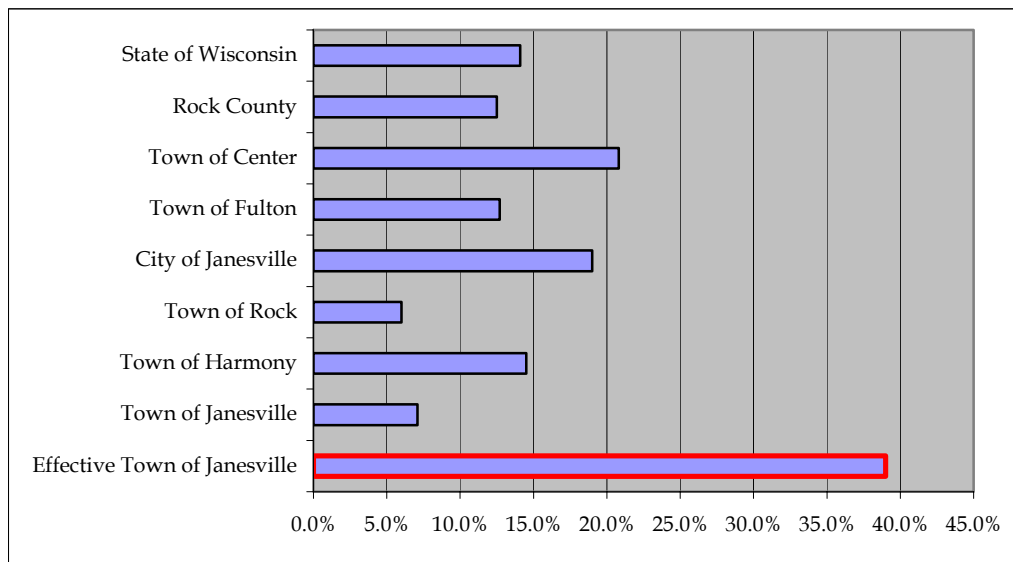
**Based on “Effective Growth” population estimates: Rock County Planning and Development Agency, 2007 (not counted in Rock County or State of Wisconsin totals shown).

***Totals do not include “Effective Growth” figures.

It is also important to recognize that external entities, in this case the Town's neighboring municipalities, can potentially impact the magnitude and scope of development in the Town of Janesville in the short term as well as the long term. It may be significant that the City of Janesville has grown by nearly 19% since 1990, a growth rate that easily outpaced most of the neighboring towns. This fact is likely to have compounded the magnitude of growth pressures on the Town of Janesville. As more residents moved in to nearby municipalities, additional pressure may have been applied to grow geographically into areas that were in the Town.

Figure 1.3 below indicates the Town's population change for the 15 years between 1990 and 2005 compared to neighboring jurisdictions. Despite what the original Census figures showed, the Town of Janesville has, in actuality, been significantly ahead of both the County and the State and the City of Janesville's population growth rate since 1990. In fact, a 39% "Effective" growth rate in the Town of Janesville shows that the Town has experienced the fastest growth rate of all Towns in Rock County between 1990 and 2005 (see Figure 1.2 above and 1.3 below).

Figure 1.3
Population Change 1990 - 2005
Town of Janesville and Neighboring Communities



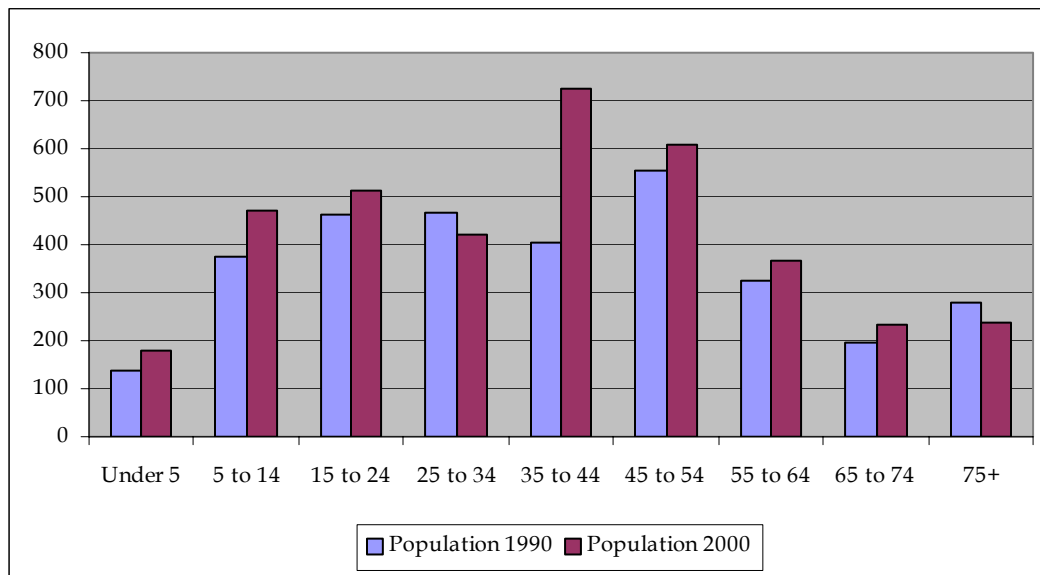
Source: Wisconsin Department of Administration Estimate, 2005. U.S. Bureau of the Census, 1990. "Effective Growth" population estimates: Rock County Planning and Development Agency, 2007.

Age Distribution

Besides simply studying population trends, the Issues and Opportunities Element is made more effective by a detailed study of the character of the Town of Janesville's population. Important for the planning of facilities and services, as well as development patterns, is a study of age characteristics. According to the 2000 Census, the Town's median age was 39.5, older than both the State (36.0) and County (35.9) figures by approximately three and one half years. Figure 1.4 and Figure 1.5 (on the following pages) show different details regarding the age distribution of the Town's population for the Census years 1990 and 2000.

Because data showing the age distribution of the institutional complex is not available, it is impossible to compensate for that population when preparing these Figures. It is possible that the institutional population had an uneven age distribution (i.e. if most jail inmates were between the ages of 35 and 44 in 2000) that is skewing the age cohort data. We will assume for purposes of this *Plan*, however, that analysis of these data can still provide some clues not only to how the Town has changed demographically in two decades, but also how it can be expected to change in the future.

Figure 1.4
Population by Age Group
Town of Janesville (1990 and 2000)



Source: U.S. Bureau of the Census, 1990 and 2000.

As evidenced by Figure 1.4 above, the cohort age 35- 44 was by far the fastest growing group in the Town between the years 1990 and 2000. Furthermore, Figure 1.5 indicates that a significant portion of the Town of Janesville's population in the years 1990 and 2000 were between the ages of 35 and 54 (30% and 35.6% respectively). This data is consistent with the national trend of those born between 1946 and 1964 (Baby Boomers) being the fastest growing segment of the population. The fact that there were so many more Baby Boomers living in the Town in 2000 than there were in 1990 is a possible indication that some other factors influencing age distribution (i.e. new housing developments) have encouraged the increase in younger families moving into the Town. The 5-14 cohort, which represents the children of the "Baby Boomers" (known as the "Baby Boomlet") was the second fastest growing age group during the same time period.

Also notable is the 3.4% decrease in the proportion of the total represented by the 25 to 34 year old age group; evidence of a decreased number of individuals in the cohort known as "young professionals." This may be because the youngest of the Baby Boomers aged beyond the 25-34 year old age group by 2000. Because the largest cohorts are now getting beyond childbearing age, it can be expected that the number of young children in the Town will decrease based on current housing and population trends. Again, these data allow the Town to plan for the economic (job market, industry, tax base) and social (recreation, schools, retirement) implications of the changes in each age segment of the population in both the short term and the long term.

Figure 1.5
Population by Age Group Showing Percent Change
Town of Janesville (1990-2000)*

Age Cohort	Population	% '80	Population 1990	% '90	Population 2000	% '00
Under 5	163	5.3%	138	4.3%	178	4.7%
5 to 14	502	16.4%	373	11.7%	470	12.5%
15 to 24	486	15.8%	464	14.5%	511	13.6%
25 to 34	406	13.2%	467	14.6%	421	11.2%
35 to 44	430	14.0%	405	12.7%	724	19.3%
45 to 54	338	11.0%	553	17.3%	610	16.3%
55 to 64	279	9.1%	323	10.1%	365	9.7%
65 to 74	199	6.5%	197	6.2%	232	6.2%
75+	265	8.6%	278	8.7%	239	6.4%
Total	3068	100.0%	3198	100.0%	3750*	100.0%

*Total includes institutional complex

Source: U.S. Bureau of the Census, 1980, 1990 and 2000

1.3 Population Projection

In January 2004, the Wisconsin Department of Administration released updated population projections for Wisconsin municipalities using actual population estimates to calculate projections through the year 2025 (based on the corrected 2003 Census figures). Using the same population forecast methodology employed by the WDOA, the Rock County Planning, Economic, and Community Development Agency calculated the Town of Janesville's population to the year 2035. While this broad picture of the Town's population is insightful, it is by dissection of these population figures that thorough planning is possible.

Figure 1.6 compares the projected population of the Town with the other municipalities in Rock County. As these projections indicate, if the Town of Janesville continues to grow at its current rate, it is projected to grow by nearly 35%, the highest rate of growth for all Towns and municipalities in Rock County. This rate of projected growth significantly outpaces the expected rate of growth of the County as a whole by over 21%, through 2035. In addition, it is essential to keep in mind that these projections are based on reported Census population trends, not on the "effective growth", meaning that the actual growth projection based on the adjusted growth figures would be even higher.

As insightful as all of these population forecasts may be, reality is not always predictable. A dramatic downturn in the national economy in 2008 included the closing of a major manufacturing employer in Rock County and the subsequent loss of many more related businesses thus causing widespread job loss and a virtual stop in new development throughout Rock County. There is not likely to be a fast recovery from these losses and rapid growth in the Town of Janesville similar to growth in past years is unlikely during the planning period. Although new data is not available at this writing, all indications point to the probability that the projected population numbers presented in Figure 1.6 are likely to be reflecting much higher population growth than is now expected based on these new conditions.

Figure 1.6
Population Forecast: 2010 – 2035

Municipality	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
Town of Avon	593	597	601	605	609	612	19	3.2%
Town of Beloit	7,406	7,597	7,781	7,968	8,125	8,314	908	12.3%
Town of Bradford	999	996	992	989	984	980	-19	-1.9%
Town of Center	1,101	1,150	1,198	1,247	1,295	1,343	242	22.0%
Town of Clinton	900	905	909	913	916	921	21	2.3%
Town of Fulton	3,375	3,486	3,594	3,704	3,812	3,922	547	16.2%
Town of Harmony	2,561	2,672	2,781	2,891	2,996	3,105	544	21.2%
Town of Janesville	3,540	3,789	4,034	4,280	4,523	4,769	1,229	34.7%
Town of Johnstown	765	748	729	712	701	687	-78	-10.2%
Town of La Prairie	886	865	844	823	803	782	-104	-11.7%
Town of Lima	1,359	1,383	1,407	1,431	1,455	1,478	119	8.8%
Town of Magnolia	918	951	982	1,015	1,047	1,076	158	17.2%
Town of Milton	3,200	3,380	3,557	3,735	3,913	4,085	885	27.7%
Town of Newark	1,616	1,640	1,663	1,686	1,708	1,732	116	7.2%
Town of Plymouth	1,324	1,352	1,379	1,406	1,428	1,454	130	9.8%
Town of Porter	942	951	960	969	978	986	44	4.7%
Town of Rock	3,377	3,399	3,419	3,440	3,460	3,483	106	3.1%
Town of Spring Valley	823	828	833	838	845	850	27	3.3%
Town of Turtle	2,395	2,383	2,369	2,357	2,344	2,332	-63	-2.6%
Town of Union	2,149	2,295	2,439	2,584	2,729	2,874	725	33.7%
Village of Clinton	2,480	2,640	2,798	2,957	3,116	3,175	695	28.0%
Village of Footville	784	783	781	780	775	777	-7	-0.9%
Village of Orfordville	1,335	1,367	1,399	1,431	1,455	1,486	151	11.3%
City of Beloit	35,927	36,029	36,100	36,190	36,268	36,317	390	1.1%
City of Edgerton	5,243	5,423	5,599	5,776	5,936	6,103	860	16.4%
City of Evansville	4,692	5,021	5,346	5,672	5,997	6,214	1,522	32.4%
City of Janesville	64,535	66,756	68,910	71,096	73,309	75,680	11,145	17.3%
City of Milton	5,686	5,968	6,244	6,523	6,815	7,107	1,421	25.0%
COUNTY TOTAL	160,911	165,354	169,648	174,018	177,855	182,644	21,733	13.5%

Source: State of Wisconsin Department of Administration - 2004
Rock County Planning and Development - 2008

In order to plan adequately for future needs in the Town of Janesville on a long-term basis, future demand must be determined. As the Town's population grows and its characteristics change, so will the demand for housing, jobs, and many services. In short, this population projection, along with an examination of current and past trends throughout Rock County, will foster a planning process that is a concentrated and well-directed effort.

1.4 Issues and Opportunities

- The Town is a growth community.
 - The Town is expected contribute to continue to grow given its proximity to Interstate 90/39, the City of Janesville and other regional urban centers.
 - The Town's population trends and projections indicate rapid growth through 2035 which may be tempered by recent economic changes.
 - Population trends and projections for neighboring communities such as the Cities of Milton and Janesville exhibit high growth rates.
 - Continued growth in population in the Town of Janesville is likely to create a need for additional employment opportunities and housing.
- The dynamic of the Town's population is changing.
 - The Town's age distribution trends and projections indicate an aging population.
- Growth and a changing population dynamic will have various implications for the Town.
 - Productive agricultural land in the Town is likely to be converted to other uses to accommodate additional residential, and associated commercial, industrial, and transportation infrastructure development.
 - The Town's land base will continue to be reduced by future annexations by the City of Janesville.
 - An aging Town population has specific service needs that will need to be considered.
 - Increased efforts, including multi-jurisdictional cooperation and planning, may need to be pursued by the Town government to maintain and expand current levels of service to Town residents
 - Marketing the Town's high quality of life to encourage growth and attract investment must be weighed against the Town's desire to maintain its rural character.
 - While development pressure is likely to continue, it is the duty of the citizens and government of the Town to use this document responsibly, maintaining those features of the community that make the Town a desirable place to live and do business.
 - The following is a list of the local issues that were stated in the Multi-Jurisdictional Planning Grant Application that were addressed and solutions explored through the comprehensive planning process:
 1. Intergovernmental relationship with the City of Janesville
 2. Intergovernmental relationship with the adjoining towns
 3. Relationship between viability of farming and development pressure
 4. Intergovernmental relationship with the County
 5. Management and preservation of natural resources

1.5 Town of Janesville Vision Statement

Vision Statement

As a result of citizen participation at workshop sessions, a Vision Statement was compiled from comments, concerns, and issues that were presented to the Agency. This process was critical to the establishment of a unified vision for the Town of Janesville, providing a direction and focus for the planning effort. Additionally, the visioning process provided the planning team with valuable issues to be addressed in the development of the goals, objectives, policies, and programs of the *Comprehensive Plan*.

Town of Janesville Vision Statement

The Town of Janesville will continue to be a rural, farming community dedicated to the values of preserving agriculture, green space, natural features and a slow, peaceful lifestyle. The Town will make preservation and development decisions that will support or enhance the rural character and agricultural identity of the Town. The Town will strive to maintain limited, slow growth by attracting and guiding new development to areas of existing development and/or low agricultural value. The Town will be committed to working with neighboring communities to find ways to avoid annexation in order to preserve the farmland and natural resources existing in the Town. The Town of Janesville will also pursue creative policies and mechanisms to make it possible for landowners to preserve agricultural land and the natural beauty and resources that give the Town its identity.

1.6 Goals, Objectives and Policies

Input gathered at the Town visioning sessions, ongoing input from Town citizens, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the specific Goals, Objectives and Policies of the *Town of Janesville Comprehensive Plan*. Along with the Vision Statement, the Goals, Objectives and Policies listed below address how this *Plan* is intended to be used throughout the 25-year planning period. Policies and recommendations made throughout the Plan are intended to become the tools that the Town of Janesville may decide to use to aid in making land use decisions.

Goal 1:

Utilize the *Comprehensive Plan* to guide the decisions affecting the Town of Janesville the greater region.

Objective 1.1:

Refer to the *Comprehensive Plan* when making policy and land use decisions.

Supporting Policies:

- 1.1.1 The Town of Janesville may use the *Comprehensive Plan* as a tool to guide and implement local decision-making.
- 1.1.2 The Town of Janesville may use the *Comprehensive Plan* as a guide to identify and prioritize a list of ordinances that need to be created or modified.
- 1.1.3 The Town of Janesville may use the *Comprehensive Plan* as a tool to provide fair and equitable services and amenities to people of all ages, races, income levels and abilities.
- 1.1.4 The Town of Janesville may refer to the Issues and Opportunities section of each Chapter of this *Comprehensive Plan* for ideas and recommendations on various topics of concern.

Goal 2:

Keep the *Comprehensive Plan* updated with the needs of the community.

Objective 2.1:

Consider the changing needs of the Town with each update of the *Plan*

Supporting Policies

- 2.1.1 The Town of Janesville may continually invite the public to comment on and make suggestions for the improvement of the *Comprehensive Plan*.
- 2.1.2 The Town of Janesville may invite the public to participate in every aspect of the *Comprehensive Plan* update.
- 2.1.3 The Town of Janesville may reassess the ability of the *Comprehensive Plan* goals, objectives and policies to accomplish the goals of the Town of Janesville
- 2.1.4 The Town of Janesville may investigate new programs and innovations that may help to support the goals of the Town of Janesville
- 2.1.5 The Town of Janesville may continue to monitor and provide an analysis of population growth and demographics and will consider changes in these factors as well as the needs and wants of the people of the Town of Janesville when updating the *Comprehensive Plan*.
- 2.1.6 The Town of Janesville may update the *Comprehensive Plan* within five years of adoption and within ten years of each succeeding update thereafter.

1.7 Summary and Conclusions

The goals and objectives identified in the *Town of Janesville Comprehensive Plan* reflect the concepts contained in the fourteen State of Wisconsin Comprehensive Planning goals, as well as the thoughts and comments obtained from residents, elected officials, and other interested parties throughout the planning process. Accordingly, the goals and objectives will create a framework around which the *Comprehensive Plan* is developed.

The residents of the Town of Janesville have made the preservation of agricultural land and natural resources a priority in their vision of the future for the Town. The Town has established goals and objectives that will uphold that vision and will encourage slower, orderly, well-planned growth within the Town. This issue will be continually discussed at public workshops for each Element of the *Plan* as well as being addressed as an important goal throughout the *Plan*. Specific recommendations and tools for agricultural and natural resource preservation will be suggested throughout the planning process according to the needs of the Town.

While agriculture and manufacturing remain important industries in Rock County, continued diversity in industry and labor force is a positive sign for the Town. Not only does such diversity stimulate the economy, it also spurs growth in skilled population and housing diversity. One hurdle to climb in the future, though, is the aging of the working-age population and probable decrease in the future working-age population over the 30-year planning period.

An increase in population as well as an increase in the “empty-nester” population inevitably leads to an increase in the number of housing units needed in the future. At the current rate, approximately 833 new homes, for a total of 2,039 housing units, will be needed to accommodate the growing population between 2000 and 2035. This trend requires that a healthy variety of options in housing are available, in addition to the need for facilities to service a diversifying and aging population.

If past trends continue, the Town of Janesville is expected to experience steady population growth by adding approximately 1,721 residents (an increase of over 56%) between 2000 and 2035 for a total population of 4,769 by 2035. If past trends continue, the Town of Janesville will be expected to capture over one-fifth of the growth that is expected to occur in unincorporated Towns of Rock County as a whole by 2035. Also of interest, the City of Janesville is forecast to witness significant population growth of nearly 26%. In order for the Town to accommodate this predicted rate of growth, it would need approximately 1,874 acres of land or 2.93 square miles of land to be converted into housing. Because of the economic downturn beginning in 2008, it is unlikely that these predictions will be reached, however, development in and around the Town’s borders will inevitably continue to influence each of the Elements of this *Comprehensive Plan*. It is important to think of the Town not only in local terms, but also as it affects and as it is affected by, its neighboring communities. The Town should take it upon itself to carefully consider the values driving growth and make informed decisions regarding the provision of housing and the consumption of land.

Moderate growth in population, employment, and housing in the Town of Janesville will provide an opportunity to implement many of the stated objectives in the *Comprehensive Plan*, and the *Plan* may indeed also influence the rate of growth itself over the planning period. It is imperative, however, that careful consideration and planning goes into policy and development decisions that affect the rate at which the Town will accommodate growth in the future. While development pressure will continue, it is the duty of the citizens and government of the Town to use this document responsibly to develop the necessary policies and laws to implement the *Plan* in order to maintain those features of the community that make it a desirable place to live and do business.

Chapter 2: Agricultural, Natural and Cultural Resources

2.1 Overview

State Statute 66.1001(2)(e) states that the Agricultural and Natural Resources element of a *Comprehensive Plan* is defined as:

A compilation of objectives, policies, goals, maps and programs for the conservation and promotion of the effective management, of natural resources such as groundwater: forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water; floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

According to Statute, all laws and decisions (including zoning) made by local governments after January 1, 2010 must be consistent with the goals, objectives, and policies contained in an adopted comprehensive plan. This Chapter contains information and data on how to consider farmland, natural resources and historic and cultural resources in the Town of Janesville using a 25-year planning horizon.

The quality and quantity of agricultural, natural, and cultural resources in a community directly affects and influences the quality of life of its residents. The Town of Janesville is fortunate to have many places that are comprised of unique and valuable features that are vital to retaining the high quality of life and rural atmosphere that is valued by its citizens. These special features require promotion, protection, and conservation to remain in tact in a quickly changing and developing atmosphere.

Residents of the Town of Janesville represent a wide variety of needs and opinions about how the land should be used, regulated and managed. Those who are choosing to live in the “country” and work elsewhere may have opposing viewpoints from those who are making their livelihood from farming the land. They, in turn, may have a very different idea of what it means to conserve or preserve agricultural and natural resources than those who track the health and sustainability of the environment.

Responses from Vision Workshop participants (summer, 2006) indicated that preservation of the rural environment, open space, agricultural land and natural resources was a priority and that residents value the aesthetic features and rural way of life available to them in the Town of Janesville (see Appendix D). A survey done for all of Rock County confirms these values.

This Chapter will aim to describe the agricultural, natural, and cultural resources currently present in the Town and explain the current level of protection (or lack of it). The goals, objectives and policies presented here represent the collaborative opinion of the Town Board and the Planning and Zoning Committee on how to consider agricultural and natural features within the Town of Janesville while allowing for future development of the Town.

2.2 Existing Plans and Policies

On November 1, 1995, the “1995 Rock County Development Plan for the Town of Janesville” was adopted by the Town of Janesville. This *Comprehensive Plan* encompasses an update of that Plan, but also includes several more topics that were not addressed in the 1995 Plan.

The intention of this *Comprehensive Plan* is to reflect the values and desired direction for action that has been determined through public participation and discussion by the Town of Janesville, however, it is important to acknowledge that both agricultural and natural resource policies have been addressed in previous plans. Policy concerning agricultural resources was addressed via the Rock County Agricultural Preservation Plan 2005 Update published October 31, 2005 and adopted by the Rock County Board December 15, 2005 (see page 16 for more information). Policies guiding the preservation of natural resources and the development and management of parks and other outdoor recreation facilities has been addressed in detail via the Rock County Park, Outdoor Recreation, and Open Space Plan 2003-2008, published and adopted by the Rock County Board October 23, 2003 (commonly referred to as the POROS Plan).

Both of these Plans were established for use at the County level and apply to all of Rock County. In general, those Plans represent the best and most up to date sources of information regarding what agricultural and natural resources exist in the Town of Janesville. Additionally, both Plans contain suggested standards for preservation. Some of those standards are the minimum required by State or Federal law and some represent the County goal for a minimum level of preservation. Summaries of these Plans will be presented in the appropriate “Existing Plans and Policies” sections of this Chapter.

Although the Agricultural Preservation Plan and POROS Plan effectively regulate some agricultural and natural resources in the Town of Janesville, they fall short of effective preservation of others. The best way to assure adequate and permanent protection of these resources within the Town of Janesville is through Town review and regulation through Town policies and codes. The goals, objectives, and policies of each respective Plan and their future updates are expected to remain in effect during the life of this *Plan*. However, because of the variability in the ability of the County to preserve these highly valued resources and the variability in the amount of preservation needed or wanted in the Town of Janesville, where those resources fall within Town jurisdiction, responsibility for creating permanent, upholdable and quantifiable laws protecting them ultimately lies in the hands of the Town.

2.3 Chapter Structure

This Chapter will be divided into four sub-chapters, or “Parts”, the first three of which have their own goals, objectives and policies. Part IV at the end of the Chapter will present implementation tools that can be applied to the regulation, preservation or management of agricultural, natural and historic/cultural resources as appropriate/necessary. This Chapter is divided into four Parts as follows:

- Part I: Agricultural Resources;
- Part II: Natural Resources;
- Part III: Historical and Cultural Resources; and,
- Part IV: Implementation Tools and Strategies.

Chapter 2, Part I: Agricultural Resources

2.4 Overview

The Town of Janesville is largely characterized by agricultural land. This resource serves as the livelihood for many Town residents and simply as an outstanding setting in which to live for many others. Either way, it is the most important resource existing in the Town and should be carefully managed. Agricultural land is also a threatened resource in the Town of Janesville. Each year many acres of agricultural land are removed from production and removed from their roll as open space in order to make room for development. Once agricultural land is developed, it is very unlikely that it will ever become agricultural land again. For this reason, this topic is probably the most important issue for the Town of Janesville to consider for planning purposes. This section proposes a professional assessment on what should be done to preserve this valuable resource for future generations and various methods to make it possible. The Town of Janesville has chosen policies that will allow for case-by-case consideration of its agricultural resources.

2.5 Existing Plans and Policies

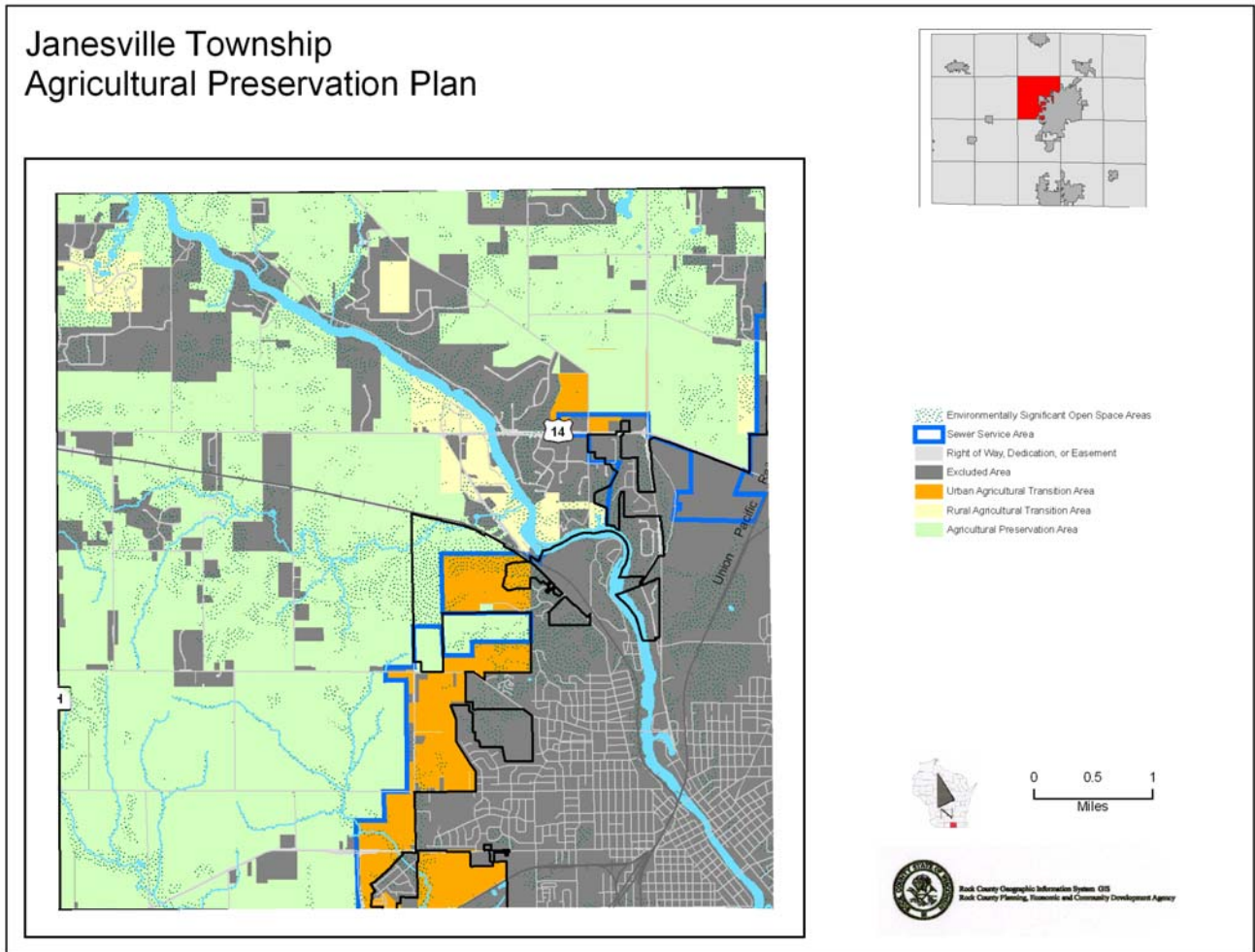
Plans that affect agricultural land use include:

- 1) Rock County Agricultural Preservation Plan 2005 Update
- 2) Town Zoning Ordinance and Map
- 3) City Extraterritorial Jurisdiction Planning Maps
- 4) City of Janesville Comprehensive Plan
- 5) Town Existing Land Use Map (to be discussed in Chapter 5, p.135)

Rock County Agricultural Preservation Plan 2005 Update

According to the Agricultural Preservation Plan, much of the agricultural land bordering the City of Janesville has been designated as “Urban Agricultural Transition Area” (see Map 2.1 next page). In the Town of Janesville, these areas are typically experiencing high development pressure, are not zoned as Exclusive Agriculture under local zoning codes, are within city or village sewer service areas or have already been annexed into the City, and are likely to continue to develop, at least partially, over the planning period.

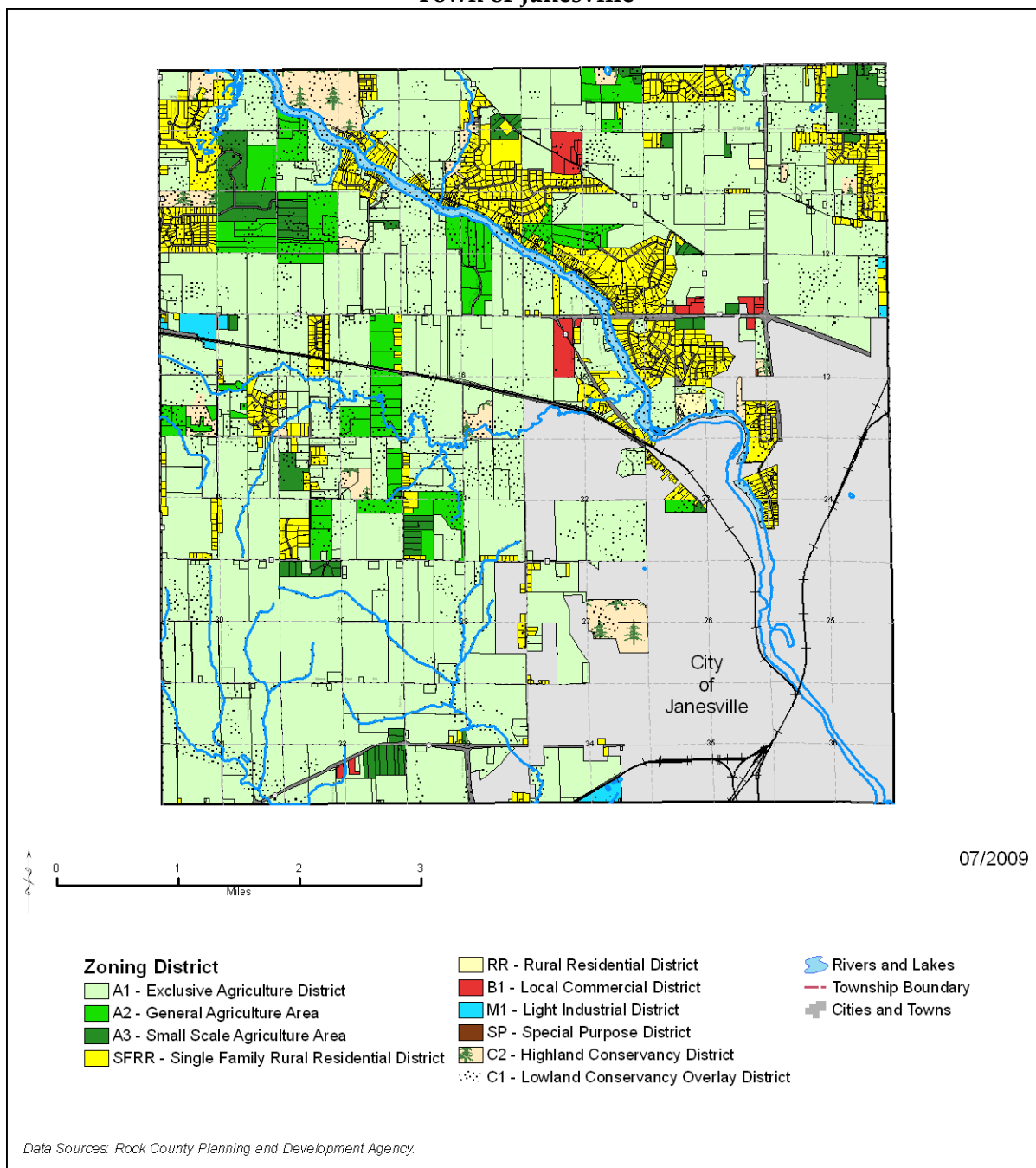
A smaller proportion of the rural area is agricultural land that has zoning consistent with smaller three to ten acre farmettes, horse farms or large residential lots and is typically found in “Rural Transition Areas” (indicated in yellow) on the map. These areas are expected to continue to develop into residential areas during the planning period. Most of the remaining agricultural land in the Town is in the “Agricultural Preservation Area” and is zoned for exclusive agriculture. Excluded areas are zoned for small-scale agriculture and rural residential under the local zoning code. It is highly recommended that those areas currently in the Agricultural Preservation Areas remain as such throughout the planning period. For a more general description of the Agricultural Preservation Plan see Chapter 9 (Implementation), page 221. The goals, objectives and policies of this Plan are in Appendix E.

Map 2.1

Town Zoning Ordinance and Map

The Town of Janesville Zoning Ordinance and map describes the various types of zoning districts that are allowable within the Town and how all of the land within the Town is zoned. The minimum lot sizes for the three types of agricultural use (Small-scale, General, and Exclusive Agriculture) are defined and the types of allowable uses within each district are defined. Presumably, land in agricultural areas is being used primarily for agriculture. Caution must be used however, in relying on zoning to define where agriculture exists, because of the strong possibility that A-2 and A-3 zoning may actually represent residential use rather than agricultural use. The Town of Janesville zoning map shown on the following page shows all zoning as of July 2009.

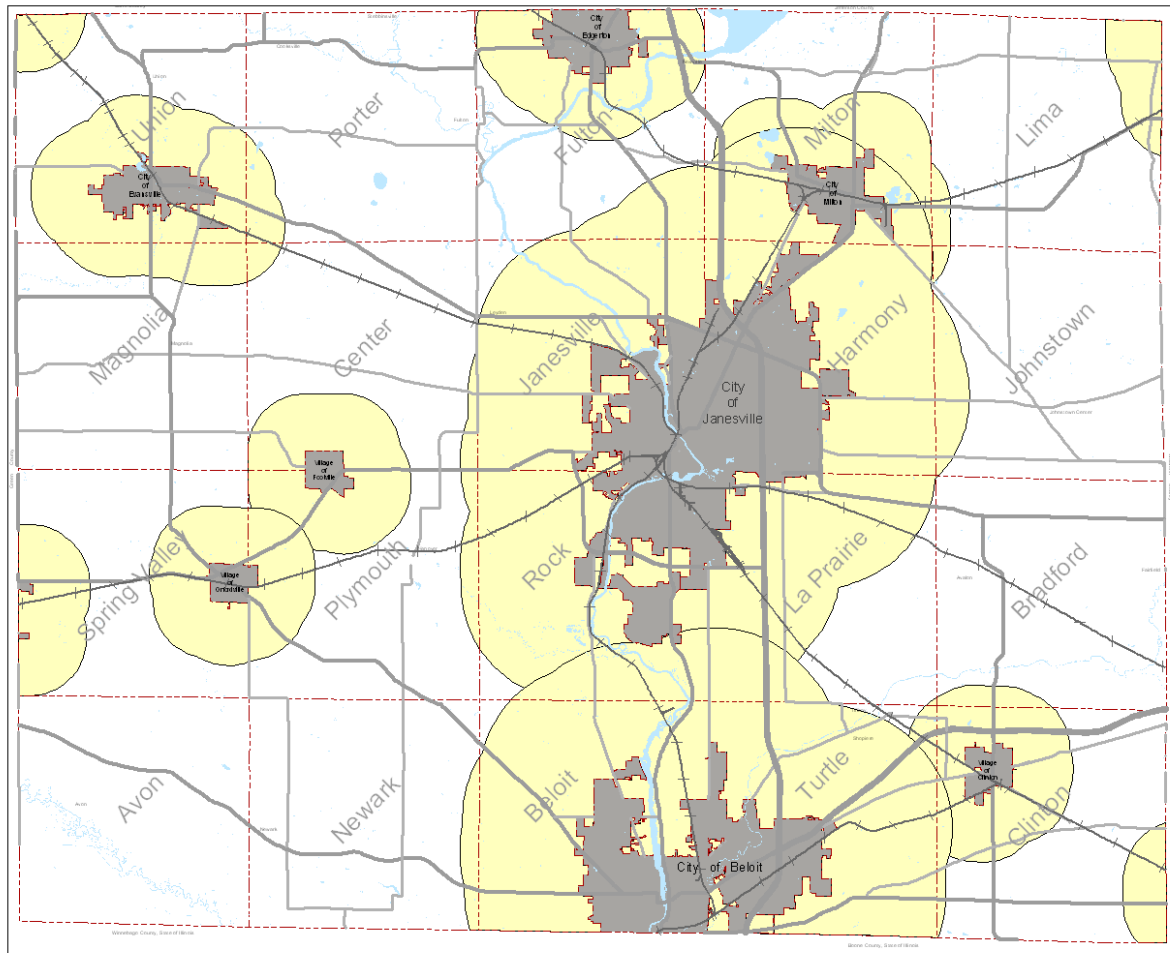
Map 2.2
Zoning (2009)
Town of Janesville



City Extraterritorial Jurisdiction (ETJ)

As much as the Town would like to be in control of the land uses within its boundaries, this is not completely the case. The City of Janesville has the right to plan for expansion within three miles of its borders, and may annex land and existing buildings into the City if the landowners petition to do so (see Map 2.3).

Map 2.3
Extraterritorial Jurisdictions



06/2009



Data Sources: Rock County Planning and Development Agency.

Landowners may wish to annex their land as part of a development project, or simply to hook up to public sewer. New landowners may be obligated to hook up to city sewer if they wish to develop in an area adjacent to the City, and existing landowners may be obligated to hook up if they have an existing failing septic system. Both of those scenarios pave the way for annexation into the City. For those lands inside the ETJ, the City of Janesville Future Land Use Plan is the best indicator of where development will occur and where land is expected to be taken out of agricultural uses.

City of Janesville Comprehensive Plan

The City of Janesville adopted a comprehensive plan in 2009 that includes policies and maps depicting how and where the City intends to grow beyond its current boundaries (see Appendix F). Some of this growth is planned within what is now, the Town of Janesville. The City has the right to review development proposals within three miles of its borders (through the powers associated with extraterritorial jurisdiction (ETJ)), and has stated in the Plan policies that it intends to reject development proposals of less than one unit per 25 acres within the ETJ. The effect of this policy in the Town of Janesville may be the preservation of agricultural land until such time as it is needed for City annexation and expansion.

2.6 Inventory of Agricultural Resources

There are various ways that agricultural resources can be defined and inventoried. The presence of agriculture is also inventoried in various ways in some of the Plans discussed above (see Section 2.5). More information on the amount and type of agricultural resources existing in the Town appears in Chapter 5 of this Plan where each of the plans or policies summarized above are described in more detail. Another way to inventory agricultural resources is by defining the usefulness of land (soils) for agricultural production. The Agricultural Soil Capability Map discussed below provides this inventory.

Agricultural Soil Capability

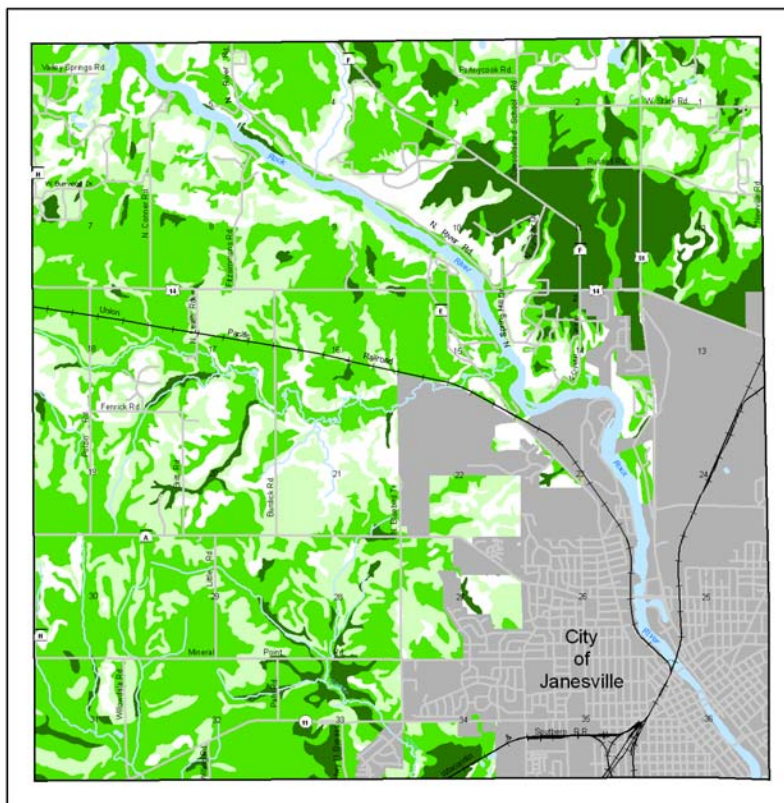
Soils are classified into eight capability classes. Classes 1, 2 and 3 are the most ideal for agriculture. Class 1 soils have few limitations that restrict their use. Class 2 soils have moderate limitations that reduce the choice of plants, or require moderate conservation practices and Class 3 soils have more severe limitations. Soils that are well suited for agriculture are frequently also well suited for private septic systems and development.

The Town of Janesville contains over 14,550 acres of prime agricultural land, as of this writing, with soil capability classifications of Class 1, 2 or 3 (see Map 2.4, next page). The Town of Janesville is characterized by fairly large contiguous areas of Class 2 and 3 soils with relatively few areas of Class 1 soil. The Class 3 soils appear mainly along waterways and areas with steep slopes. There are two large contiguous areas containing the best (Class 1) soils. The largest is located just north of the City of Janesville between the eastern boarder of the Town (Newville Road) and the Rock River encompassing portions of sections 10,11 and 12. Much of this area is still zoned A-1, is in the Agricultural Preservation Area (see Rock County Agricultural Preservation Plan), remains mostly undeveloped and is currently not within the City of Janesville Sewer Service Area (SSA). It is recommended that this area remain in A-1 Exclusive Agriculture zoning and that it remain as such throughout the planning period.

Another larger area of contiguous Class 1 soil is in the southeastern portion of the Town, again very near the boundary with the City of Janesville, mainly in sections 33 and 34. Most of this area continues to be zoned A-1 but is on the Agricultural Preservation Map (see Map 2.1) as an Urban Agricultural Transition Area (an area planned for urban development.) Some of this area has been developed since the adoption of the Agricultural Preservation Plan in 2005. This area is currently experiencing high development pressure and is likely to continue to develop, at least partially, over the planning period. Much of the rest of the smaller areas with Class 1 soils are located in Agricultural Preservation Areas and A-1 zoning. The rest of the agricultural land in the Town is predominantly characterized by Class 2 and Class 3 soils. The white areas on the Soils Map are Class 4 or lower quality and are almost entirely within Environmentally Significant Open Space Areas (refer to Rock County POROS Plan).

Map 2.4

**Town of Janesville
Soil Capability Classifications**



Data: USDA Rock County Soil Survey.



- Agricultural Capability Class 1
- Agricultural Capability Class 2
- Agricultural Capability Class 3

0 1
Miles



Rock County Geographic Information Systems GIS
Rock County Planning, Economic and Community Development Agency

2.7 Issues and Opportunities for Agricultural Resources

In order to preserve agriculturally productive areas the best practice is to preserve agriculturally productive soils when possible. Lone areas or (spot) developments of non-agriculture related uses within these areas cause fragmentation of farmland and should be discouraged. When scattered development occurs the negative impacts are often far-reaching and permanent for farmland owners, rural residents, taxpayers and wildlife alike.

Infill development within existing development areas should be promoted, and growth should occur outwardly from urbanized areas where the location of public infrastructure is cost efficient. The rate of desired growth in the Town should be carefully analyzed and the amount of development that is allowed to occur should match the desired growth rate. Orderly growth and development is imperative to reduce costs of infrastructure and to preserve the quality of life for Town of Janesville residents.

Land Conversion

Although most of the land in the Town of Janesville is in the A-1 Exclusive Agricultural zoning district (A-1), agricultural land is easily being converted to residential (or other non-farm uses) through rezoning to a residential district or to other agricultural zoning districts that are, in reality, being used as large lot residential. The chart below shows the amount of acreage that was rezoned out of A-1 to other zoning districts from the time that the Town of Janesville entered the Agricultural Preservation Program (1984) through 2004. This figure does not include land that was rezoned for the purpose of annexation into any other jurisdiction and only represents land that was intended to stay within the Town of Janesville. The Town of Janesville had the greatest amount of acreage taken out of A-1 for all Rock County towns with over 2,091 acres being converted. The Town of Janesville also had the greatest number of rezonings to other agricultural districts, at just under 1,360 acres. Some of the rezonings were done to conform to the current Town zoning ordinance and the actual use of the land did not change. Others were for the purpose of building residences on 3-10 acre agriculturally zoned lots.

Most alarming of all of these figures is the rezoning of nearly 703 acres from A-1 Exclusive Agriculture to Residential zoning districts. The Town of Janesville had the most amount of land rezoned to Residential districts out of any Rock County town. In fact, 45% more land was rezoned into Residential than the town with the second highest A-1 to Residential rezoned acreage. These figures show that, in the Town of Janesville, participation in the Agricultural Preservation Program alone has not been enough to control the rate at which agricultural land is being converted to other uses.

Figure 2.1
Town of Janesville
Exclusive Agricultural Zoning District Acres Rezoned
Out Of Agricultural Preservation Program
1984- 2006

A1 Rezoned To:	Primary Uses	Acres taken out of A1
Agriculture 10-35 Acres and Combined Ag Districts (A2, A2/A3)	Housing, Horse farms, Hobby farming	846.92
Agriculture 3-10 Acres (A3)		256.29
Combined Agriculture and Residential (A2/RR, A3/SFRR)		256.5
Residential (R1,RR,SFRR)	Housing, Manufactured housing	702.94
Business, Manufacturing, Special Purpose (B1)	Local business, Small industry, Gravel pits, Salvage yards, Landfills	13.67
Conservation, Commercial Recreation and Combined (C2)	Open space, Camp grounds and associated buildings	15.20
Other	Combined districts, Ag Preservation, other	0.0
Total	-	2,091.92

Source: Rock County Planning and Development Agency, 2007

Urban Sprawl

As development pressures increase, property values of agricultural land near developing areas have steadily increased. In many areas, the value of agricultural land for development is greater than the value of the land for agriculture. Land values, combined with the general uncertainties of the agricultural economy, create disincentives for farmers to stay in agriculture. Growth pressures have led to development in agricultural areas outside of urban areas. Although some agricultural landowners may want to continue farming, the economic incentive to develop the land is too great. In Rock County, this incentive has brought about a condition referred to as “urban sprawl”.

Urban sprawl is characterized by developments that are not connected to existing public infrastructure, and that take agricultural land out of production. Sprawl development is often far removed from schools, parks and recreation, workplaces and shopping destinations. Often, the rural atmosphere that attracted homeowners in the first place is the very thing that disappears as more housing is allowed to occur. In addition to affecting the rural character, urban sprawl creates more reliance on automobiles, thus increasing congestion, pollution, oil consumption and costs to the Town and its residents. The costs for extending utilities, improving roadways, constructing new schools, expanding emergency 911 operations and so forth, causes the need for more tax revenue. This is particularly true of sprawling residential development, which often costs more to service than the property taxes it generates (Transit Cooperative Research Program Report 74: Costs of Sprawl-2000).

The notion that it can be less expensive for a town to invest in preservation of agriculture and natural resources than it is to support residential development on the same amount of land should be explored at the Town level. For instance, it may be less expensive for a town to implement a small tax increase that is meant to supplement (along with matching grant programs) purchase of development rights from farmers who are willing to sell, than to invest in extension of utilities, road improvements, eventual additional school space, etc. that would be generated from the same geographical area if developed.

As residential development encroaches on ongoing agricultural operations, conflicts arise between farmers and these new residents. These conflicts include the generation of noise, lights and odor from farm operations and traffic conflicts resulting from increased automobile traffic on narrow country roads. Orderly growth and development is imperative to reduce costs and to preserve the quality of life by reducing the negative impacts of development for farmland owners, new rural residents, taxpayers and wildlife alike.

Agriculture, Economic Development, Housing, and Transportation

Issues surrounding production, local economies, housing and transportation networks that help to sustain farming are all essential topics for planning for agriculture in the Town of Janesville. It is often an uphill battle to keep farmland in active agricultural uses unless farming can remain a viable economic activity. Proactive economic development policies can help improve the economic well being of local farmers. Housing and transportation can affect the economic viability of farming operations and need to be analyzed from this point of view.

The issue of housing will also be considered from two points of view. First, new residential housing is being developed farther from the urban area, causing increased need for roads and road improvement as well as consuming agricultural land. Second, agriculture is an industry that creates housing needs for farm families and laborers who live on or work the land either permanently or temporarily.

Transportation issues such as access for agricultural suppliers, processors, service providers, etc., transportation of farm produce to local, regional, national and international markets, and safety of agricultural transportation for the general public (i.e. slow moving farm machinery on public roads) are pertinent for future planning. Discussion and policies on how to grow and sustain local agricultural business and how to meet future agriculture-related housing and transportation needs will be addressed in the Economic Development, Housing and Transportation elements of this *Plan* respectively.

Preservation vs. Property Rights

In the past, the profitability of development has brought about a basic conflict between creating and following policy that preserves farmland, and the right of landowners to do as they please with their land. Although the Federal land laws do *not* provide landowners with uncontrolled land rights, the Town of Janesville has, in the past, typically supported policy that allows each land owner broad discretion on how and when to change the use of, or develop their property (given physical constraints). In other words, in the Town of Janesville, landowner property rights typically prevail over agricultural or natural resource preservation.

Although this type of policy is often best for the individual landowner in the short run, it is more often in conflict with the common good of the community at large, including the landowner himself/herself. The disappearance of our basic life sustaining resources is a concern for everyone and should be acknowledged in our land use policies. Policy should provide for innovative methods of allowing landowners profitability from their land, while preserving this essential resource. This *Plan* aims to point out strategies, policies and programs that are available to help farmers alleviate the financial incentives to convert large portions of agricultural land to other uses.

Various tools exist to promote preservation including use value assessment, zoning, conservation easements and Purchase or Transfer of Development Rights programs. Other strategies such as cluster and conservation developments ensure that less land will be used when new housing is developed. Zoning and density regulations, as well as policy guiding the rate of growth can have a powerful effect on how development occurs within the Town. These tools and others will be examined further at the end of this Element because of their applicability not only to agricultural resources, but also to natural and cultural resources. Descriptions and discussion of various implementation tools will be presented in at the end of this Chapter in the section entitled “Strategies for Agricultural, Natural and Historic/Cultural Resource Protection”.

Agriculture and Nature

Here in southern Wisconsin, agriculture is often interspersed with or in close proximity to other natural resources. The special interconnectedness of these resources makes it necessary to analyze and manage them as a whole, rather than as separate planning issues. It makes sense to analyze agriculture as it affects and is affected by natural resources.

Agriculture has long been valued not only for its productive and economic qualities, but also for its ability to provide visual open space. Land that is zoned agriculturally often includes natural areas that are valuable for their ability to provide continuous areas of cover and passage for wildlife. With these assets in mind, contiguous agricultural areas should be encouraged and preserved. Agricultural land should also be considered for its ability to buffer important natural resources from areas of development where a change in landscape, water drainage and human activity itself can threaten some natural resources. With these assets in mind, contiguous areas of open agricultural land should be encouraged and preserved.

Agriculture should also be considered for its role as a source of non-point water pollution. Agricultural run-off is one of the biggest contributors to surface and groundwater contamination primarily in the form of nitrates and phosphorus from fertilizers. It is important to be sure that agriculture does not harm other important natural resources. This issue can be addressed through careful agricultural management and

conservation practices. There are opportunities available for educational and monetary assistance to farmers who are operating near water sources and wish to reduce the negative affects of their operation on the environment. Surface and groundwater issues will be explored further in the Natural Resources portion of this Element.

With these issues in mind, an inventory of natural resources as well as common tools, strategies and programs for conservation and/or preservation of agricultural, natural and cultural resources will be explored within this Chapter.

Annexation

It would be remiss to plan for agricultural in the Town of Janesville without acknowledging the issue of annexation by neighboring cities. Some of the consumption of farmland in the Town does not occur because of Town policy, but because of annexation beyond the control of the Town. It is the right of landowners living in areas contiguous to a neighboring city to request annexation and then to develop their land. This process is usually imminent for the farmers because surrounding uses make it difficult or impossible to farm, and because of the overwhelming economic incentive to allow the land to be developed. It is with these issues in mind, that constant and continuous discussion, cooperation and identification of common values and possible solutions be sought after between cities, County and the Town regarding appropriate growth, development and land preservation.

2.8 Agricultural Resources Goals, Objectives and Policies

Goal 1:

Preserve, protect and responsibly manage all agricultural resources identified in this and other plans that pertain to the Town of Janesville.

Objective 1.1:

Develop Town of Janesville policies and mechanisms for effective preservation and management of agricultural land.

Supporting Policies:

- 1.1.1 The Town of Janesville may promote conservation and preservation of farmland through consistent, well thought-out development practices.
- 1.1.2 The Town of Janesville may accommodate limited, well-planned, coordinated growth that will not interfere with agriculture or environmentally significant areas.
- 1.1.3 The Town of Janesville may promote voluntary preservation of agricultural land through involvement in the Agricultural Preservation Program.
- 1.1.4 The Town of Janesville may create development policy that will establish clear, concise rules about how development (especially residential) will occur.
- 1.1.5 The Town of Janesville may create development policy that identifies suitable areas for development based upon, for instance, soil quality, productivity, presence of natural features, proximity to urban services and other appropriate objective measures.
- 1.1.6 The Town of Janesville may consider developing a Land Evaluation and Site Assessment program to evaluate those features in Policy 1.1.5 and/or other features.
- 1.1.7 The Town of Janesville may consider researching, analyzing and marketing new and innovative ways to preserve farmland, not only for landowners and people within the Town, but for the well being of all residents of the region.
- 1.1.8 The Town of Janesville may analyze and consider the effects of development on all agricultural resources present at the development site and any off-site areas that might be affected by that development.
- 1.1.9 The Town of Janesville may be knowledgeable about, and carefully consider all possible alternatives to development of agricultural land.
- 1.1.10 The Town of Janesville may create a **Subdivision or Conservation Subdivision Ordinance and/or a Cluster Development Ordinance** with clear criteria for development that requires maximum protection of agricultural, natural and open space resources.
- 1.1.11 The Town of Janesville may support and make decisions that are consistent with the Rock County Land Division Ordinance.

- 1.1.12 The Town of Janesville may amend the **Zoning or Subdivision Ordinance** to establish clear, defensible standards for the division and rezoning of land in areas designated for agricultural use on the *Future Land Use Map* (see Map 5.5).
- a. Maintain the 35-acre minimum lot size for agricultural uses.
 - b. Maintain A-2 and A-3 zoning
 - c. Raise minimum lot sizes
 - d. Require review of all land divisions of 15 acres or less.
 - e. Establish maximum residential densities in all agricultural districts.
 - f. Lower maximum lot sizes for residential districts.
 - g. Lower the maximum allowable lot size for residential uses on separated lots in exclusive and general agricultural zoning districts.
 - h. Require proposed housing to be clustered in such a way as to conserve agriculture and natural resources.
 - i. Slow the rate of development within the Town by enacting policy on maximum number of building permits allowable per year
 - j. Reduce farmland fragmentation with driveway regulations.
- 1.1.13 The Town of Janesville may use **Planned Unit Development (PUD)** overlay zoning for residential subdivisions in order to implement agricultural land preservation goals, where deemed appropriate.
- 1.1.14 The Town of Janesville may consider reviewing and revising the **Sign Ordinance** as needed to preserve the “rural character” of the landscape.
- 1.1.15 The Town of Janesville may consider adopting and implementing a **Landscape Ordinance**.
- 1.1.16 The Town of Janesville may consider adopting a Telecommunications Towers and Antennas Ordinance as needed to preserve the “rural character” of the landscape.
- 1.1.17 The Town of Janesville may adhere to the goals, objectives and policies of the Rock County Agricultural Preservation Plan 2005 Update dated December 15, 2005 (see Appendix E) except where Town goals are more restrictive.

Objective 1.2:

Whenever feasible, communicate and plan with neighboring communities to the greatest extent possible to ensure the protection of the Town's agricultural resources through cooperative efforts.

Supporting Policy:

- 1.2.1 The Town of Janesville may meet with neighboring cities and towns to promote discuss the viability of regional preservation programs such as Purchase of Development Rights and/or Transfer of Development Rights programs, groundwater protection criteria and areas, etc.
- 1.2.2 The Town of Janesville may participate with Rock County to hold education workshops and to aide in the distribution of written material for farmers, developers, landowners and the general public on options and alternatives to development (including, but not limited to PDR/TDR).
- 1.2.3 The Town of Janesville may attempt to make decisions that are consistent with the Rock County Land Divisions Ordinance.

Goal 2:

Maintain agriculture as an important economic activity and open space resource in the Town of Janesville.

Objective 2.1:

Encourage and promote innovative and value-added farming practices.

Supporting Policies:

- 2.1.1 The Town of Janesville may provide information on innovative farming ideas or direct interested individuals to helpful organizations and resources.
- 2.1.2 The Town of Janesville may direct farmers to information regarding assistance programs, conservation practices, niche farming, organic farming, alternatives to development, etc.
- 2.1.3 The Town of Janesville may consider investigating the need, desire and acceptable location for a community farmer's market (i.e. Town Hall Saturday mornings).
- 2.1.4 The Town of Janesville may consider developing clear policies and procedures under which value-added agricultural ventures can be encouraged and allowed.

Objective 2.2:

Consider implementing Purchase of Development Rights and Transfer of Development Rights programs in the Town of Janesville.

Supporting Policies:

- 2.2.1 The Town of Janesville may participate in and/or give support for researching a design, presenting scenarios and conducting a survey, if necessary, of Town and/or Rock County residents to determine the desire for a Land Evaluation and Site Assessment system (LESA) to specifically evaluate and identify areas for preservation, PDR and/or TDR programs.
- 2.2.2 The Town of Janesville may participate in the development of Purchase of Development Rights (PDR) and/or TDR programs at the Town or County level.
- 2.2.3 The Town of Janesville may encourage, support and participate in the creation and implementation of PDR and/or TDR programs in the Town of Janesville and/or other jurisdictions where such programs are desired.

2.9 Conclusion

The best practice is to preserve farmland whenever possible. It is important to be knowledgeable about, and carefully consider all possible alternatives to development of agricultural land. In the process of pinpointing what the values and priorities for the Town should be, the only way to truly affect change is to write standards that uphold those values and priorities into zoning, subdivision or land division ordinances, and follow them consistently. New and innovative ways to preserve farmland, not only for landowners and people within the Town, but for the wellbeing of all residents of the region, should be carefully researched, analyzed and marketed. The Town of Janesville should take the lead in changing the view of how agricultural and natural resources affect the region and work toward changing the way that governmental units work together for the betterment of all. Changing the way that land has been managed is often controversial and emotional, however, with careful research, development and implementation of new ideas and policies, the Town of Janesville can improve and preserve the economic viability and quality of life for all citizens.

Chapter 2, Part II: Natural Resources

2.10 Overview

Why plan for natural resources? A simple answer is that environmental health, measured by the quality and quantity of natural resources, is a cornerstone to the quality of life.

Understanding exactly what natural resources exist in the Town of Janesville, why they are important, and the measures needed to insure their quality helps to set the stage for future development decisions. Providing for methods of analysis and preservation of natural resources that ultimately impact the health and welfare of current and future Town of Janesville residents that share and will inherit the use of the land is of vital importance. Having thorough, documented knowledge of what currently exists on the land suggests advantages and disadvantages for particular land uses and leads to more conscientious use of land. The following inventory of natural resources can be used as a guide to prevention of environmental destruction that if ignored, could present high cost in loss of quality of life to Town of Janesville residents.

2.11 Existing Plans and Policies

Parks, Outdoor Recreation and Open Space Plan

In October of 2003 the Rock County Board adopted the Parks, Outdoor Recreation and Open Space (POROS) Plan. One element of this plan is protection of Environmentally Significant Open Space. According to policies of the POROS Plan, there are fourteen physical characteristics in the County that are to be protected. Though prime agricultural land is not included outright as one of the fourteen elements, there are lands utilized for agriculture that are listed such as wetlands, hydric soils, depressions, groundwater recharge areas, and so forth.

By protecting areas defined as Environmentally Significant Open Space, construction is restricted on a sizeable amount of the County's agricultural land. The policies of the POROS Plan, if consistently enforced, will encourage compact, conservation developments, helping to maintain natural areas in the unincorporated County.

Plans included as part of the POROS Plan:

Rock County Parks and Recreation Plan
Rock County Bicycle and Pedestrian Routes and Trails Plan
River Trails Plan
Snowmobile Trail Plan
Scenic Drives and Views Plan
Rock County Ice Age Trail Corridor Plan
Environmentally Significant Open Space Areas Map
Capital Improvements Program

Environmentally Significant Areas

Many “components” of the natural environment can be identified as “environmentally significant” such as stream corridors, floodplains, wetlands, high slopes or areas susceptible to erosion, areas with shallow depth to bedrock, kettles, and areas containing wet (hydric) soils. Once an environmentally sensitive area is developed, it can very rarely revert back to its “natural” state. Alternatively, the conservation of these environmentally significant areas preserves and can even maintain or improve surface and groundwater quality, can reduce risks from flooding, protect wildlife and maintain the scenic landscape and rural character of the Town. Development is essentially irreversible and is accelerating in the Town of Janesville, Rock County and nationally. This means that landowners, citizens, and politicians are the last line of defense to protect areas of environmental sensitivity and significance.

Rock County has analyzed and defined fourteen environmentally significant natural features that are identified for protection in its POROS (Parks, Outdoor Recreation and Open Space) Plan. These areas are termed “Environmentally Significant Open Space Areas” (ESOSAs). Included in the ESOSAs are features that must be protected and monitored according to state or federal mandate. Those regulations are administered by Rock County to the minimum standards currently required by law. Only those ESOSA features (indicated in bold lettering) that pertain to the Town will be described in the following sections in the order they are numbered below (see Map 2.5, next page). Environmental features presented in this Chapter that are present in the Town but that are *not* elements of ESOSAs, are indicated by plain text.

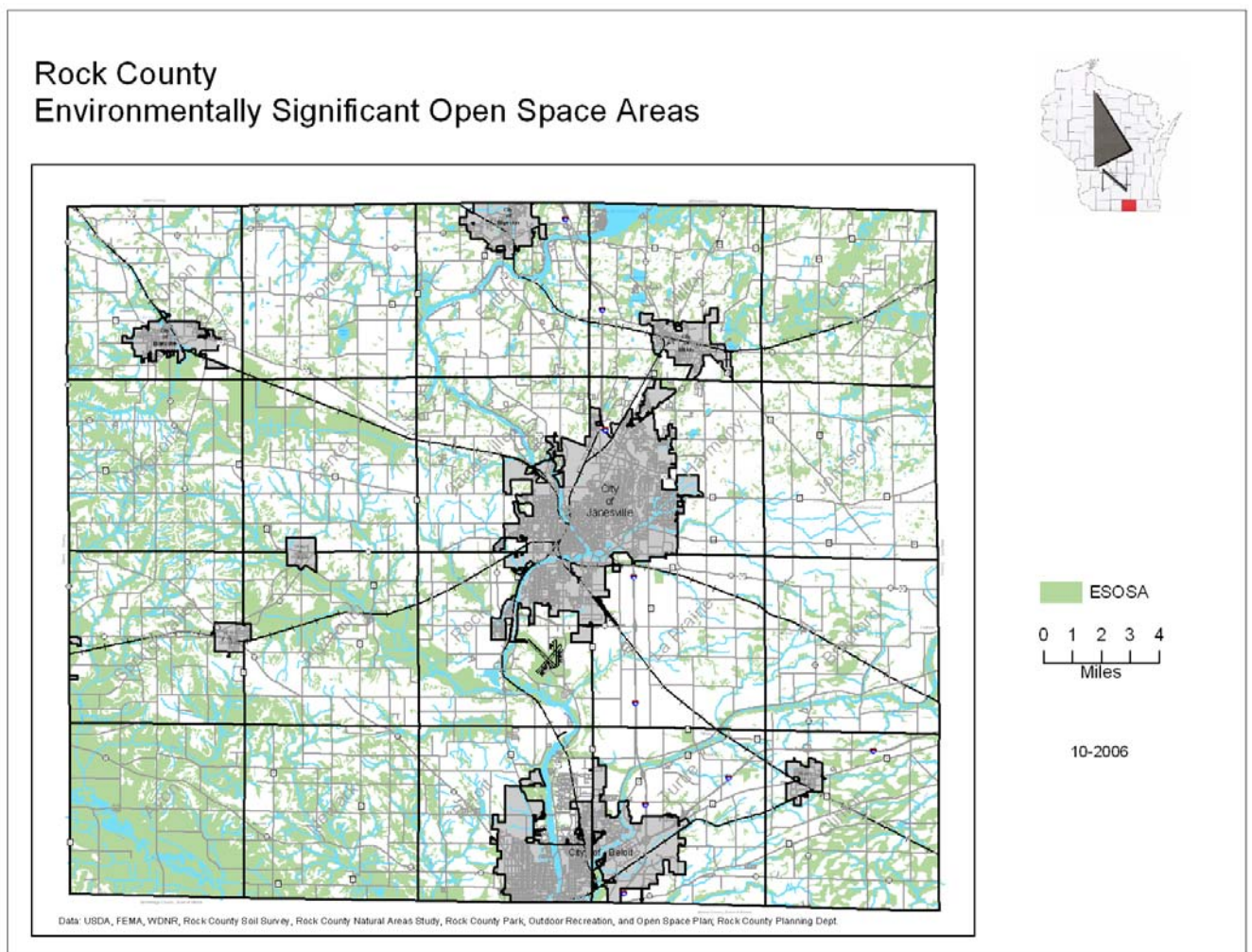
State or Federally protected natural features:

1. **Surface Water**
2. **Shoreland setback areas**
3. **Wetlands**
4. **Floodplains**

Additional Rock County Environmentally Significant Open Space (ESOSA) features
(Bolded items are components of ESOSA; plain text items are addressed as Town concerns):

5. Drainage Basin and Watersheds
6. **Potential Groundwater Protection Areas** (areas where there is less than three feet to groundwater or bedrock)
7. **Hydric soils** (wet soils that probably were wetlands at some time)
8. **Kettles and depressional areas** (low surface drainage, unique plant and animal communities, pollutants in storm water may threaten groundwater in these areas)
9. **Steep slopes** (slopes greater than 12%)
10. Hilltops and Viewsheds
11. **Natural areas** (pre-settlement vegetation and native ecology)
12. Threatened and Endangered Species
13. Fish and Wildlife Habitat
14. Forests, Woodlands and Valued Trees
15. Non-Metallic Mine Reclamation
16. **Parks and Open Space** (Town and County)
17. Ice Age Scenic Trail

Map 2.5



Although policies affecting ESOSAs are currently in effect in the Rock County POROS Plan (see Appendix G), if the Town of Janesville sees fit to put more restrictive standards into effect to assure the level and longevity of protection desired for those resources, it may do so. It is recommended that the Town create its own Town Environmentally Sensitive Areas (TESAs) to confirm or tighten the ESOSA standards and add any additional features that are in need of protection in the Town.

2.12. Inventory of Natural Resources

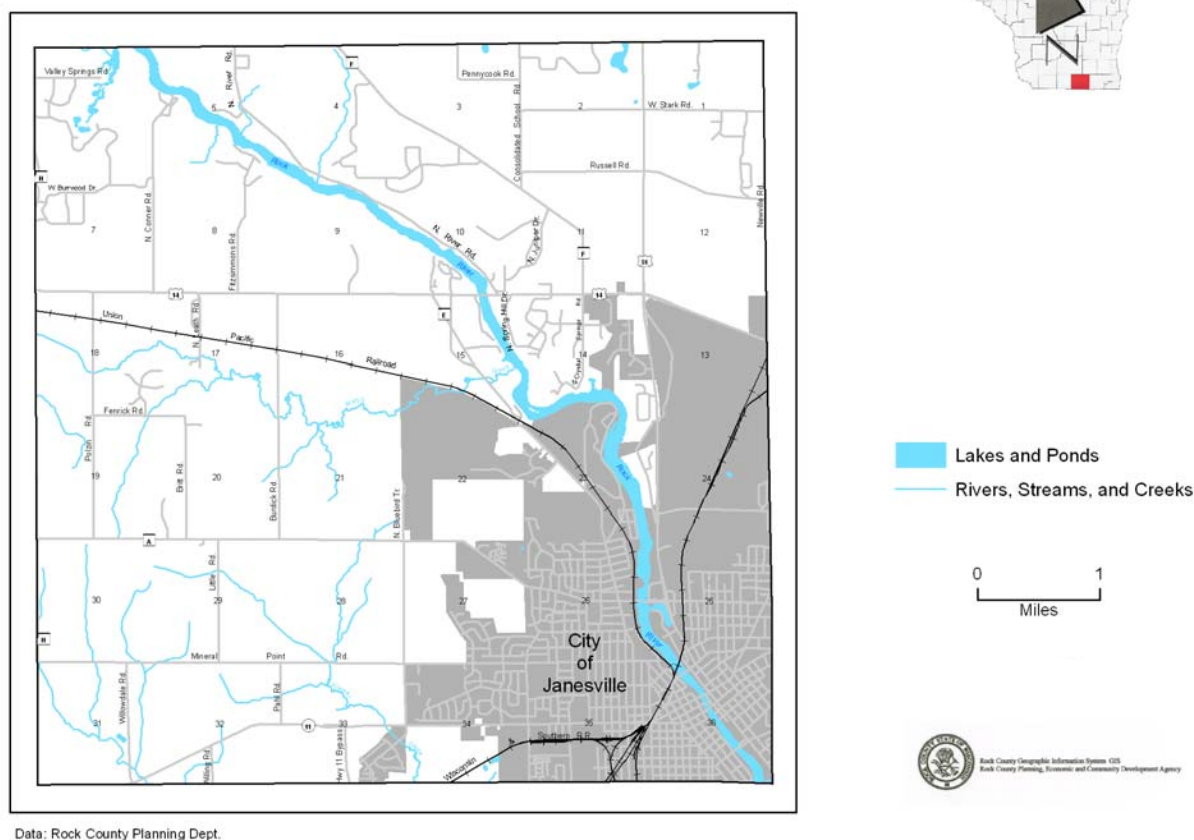
1. Surface Water

Rock County surface water mapping includes delineation of all lakes, ponds, detention and retention basins, rivers, and streams. Surface water accounts for a significant portion of the total land area in the Town of Janesville. Because of the large amount of surface water in the Town, it is one of the most important natural resources to recognize and analyze for quality and the need for protection (see Map 2.6, next page).

The primary body of water in the Town of Janesville is the Rock River. The Rock River Drainage Basin is the largest major drainage basin in southern Wisconsin. Two creeks, Fischer Creek and Marsh Creek, define the landscape in the Southern portion of the Town, however, agricultural runoff and large fluctuations in high and low flow periods preclude recreational use. There are also several unnamed streams, creeks, and ponds. The ponds in the Town of Janesville are predominantly old kettle lakes that formed in the depressions left by the glaciers, also known as seepage lakes. Seepage lakes are controlled by two factors, surface water runoff and groundwater, groundwater being the predominant control of water levels. Because seepage lakes have no visible outlet, they can easily become a pollution sink. It is recommended that this type of surface water be monitored for a potential groundwater protection area.

Map 2.6

Town of Janesville Surface Water



The Rock River flows into the Town of Janesville from Lake Koshkonong, which is located at the Rock, Dane and Jefferson County line. Lake Koshkonong, although not located directly in the Town of Janesville, is a regional water feature that provides recreational opportunities for people from all over Rock County. Just as it is important for those up-stream to consider the effects of farming and development on surface water quality for the Town of Janesville, it is important for the Town to consider those down-stream as well, when making farming and development decisions. Currently, Lake Koshkonong and the Rock River are on the Federal EPA list (303d) of impaired waters.

Wisconsin's Outstanding and Exceptional Resource Waters Program (ORW/ERW) is designed to help maintain the water quality in Wisconsin's cleanest waters. A water feature designated as an "outstanding resource" is defined as a lake or stream that has excellent water quality, high recreational and aesthetic value, high quality fishing and is free from point source or non-point source pollution. A water feature designated as an "exceptional resource" is defined as a stream that exhibits the same high quality resource values as an "outstanding resource" water feature, but which may be impacted by point source pollution or has the potential for future discharge from a small sewer community. There are no outstanding or exceptional water resources currently existing in the Town Janesville.

2. Shoreland Areas

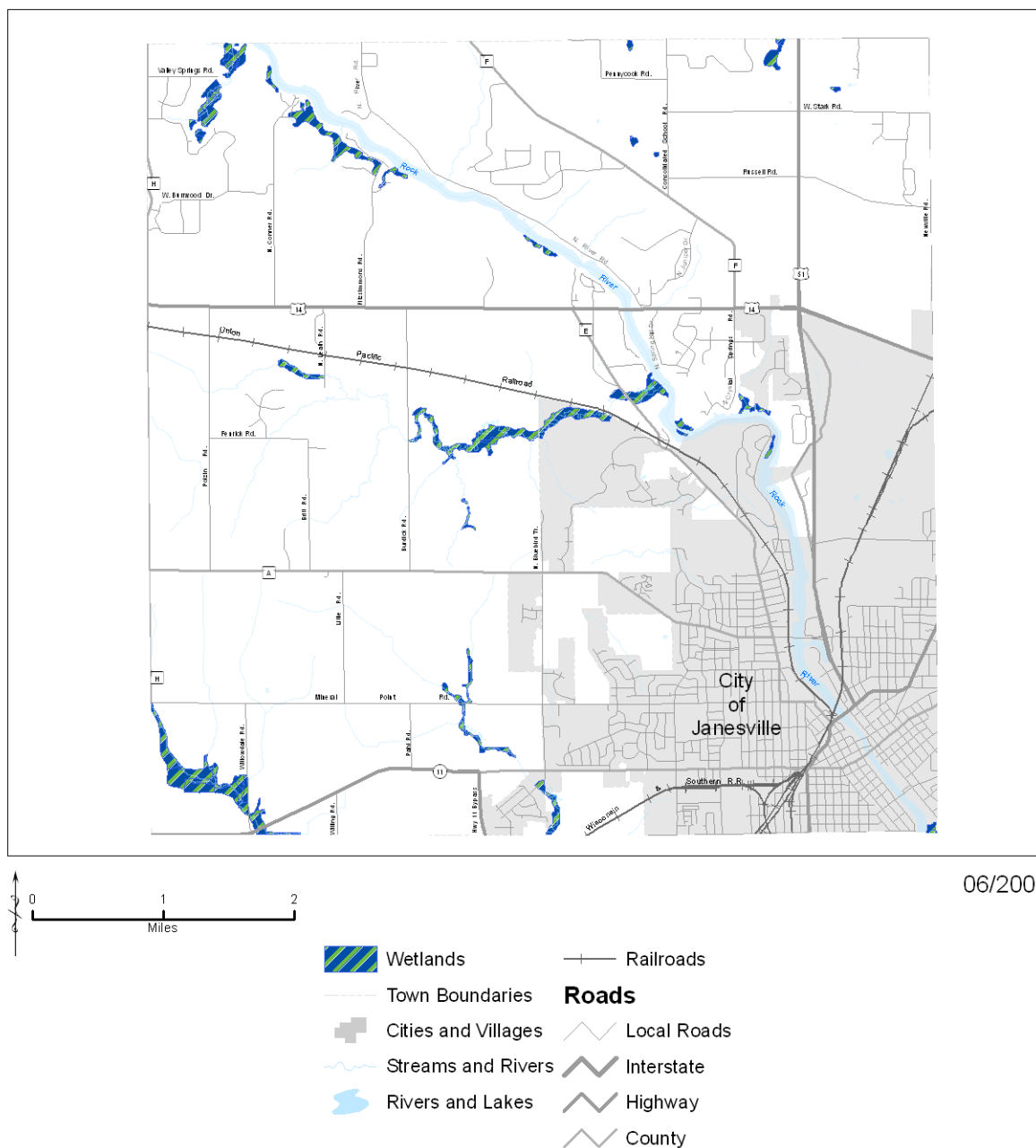
Under Wisconsin State Statute 59.692, Rock County administers a Shoreland Overlay District. The uses and standards established under the district apply to land within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages and within 300 feet of the ordinary high water mark of rivers or streams or to the landward side of the floodplain, whichever distance is greater. The Overlay District prohibits any construction within 75 feet of the ordinary high water mark and these areas are included as ESOSA features. This regulation applies to the Town of Janesville along the Rock River as well as the other rivers, streams and floodplains within the Town. According to Wis. Statute 281.31, this district limits certain development activities in order to "further the maintenance of safe and healthful conditions and prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and land uses; and preserve shore cover and natural beauty." Although the Town does not have the ability to reduce the 75-foot buffer zone restrictions on development in these areas, it may increase the size of the buffer zone through code changes, if desired.

3. Wetlands

Wetlands are those areas where water is at, near, or above the land surface long enough to support aquatic or hydrophilic vegetation or which have soils indicative of wet conditions. They are currently protected under state administrative code NR115. Wetlands support unique flora and fauna and are of limited direct human use. The Town of Janesville has several designated wetlands, many of which are associated with the Rock River, Marsh Creek and Fischer Creek (see Map 2.7, next page).

Once viewed as wasteland, useful only when drained for agriculture or filled for development, wetlands are now understood to provide substantial and irreplaceable benefits for people and the environment. By filtering pollutants, nutrients, and sediments, wetlands help protect water quality in our lakes, rivers, streams and wells. Storing runoff from heavy rains and snowmelts, wetlands reduce flood damage. Wetlands provide for recreational opportunities by providing essential habitat for fish, waterfowl and a variety of other animals. Acre for acre, wetlands usually support a greater variety and number of animals than any other biotic community. Acting as a shoreline buffer, wetlands protect against erosion from waves and currents. By providing beautiful, natural open spaces, wetlands enhance quality of life, property values and tourism.

Map 2.7
Wetlands



06/2009

Data Sources: Rock County Planning and Development Agency and Wisconsin Department of Natural Resources.

4. Floodplains

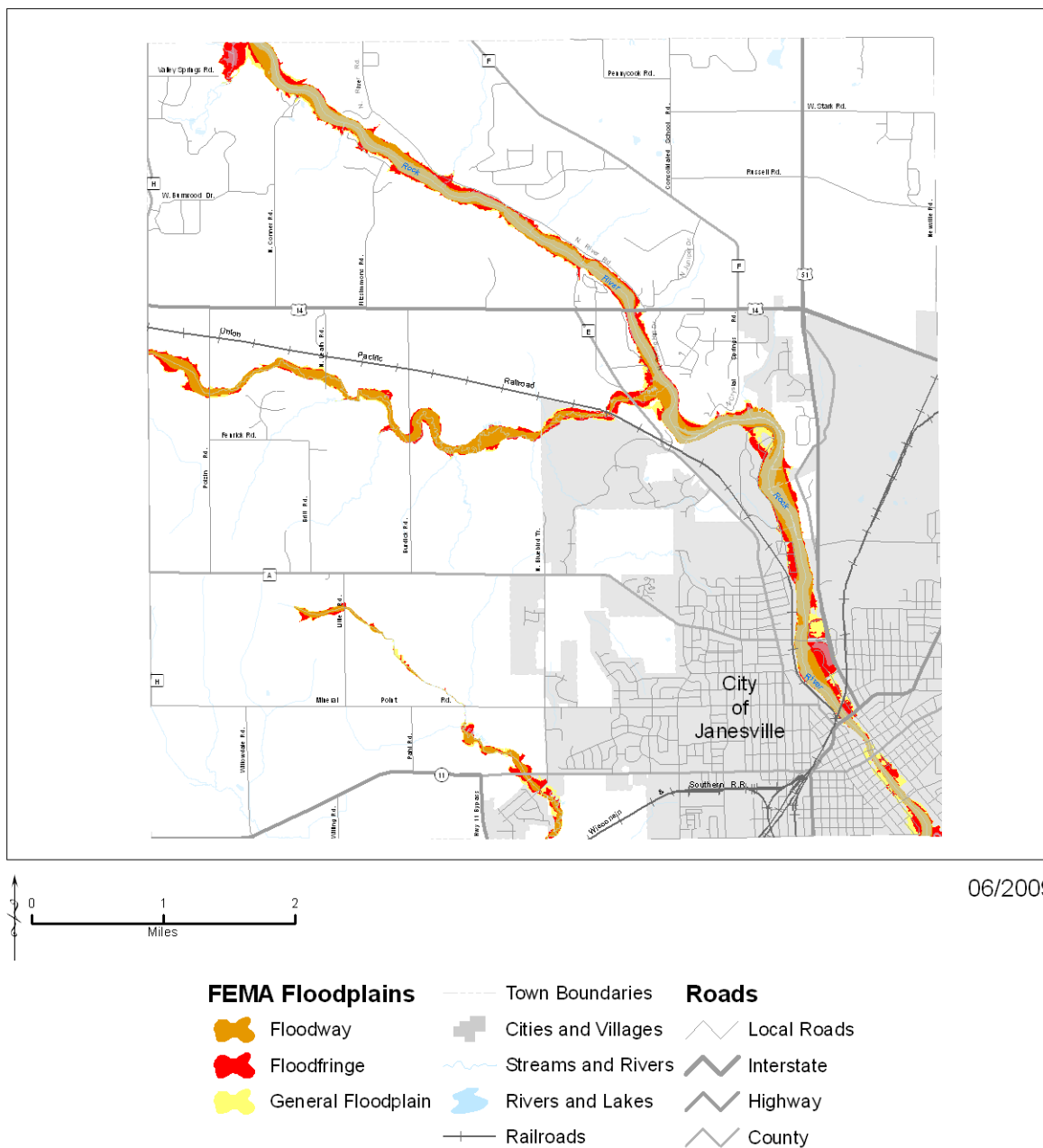
A regional flood, sometimes called a 100-year flood, is based on historical data and describes a flood that is expected to have a 1% chance of occurring in a given year. A “floodway” is the channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The “floodfringe” is that portion of the floodplain outside of the floodway which is covered by flood waters during the regional flood and associated with standing water rather than flowing water.

Floodplains are lands that have been, or may be, inundated with water during a regional flood. It includes the floodway and the floodfringe and may include other designated floodplain areas for regulatory purposes (Map 2.8, next page). Floodplains also serve as important natural functions, serving as buffers, wildlife corridors, and recreational areas. The concept that development should avoid floodplains seems almost self-evident, yet these areas, even when accurately identified, continue to attract homeowners and developers because of their proximity to a water resource.

Floodwaters need not to be fast or deep to quickly damage homes, businesses, or landscapes. Public facilities such as wells, sewage treatment plants, and roads can quickly be rendered unusable and unsafe. With continuing urbanization within the river basin and increasing runoff from impervious surfaces, floods are likely to continue. Flooding along the Rock River and its tributaries has occurred frequently at significant cost to citizens and homeowners.

Chapter 32, Rock County Code of Ordinances establishes Floodplain Zoning administered by Rock County. Required by 87.30 (1) Wisconsin State Statutes, this ordinance provides for the identification of floodplains within the County and establishes development limits. Additional information regarding floodplains and their management can be obtained within the Rock County Natural Hazard Mitigation Planning Manual and Plan published in September 2004 by the Rock County Planning, Economic and Community Development Agency in cooperation with the Rock County Department of Emergency Management.

**Map 2.8
Floodplains**



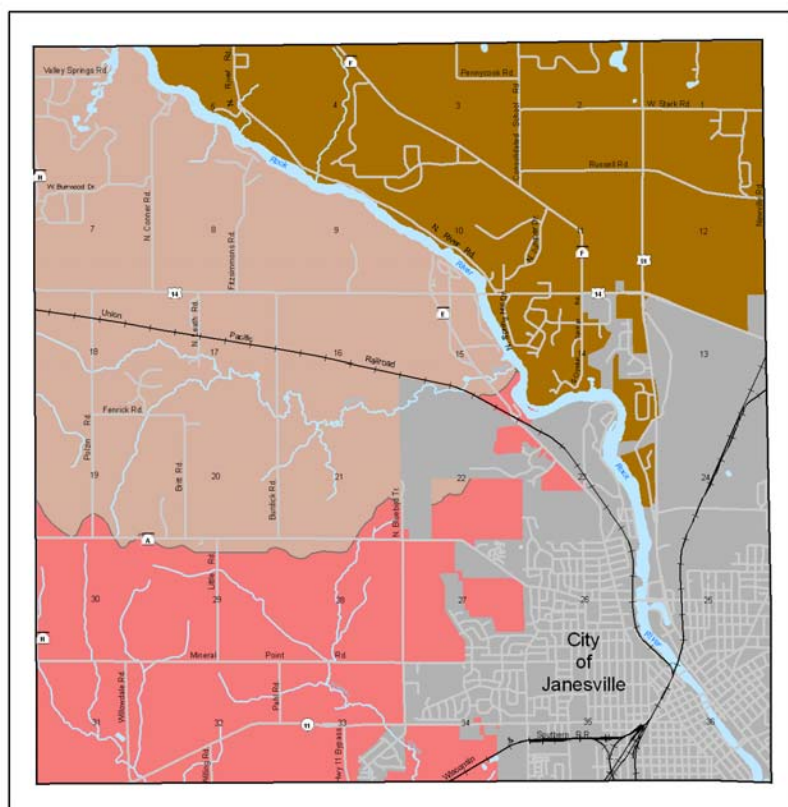
Data Sources: Rock County Planning and Development Agency, Wisconsin Dept. of Natural Resources, Federal Emergency Management Agency.

5. Drainage Basin and Watersheds (Not an element of ESOSA)

The Wisconsin Department of Natural Resources delineates water quality management units known as basins, which are further divided into watersheds. The Town of Janesville lies within the Lower Rock River Basin. The Town is then split into three distinctive watersheds; the portion lying primarily to the north of the City of Janesville, is in the Rock River/Milton Watershed, south of there and to the west of the City of Janesville is the Marsh Creek Watershed (see Map 2.9). The lower third of the Town is in the Bass Creek Watershed. These watersheds have differing characteristics that may suggest different management practices for the protection of ground and surface water. The Bass Creek watershed has a high susceptibility for groundwater contamination and the Rock River/Milton and Marsh Creek Watersheds both have medium susceptibility to groundwater contamination. These areas should be taken in to account when considering protection of groundwater at the Town level. Various management and conservation programs and assistance may be available to landowners within these watershed areas.

Map 2.9

Town of Janesville Watersheds



Data: WDNR



Watersheds

- Bass Creek
- Marsh Creek
- Rock River/Milton

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Miles

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Rock County Geographic Information Systems GIS
Rock County Planning, Economic and Community Development Agency

6. Groundwater Protection Areas

Each of the watersheds discussed above have unique issues associated with surface and groundwater quality. According to the Land and Water Resource Management Plan (Rock County Land Conservation Department, 2004) activities associated with increasing the productivity of agricultural land, stream chenalization, draining and/or altering of wetlands, increased runoff that carries soil particles, nutrients, and pesticides to surface water have created challenges for the maintenance of groundwater quality. Groundwater quality is potentially further reduced by excessive use of nitrogen for crop production, improper lawn fertilization and improperly functioning septic systems.

Private wells provide all of the drinking water for the Town of Janesville. The water in these wells comes entirely from sub-terrainian aquifers that are recharged almost entirely from locally occurring precipitation. This fact gives the Town of Janesville control over, and responsibility for, their groundwater and ultimately, drinking water. Unfortunately, contamination of groundwater in any one town can possibly affect the quality of water for a great many people beyond the governmental boundaries. High levels of nitrites, primarily from agricultural sources have been measured in County public water supplies.

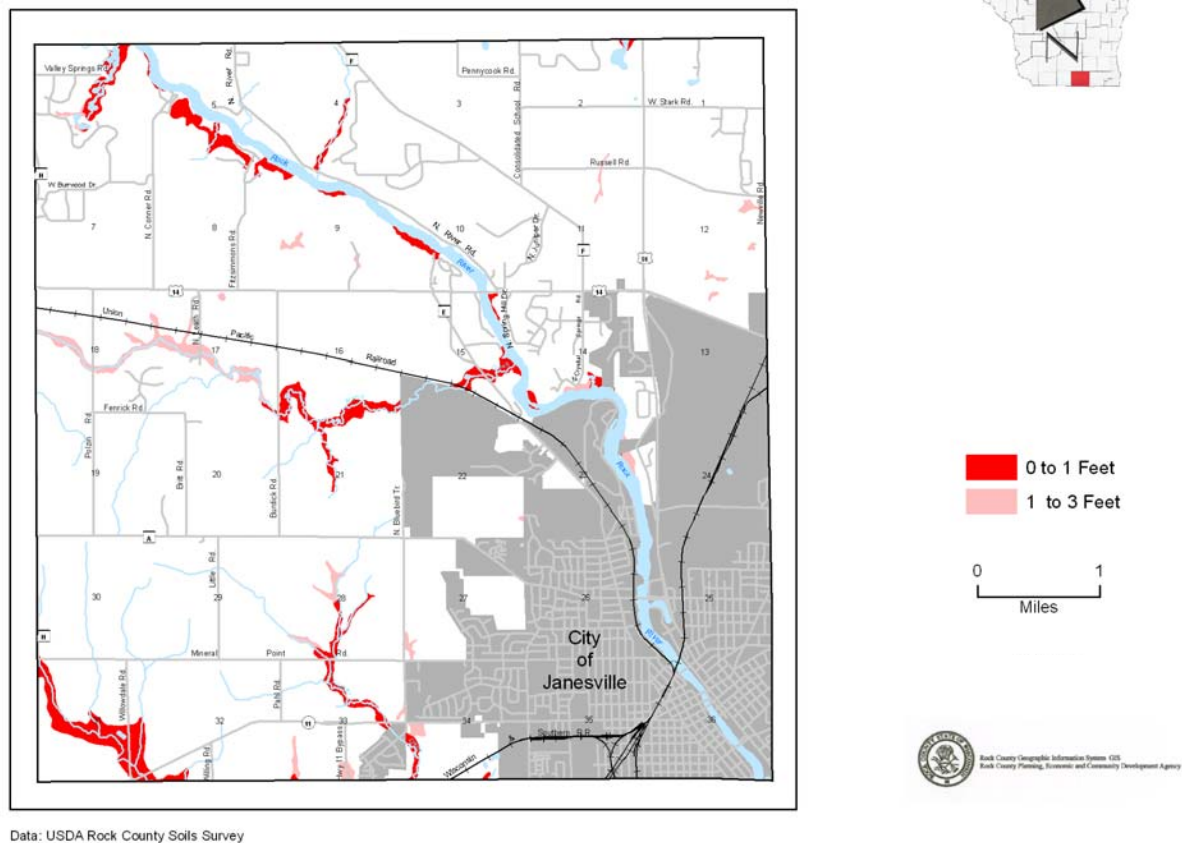
As noted in the report, "Groundwater Protection Principles and Alternatives for Rock County, Wisconsin" the county's (including the Town of Janesville's) "...aquifers are close to the land surface, and their limited natural protection make them vulnerable to pollution. Pollution can come from a wide variety of sources, including agriculture, chemical storage on or below the land surface, and discharges of wastewater from septic systems. " Localized examples of groundwater pollution have occurred, some costing millions of dollars to stabilize. Recognizing that it is much easier, healthier and less expensive to protect water supplies than to remove pollutants, land use controls provide an opportunity to protect this valuable resource.

Map 2.10 (next page) shows several areas in the Town of Janesville, especially along the rivers and streams that have very shallow (less than three feet) depth to groundwater. This shallow depth to groundwater is at greater than usual risk for contamination by outside pollutants, and is therefore worthy of protection. Managing these areas to pose the least threat to the water supply would require limiting development and the associated run-off as well as monitoring and directing agricultural run-off. Following is a description of the issues concerning groundwater throughout Rock County.

Although all of Rock County is fortunate to have an abundant supply of groundwater, long-term planning is needed to assure that increasing demands do not deplete the groundwater. It is estimated that the County consumes 20 million gallons of groundwater per day. This rate of groundwater use is the third largest in the state (Dane County uses 48 million, and Waukesha County uses 27 million gallons a day, *USGS statistics estimates*). Evidence in neighboring counties of Dane and Walworth have identified considerable drawdown of the water table in some locations. Rock County may be susceptible to some of these same influences as water demands increase, especially in areas with large numbers of high capacity wells, and areas with increased demand on the sandstone aquifer. Monitoring of potential depletion should be conducted to evaluate possible adverse impacts.

Map 2.10

Town of Janesville Depth to Groundwater



Over one quarter of private wells tested in Rock County exceed the health enforcement level of 10 mg/liter for nitrate-nitrogen. Nitrates are present naturally in groundwater at low levels, but can be elevated due to leaching of agricultural fertilizers, livestock manure, lawn fertilizers or septic system. High nitrate levels have a significant economic impact on the residents of Rock County. Well owners with high nitrates often need to install costly treatment systems or potentially install new deeper wells costing thousands of dollars each. Municipalities faced with high nitrates have had to replace high capacity sand and gravel wells with multiple low producing sandstone wells at costs in the millions of dollars. Options available to reduce nitrate impacts include nutrient management plans for agricultural lands, septic system design and maintenance programs, locating new developments in areas with sewer service, and land preservation. In cases of already identified high nitrate areas, the designation of special well casement areas could assist in ensuring that new wells will be constructed in a manner to avoid high levels of nitrates.

The second leading cause of unsafe wells in Rock County is bacterial contamination. Every year 15% to 30% of private wells in Rock County test positive for bacteria. In most cases, the contamination is related to poor well construction issues, especially the existence of well caps that are not vermin proof. In most cases, bacteria problems are localized to an individual well, however in some cases, local geology and land use can have a broader impact on bacteria contamination of wells. Annual testing can identify this problem and in areas of

chronic problems, and special well casement areas can promote the safe construction of new wells in impacted areas.

Other known or potential sources of groundwater contamination include underground storage tanks, pesticide applications, salvage yards, solid waste disposal sites, pharmaceutical wastes, and spills of hazardous substances. Programs such as residential and agricultural clean sweeps and pharmaceutical drug collection programs assist the community in removing chemicals from potentially ending up in the waters of the Town of Janesville.

It is estimated that there may be over 500 wells in Rock County that are no longer in use but have not been properly abandoned. These wells pose as a potential risk as direct conduits for contamination to enter the groundwater. A Town supported County well abandonment ordinance along with cost sharing for proper abandonment should be utilized to eliminate these wells.

Educating the public about groundwater concerns is an essential tool in reducing negative impacts to the groundwater of the Town of Janesville. Well testing programs and Town supported community awareness are needed as tools to prevent further degradation of the groundwater.

Policy at the town level can have an affect on the quality and quantity of groundwater. When possible, avoiding one or more of the following aspects related to naturally occurring groundwater can help minimize its contamination and maximize recharge: avoid planning new buildings, driveways, roads/highways, and parking lots in areas that will significantly increase the amount of runoff water that will divert towards streams, rivers, and, lakes that would otherwise become groundwater. Such development tends to increase the amounts of petroleum, heavy metals, street salt and other pollutants that reach the water table by one conveyance method or another. New homes that depend on septic tanks increase the organic wastes reaching the shallow aquifer. This has happened in place where the bedrock is only feet beneath the surface. The Town should review each new development for possible effects on groundwater by noting depth to groundwater, rechargability of soils on the site, direction of run-off flow and proximity to surface water and kettles.

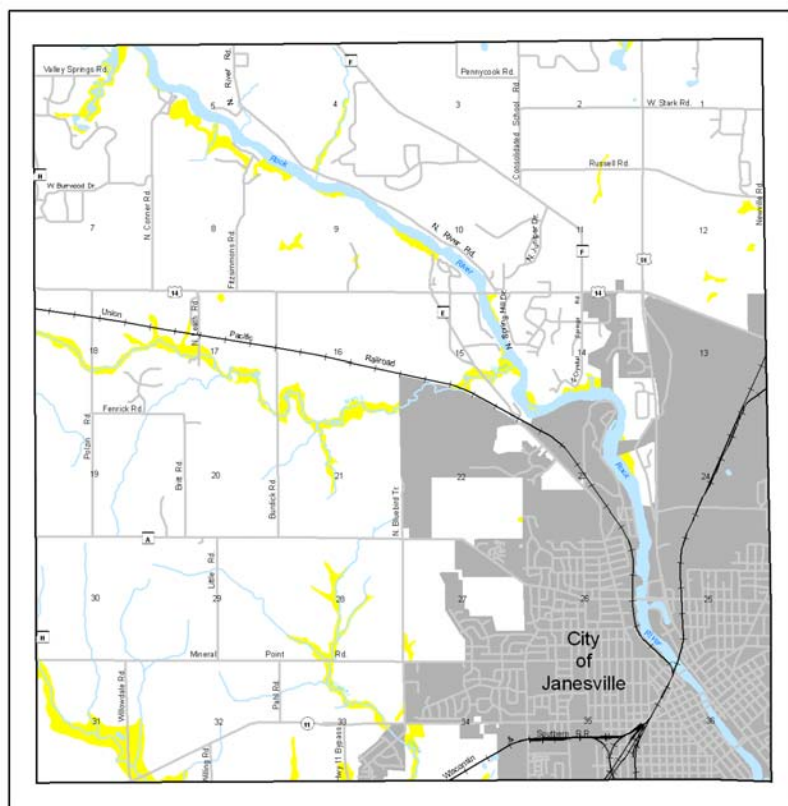
Although groundwater protection is described as a feature in the Rock County POROS plan, there are no measurable policies currently available to ensure the protection of groundwater at the County or Town level (i.e.: the use of monitoring wells for measuring depth of groundwater). In order for the Town of Janesville to ensure protection, it is recommended that it incorporate protection standards into its ordinance.

7. Hydric Soils

Hydric soils are formed under conditions of saturation, flooding, or ponding long enough during the growing season to develop anaerobic conditions. The presence of hydric soils are one of the criteria, along with hydrophilic vegetation and wetland hydrology, which are required to exist before an area can be classified as a wetland. Although human activities, such as ditching, tiling, and grading, can remove enough moisture in many places to permit farming, true hydric soils are not conducive to development activities. Development on hydric soils is currently regulated as an element of ESOSA as they have been defined and identified in the "Soil Survey for Rock County, Wisconsin." There is significant overlap between the area identified as hydric soil and that of wetlands, however, each inventory is derived from a different source and represents the best data available at the time of writing. By using both, we are more assured of better identification of areas that merit special consideration. In the Town of Janesville, hydric soils mainly appear along the major creeks and the Rock River (see Map 2.11).

Map 2.11

Town of Janesville Hydric Soils



Data: USDA Rock County Soil Survey, Rock County Planning Dept.



 Hydric Soils

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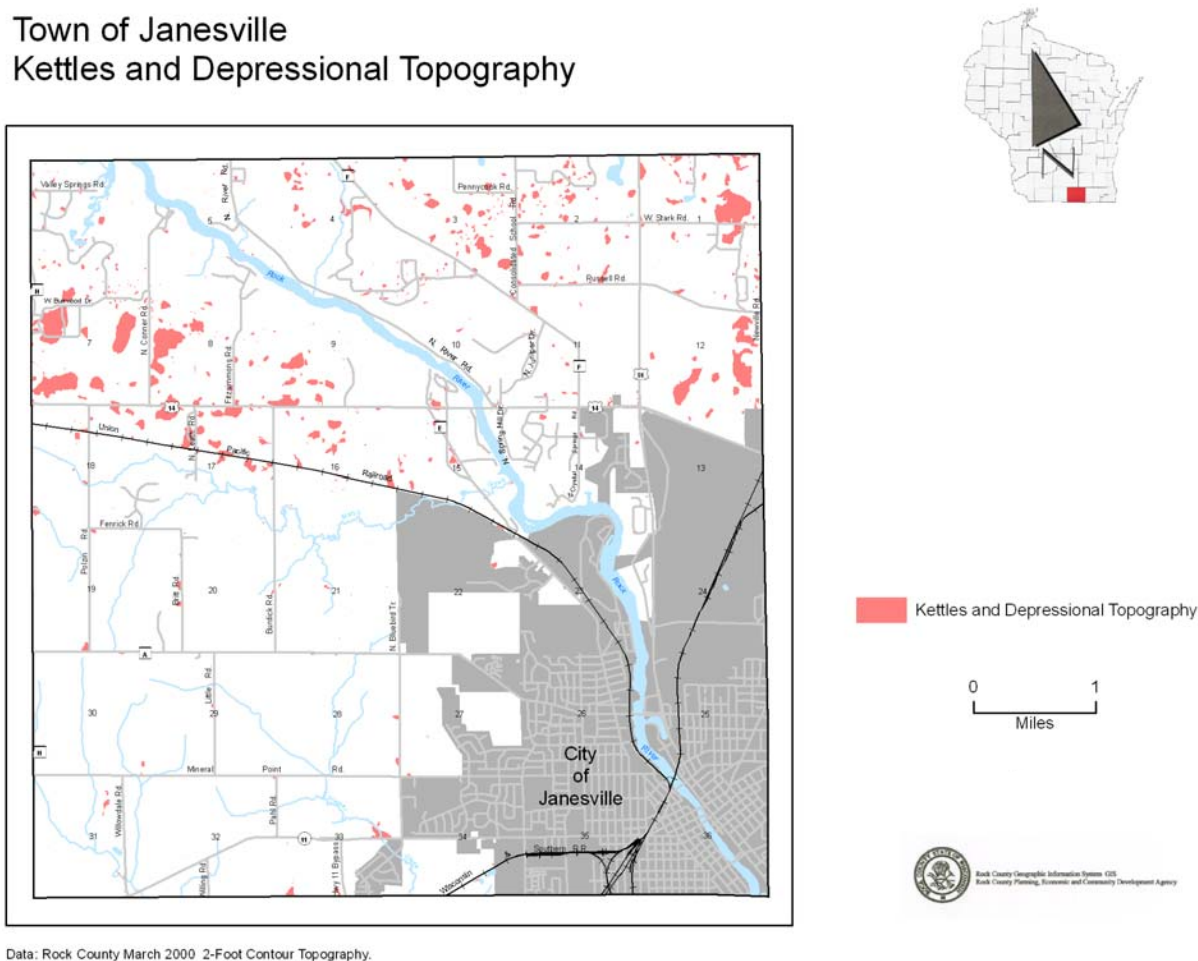


Rock County Geographic Information Systems (GIS)
Rock County Planning, Economic and Community Development Agency

8. Kettles and Depressions

A kettle is a bowl-shaped basin or depression. They are formed by the melting of a large detached block of stagnant ice left behind by a retreating glacier. The Town of Janesville has many small and medium sized kettles and depressions scattered throughout the Town (see Map 2.12). If the kettle bottom is composed primarily of sands and gravels, it can act as an important groundwater recharge feature.

Map 2.12



Kettles may or may not fill with water. If the kettle bottom is filled with fine-grained sediment (clays, silt loams) or the groundwater table intersects the bottom, the kettle may have standing water in it. This is known as a “kettle lake” or a “kettle pond”. These depressions do not possess the same groundwater recharge properties as sand and gravel kettles. They are not spring or stream fed. Instead, the densely packed clay particles or sediments prevent rainwater from percolating down to a deep water table far below, thus creating a pond. If the kettle bottom is composed primarily of sands and gravels they can act as groundwater recharge features.

Over time, depending on the amount of runoff and/or melt water that enters a kettle, the soil composition lining the kettle bottom can change its properties. Groundwater recharge kettles lined with sand and gravel often become “filled” when runoff water carries smaller soil particles and fine sediments into them clogging their natural voids. This happens when the surrounding vegetation and soils become “disturbed” exposing the

underlying sediment. Reshaping land contours that redirect existing surface runoff travel paths often create this condition.

Due to the lack of any flowing water source, these ponds typically fill and dry with snowmelt and rainfall cycles holding that precipitation and runoff “perched” above the normal water table. The perching mechanism generally consists of the impermeable layer, such as clay (discussed above), underlying the pond basin. The typical water cycle for this type of pond consists of filling during the late autumn and winter and dry, due to evaporation and transpiration, during the mid to late summer.

Such “perched ponds” as they are commonly known, are relatively common in areas where true kettles exist. This type of kettle is valued for its role in providing habitat for vegetation and species that do not thrive elsewhere. In order to differentiate between the two types of depressions it is necessary to conduct a soil boring at the low point to determine the soil make-up.

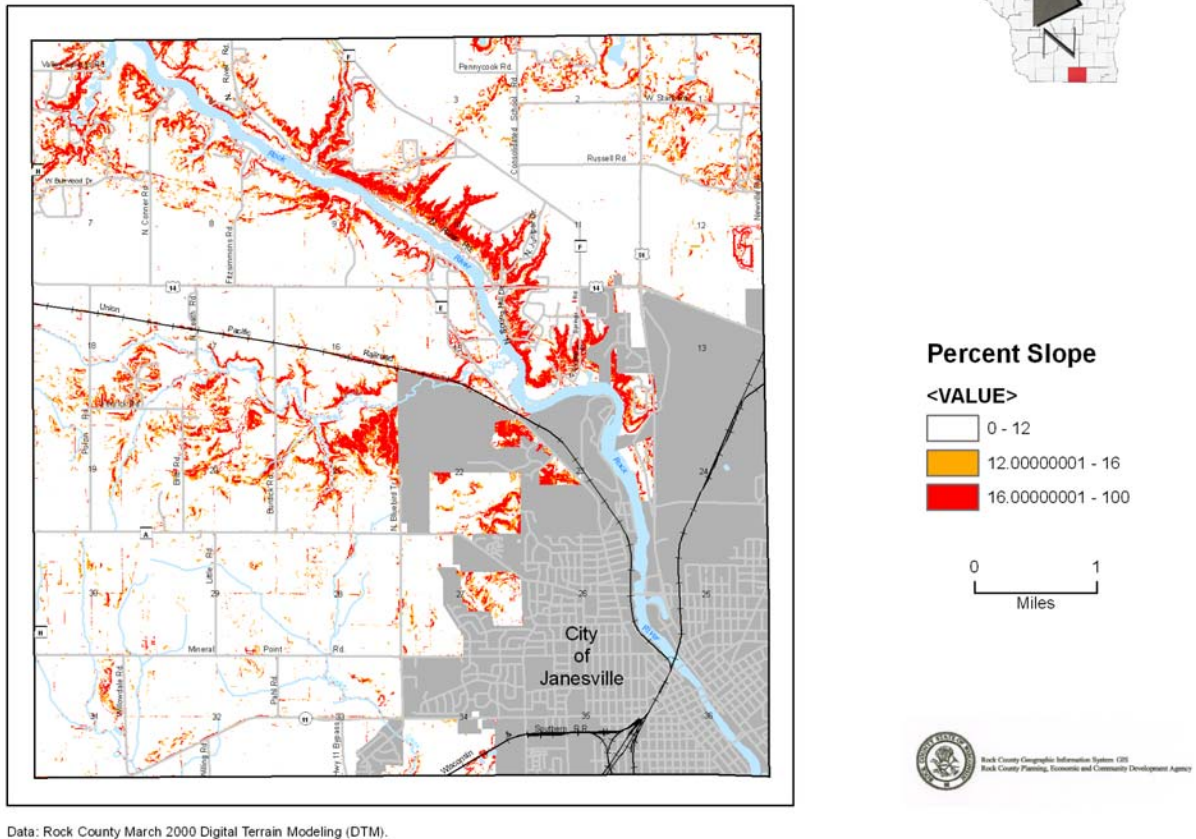
In general, kettles are subject to periodic flooding and often contain soils that do not offer sufficient foundation support. They also frequently contain unique plant and animal communities not found in the surrounding area. Kettles sometimes act as storm water collection basins, which in turn act as natural recharge areas (areas where water is filtered down into groundwater aquifers). This can cause threats to groundwater quality when development within or adjacent to kettles concentrates pollutants into storm water that runs into the kettle. For these reasons, development in and around kettles should be limited.

The Town should consider standards to avoid disturbing kettles and the surrounding terrain that is composed of soils that sustain groundwater recharge as well as re-directing additional runoff water to these areas. If nearby soils and vegetation are allowed to remain in tact fewer types of sediment can reach the kettle bottom and groundwater recharge remains relatively constant. It is critical that naturally occurring recharge takes place. Introducing excessive amounts of runoff water into existing recharge areas has a tendency to change the rate of groundwater recharge and replenishment by altering the filtration processes.

9. Steep Slopes

Steep slopes have been defined in the Rock County POROS Plan as those slopes with greater than or equal to a 16% slope. Twelve percent, however, is the generally accepted division between lands that are topographically suitable and those that are not suitable for most human uses. As slope increases, farming or construction projects encounter more restraints, costs, and likelihood of associated environmental degradation. Additionally, construction on steep slopes typically requires more site preparation, increased building cost, and too often results in severe erosion and sedimentation problems that can have an effect on groundwater.

Policies that regulate the disturbance of sloped topography and the associated runoff can help to protect groundwater. Establishing a definite slope percentage at the Town level at which to prohibit development is one way to avoid problematic development of these sensitive areas and direct it toward areas that are less threatening to the environment (see Map 2.13, next page).

Map 2.13**Town of Janesville
Terrain Slope**

Data: Rock County March 2000 Digital Terrain Modeling (DTM).

10. Scenic and Visual Resources (Not an element of ESOSA)

As population and development densities increase, management of scenic and visual resources is likely to become increasingly important to Town residents. Issues such as maintaining aesthetically pleasing viewsheds, landmarks, and transportation corridors will prove challenging. Efforts should be made to analyze all positive and negative visual attributes associated with the site development of such features as cell towers, wind generators, advertising billboards, electrical distribution lines and towers, and water towers. In some cases the Town may want to explore the use of ordinances to control or standardize the quality of important viewshed areas.

Criteria (such as design and location) for allowing structures on highly visible hilltops and ridgelines should be carefully considered. Although viewsheds are often not addressed as areas for preservation, decision makers should consider the possible negative effects of development in areas that are easily seen from hilltops and ridgelines. In addition, any development along roads or pathways that provide for expansive views of the landscape should be carefully reviewed. At a minimum, visual buffer areas around key landmarks within the County should be considered. Uninterrupted scenic views and viewsheds are features that add to the quality of life for residents and contribute to the perception of the quality rural character of the Town.

According to the Rock County POROS Plan, there are two areas in the Town of Janesville that provide views of the surrounding landscape and one “scenic drive” along the northern portion of Highway H. There are currently no controls on developing hilltops, ridgelines or viewsheds in the Town of Janesville or Rock County.

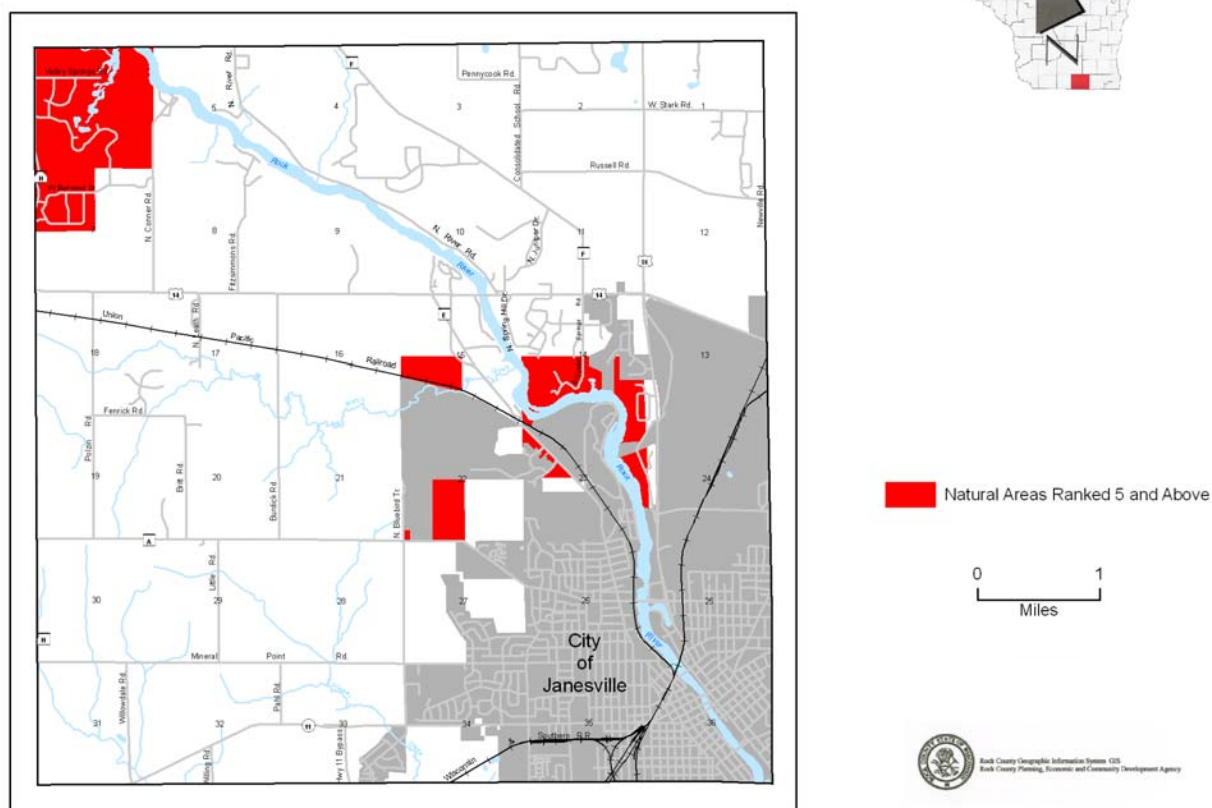
11. Natural Areas Ranked 5 and Above

Natural areas are lands that contain significant remnants of pre-settlement vegetation and are considered demonstrative of native ecology. There are three areas in the Town of Janesville that have examples of species that may have formed the basis of European settlement but that are now quite rare or scattered throughout the County (see Map 2.14, next page). By preserving portions of our pre-settlement environment, we help maintain bio-diversity and strengthen the natural processes underlying a healthy eco-system.

In 2001, ecologist Robert Baller evaluated natural areas in Rock County on behalf of the Rock County Planning, Economic, & Community Development Agency. Sites were derived from the WDNR *Natural Area Inventories* for Rock County from 1969 and 1986. Baller and others added additional sites. Primary habitats included prairie, savanna, woodland, wetland, and cliff communities. Site evaluations involved mostly floristic assessments. All sites were ranked on a scale of one to ten (1-10) for their quality and condition, size, and context. These constituent rankings were combined into an overall rank of 1-10 for each site. A rank of 5 or above denoted an ecologically significant site for Rock County. All sites ranked 5 and above were recommended for conservation. The 2001 *Survey* involved 114 private and 55 public sites (169 total). Individual site acreages varied from 0.1 to 142 acres. One hundred thirty-eight (138) sites were given an overall rank of 5 or greater. Of these, 39 were recommended for immediate, pro-active landowner contact leading to conservation and 9 were selected as the highest priorities for conservation.

Map 2.14

Town of Janesville Natural Areas Ranked 5 and Above



12. Threatened and Endangered Species (Not an element of ESOSA)

The Wisconsin Endangered Species Law was enacted to afford protection for certain wild animals and plants that the Legislature recognized as endangered or threatened and in need of protection as a matter of general state concern. The Federal Endangered Species Act also protects animals and plants that are considered endangered or threatened at a national level. These laws prohibit the direct killing, taking, or other activities that may be detrimental to the species.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. The WDNR's Endangered Resources Program monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. This program maintains data on the locations and status of rare species in Wisconsin. These data are exempt from the open records law due to their sensitive nature.

While the conservation of plants, animals and their habitat should be considered prior to development for all species, this is particularly important for threatened, endangered, or special concern species. A threatened species

is one that is likely, within the foreseeable future, to become endangered. An endangered species is one whose continued existence is in jeopardy and may become extinct. A "special concern species" is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened. Remaining examples of Wisconsin's intact native communities are also tracked but not protected by the law.

According to the Natural Heritage Inventory (NHI) of the State of Wisconsin Department of Natural Resources (WDNR), there are 24 plant, 6 bird, 6 fish, 3 reptile/amphibian, 3 insect/invertebrate, and 2 mammal species listed on the federal or state threatened or endangered species list for Rock County. Implementation of the Endangered Species laws is usually accomplished during the state permit review process, but is ultimately the responsibility of those at a project site and property owners to ensure that they are not in violation of these laws. See the State WDNR website for the Endangered Resources (ER) Program or contact the WDNR for more information specific to the Town of Janesville.

13. Fish and Wildlife Habitat (Not an element of ESOSA)

Fish and wildlife are an important resource in the Town. The diverse range of water resources (Lake Koshkonong, Rock River, Marsh Creek, Fischer Creek and several streams) in and near the Town of Janesville provides for diversity of the fishery resource. The sport fishery is comprised of catfish, smallmouth bass, northern pike, walleye, white bass, crappies, bullheads, bluegills and perch. Carp present problems especially in Lake Koshkonong, but the population is held in check with an aggressive commercial harvest. The DNR stocks Lake Koshkonong and the Rock River with northern pike, walleye and muskellunge.

The large size of the Rock River Basin combined with high levels of natural fertility, intensive agriculture and municipal development has put a strain on the waters. High levels of phosphorus and sediment combined with algae blooms result in low dissolved oxygen. Periodic testing of fish for contamination has found low levels of PCBs.

A loss of wildlife habitat due to human encroachment and city growth has impacted several wild game species in the Town and Rock County as a whole. Quail, woodcock, and several waterfowl species, which were once common, are now less stable. It should be noted however that past County and WDNR stocking programs have dramatically improved pheasant hunting in the area. Historically, wildlife populations such as pheasants, quail, and cottontail rabbits rise and fall based on several factors, but there is a direct connection existing between populations and the number of acres of rural land actively enrolled in conservation reserve programs such as (CRP and CREP). These lands now number in the thousands of acres within Rock County.

Other wildlife such as squirrels and raccoon are abundant and deer are common. Rock County, as well as the rest of the state has an increasing deer population due to the recent mild winters and selective hunting practices and improving habitat. During 2005, hunters registered approximately 2,784 (540 archery, and 2244 gun) deer in Rock County. Although factors and population do fluctuate, deer and turkey populations and harvests are now at an all time high.

Since fish and wildlife habitat is not directly regulated by State or County government, it is the responsibility of the Town to create policy on how to consider this issue when new development is proposed.

14. Forests, Woodlands and Valued Trees (Not an element of ESOSA)

According to the WDNR, in 2004, Rock County forested area comprised 58,551 acres or 12.56% of the total County land area. Of this acreage 55,198 are privately owned with the remainder being public lands. Approximately two-thirds of the total acreage is in tracts of less than forty acres.

One of the problems facing forested lands nationwide is fragmentation. Although the Town of Janesville is not a heavily wooded Town, fragmentation of this resource should be of concern. Forest fragmentation is the conversion of contiguous areas of forest into relatively small patches of forest and non-forest in ways that reduce or eliminate its ability to provide ecological, economic, and social benefits. Historically, farming and suburbanization have been the main cause of fragmentation, creating openings and altering the landscape in ways that can have long-term ecological impacts.

The number of private owners of forested land for the purpose of housing development is increasing. Forested land is now highly valued for home and recreational areas, not just for forest products. Associated with this increase is the threat of greater fragmentation through the establishment of roads, utilities, houses, etc. The demand for forestland for recreation, housing, and investment purposes has resulted in dramatic increases in the value of wooded land.

There may be as yet, un-mapped forests or wooded areas or occurrences of desirable trees that would be considered worthy of preservation by the Town. Occurrences of groups of specific species such as Oak are valued by many for their positive historic, aesthetic and environmental qualities. By requiring the mapping of wooded areas and all mature trees on a site, the Town can insure the best siting for new construction and minimize the need for replacement landscaping. This practice should be required on site plans or subdivision plats before new development is permitted. The use of conservation subdivisions (see Conservation Subdivisions, page 74) is an effective way for the Town to ensure the preservation of forests, woodlands and valued trees. Additionally, landscaping requirements for all new developments will assure the sustainability of this highly valued natural feature.

15. Non-metallic Mine Reclamation (Not an element of ESOSA)

Non-metallic mining sites provide an ample local supply of sand, gravel, limestone and dolomite used for construction and building supplies, road building and maintenance as well as for agricultural use as lime. While these sites provide a valuable resource to the community, many exhausted or abandoned nonmetallic mining sites have been left in a condition that prevents them from being of further use or, at a minimum, a safe landscape. Rock County now has regulations in place (pursuant to Wisconsin administrative code NR135) requiring a Reclamation Plan for mine sites operating after August 2001.

A Reclamation Plan must specify how mines are to be restored following the completion of mining including regrading, re-vegetating, and conversion to the best “post mining” land use. As of 2007, Rock County administers reclamation permits for two active sites in the Town of Janesville. It is appropriate for the Town to plan for the best uses for these sites in the future. The Town should also investigate the condition of older mining sites not covered by the 2001 legislation for safety as well as open space reclamation.

16. Parks and Open Space

With increasing pressure for residential, commercial, and industrial development, outdoor recreation and open space have become important ingredients to the quality of life for Town residents. The Rock County Park, Outdoor Recreation, and Open Space (POROS) Plan expresses the County's objectives, needs, and priorities for park and outdoor recreation facilities. It should be used to guide public policy related to the quality and location of open space opportunities, in order to meet the needs of the citizens of the Town of Janesville as well as the surrounding region. The focus of the Plan is on assessing and providing outdoor

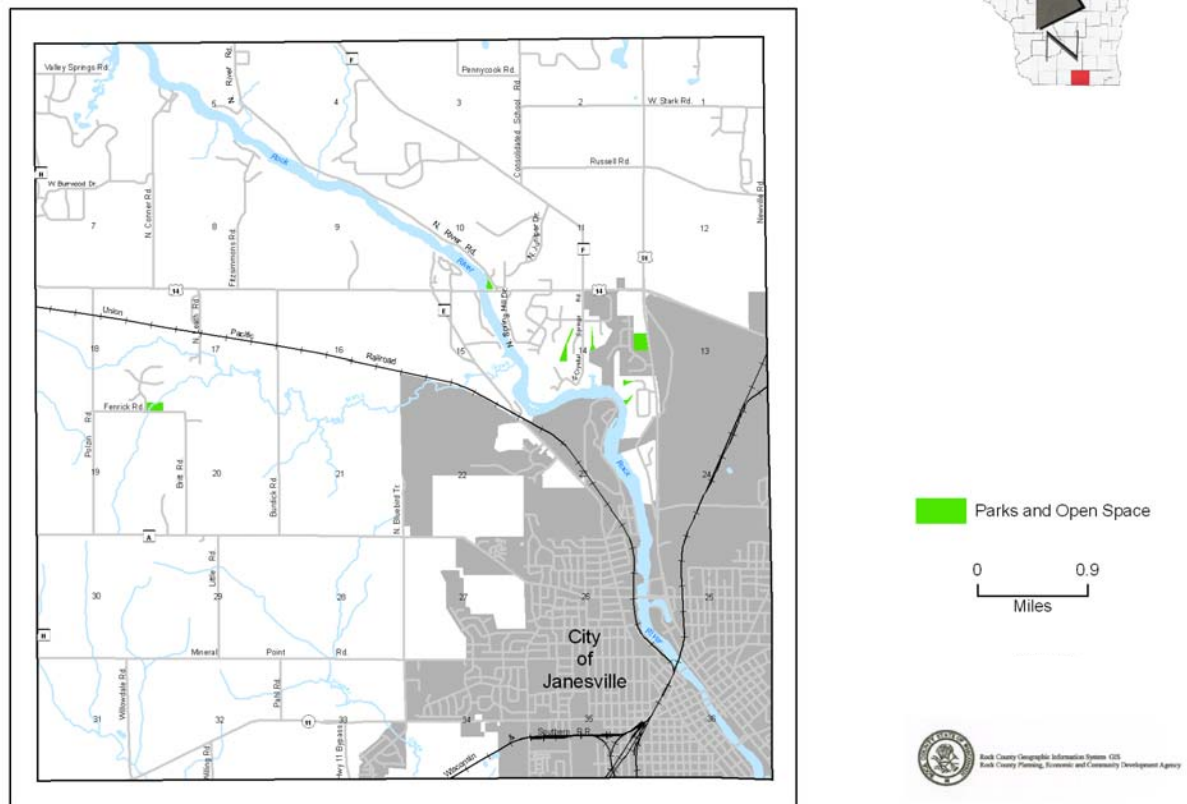
recreational opportunities for all Rock County residents. A secondary consideration is resource preservation and open space.

The Walt Lindemann Sportsman's Park/County Farm Cemetery is the only County owned park currently in the Town of Janesville, but is one of the most popular and heavily used of all County parks. One of the park's main attractions is the white-tailed deer display. The park also offers game fields, playground equipment, paths, shelters, fully improved and fully accessible restrooms and picnic tables, as well as other features.

The Town of Janesville owns several parcels designated as parkland, each less than five acres. The most important parcel is located on the Rock River just off Highway 14 and provides boat access to the river (see Map 2.15). It is recommended that the Town consider improvements to this park/launch to provide for full utilization of this valuable site. Town owned public lands can serve multiple uses, including recreation, natural resource protection and community development. Managing these lands to preserve environmental values and to provide access to Town residents is both possible and desirable. More complete information and recommendations on parks and open space within the Town is available in the POROS Plan.

Map 2.15

Town of Janesville
Parks and Open Space



Data: Rock County Planning Dept.

17. The Ice Age National Scenic Trail (Not an element of ESOSA)

The Ice Age National Scenic Trail is a trail located entirely in Wisconsin. It is projected to be over 1000 miles long when completed. The trail system offers a varied and scenic hiking experience while attempting to follow, or stay adjacent to, the glacial geology of the Green Bay and Lake Michigan lobes of the Wisconsin glaciation that occurred approximately 10,000 years ago. This trail is expected to be an important recreational feature that should be considered in future recreational plans for the Town.

The Ice Age National Scenic Trail Association, in cooperation with the National Parks Service, has begun a trail corridor scoping study in Rock County in hopes of completing the Rock County segment of the trail. At writing, committees are in the process of selection and assessment of potential future trail corridors. Future segments will connect Rock County with neighboring county's trail systems. The lands needed to complete this system will come from a combination of existing public land, land grants or gifts, and landowner agreements. Part of this trail may logically be headed into the Town of Janesville and is therefore an important recreational feature that should be considered in future recreational plans for the Town.

2.13 Issues and Opportunities for Natural Resources

Tall Unnatural Structures

Wind power devices, cell phone towers, and other unnatural, tall structures are becoming increasingly prevalent in the rural landscape and are being erected with little or no regulation in place. Rock County, in conjunction with the towns, should carefully research the environmental, agricultural and aesthetic ramifications of placing such structures in the rural landscape and develop ordinance language as needed.

Community Design

As land becomes scarcer and development pressures increase, it is important that the development that does happen is planned and designed with the needs of the future residents, public, and environment in mind.

Community design issues such as housing types, lot sizes, building placement on lots, street and road configuration, trails, transportation design, and accessibility issues will take place within other elements of this *Plan*. Because the Agricultural, Natural, and Cultural Resources element is associated with the identification, preservation, and protection of the environmental resources within the Town of Janesville, it is necessary to discuss the logical and efficient design of subdivisions and home sites.

For years, in general, subdivisions and home sites have been designed and planned on the drawing board first and then sited with limited analysis done of the actual physical conditions of the proposed site. Conditions such as terrain slope, soil types, drainage patterns or hydrologic systems, viewsheds, and overall compatibility with the surrounding character of the land are often times overlooked, under studied, or simply not taken into consideration. This practice adds a substantial inefficiency and cost to the development process due to the fact that involved parties must make numerous requests, adjustments, and re-submittals to react to issues that would have been recognized earlier in the process had pre-design analysis been done.

With the opportunity of Comprehensive Planning to introduce new "Smart Growth" oriented ways of doing business, a fundamental change in site planning is appropriate. Currently, new technology makes computer-generated analysis of the environmental features and physical characteristics of the land possible. Site evaluations and analysis enables development sites to be assessed prior to design, taking into account

both the positive amenities and the environmental limitations of the building site. This pre-design analysis can streamline the application/approval process as well as alleviate frustrations for county and local approving agencies as well as the developer when managing federal, state, and local code enforcement, environmental issues, public safety issues, etc.

It is suggested that the process of design become a collaboration, at the very beginning of the development process, between the developer or home owner and the Town, with the technological and mapping aid of the County, if necessary. In addition, it is recommended that the design process take place only after the physical conditions of building and development sites have been evaluated and analyzed. This site evaluation process would maximize the potential of the building site to the developer or homeowner while minimizing the impact of the development on the environment. In practice, pre-design site evaluations would undoubtedly expedite the approval process thereby saving money for the county government, town government, and the developer or homeowner.

Town Environmentally Significant Areas (TESAs)

The abundance of significant environmental features and the level of development pressure in the Town create an atmosphere where it is easy to ignore the disappearance of environmental amenities in favor of development. For this reason, it is the Town may wish to carefully consider exactly what the minimum level of protection will be for all environmental features and consistently adhere to those standards, for what may now seem to be plentiful environmental features could “suddenly” disappear without the full knowledge of those who are given the responsibility to advocate for the public good.

2.14 Natural Resources Goals, Objectives and Policies

Goal 1:

Preserve and protect the Town of Janesville's natural resources.

Objective 1.1:

Whenever feasible, uphold or exceed existing preservation standards for existing surface waters, shoreland areas, floodplains, groundwater, wetlands, hydric soils, kettles and depressional areas, hilltops and viewsheds, steep slopes, threatened and endangered species, natural areas, fish and wildlife habitat, non-metallic mining sites, forests, woodlands and valued trees within the Town of Janesville.

Supporting Policies:

- 1.1.1 The Town of Janesville may prevent activities that directly or indirectly pollute, threaten or degrade the quality of groundwater in the Town of Janesville by referencing and supporting the Rock County Stormwater Management Ordinance and the Rock County Construction Site Erosion Control Ordinance.
- 1.1.2 The Town of Janesville may adopt policy consistent with County or regional groundwater protection goals.
- 1.1.3 The Town of Janesville may prevent activities that directly or indirectly pollute or threaten the quality of surface water within the Town of Janesville by referencing and supporting the Rock County Stormwater Management Ordinance, the Rock County Construction Site Erosion Control Ordinance, and the Rock County Shoreland Zoning Ordinance.
- 1.1.4 The Town of Janesville may prohibit development activities within designated floodplains within the Town of Janesville by referencing and supporting the Rock County Hazard Mitigation Plan and supporting the Rock County Floodplain Zoning Ordinance.
- 1.1.5 The Town of Janesville may help educate residents of the Town who have structures located within floodplains in an effort to mitigate future hazards associated with flood prone areas.
- 1.1.6 The Town of Janesville may prevent activities that directly or indirectly pollute or threaten the quality of wetlands in the Town of Janesville by supporting Wisconsin Department of Natural Resources Shoreland and Wetland Law NR 115 and the Rock County Shoreland Zoning Ordinance.
- 1.1.7 The Town of Janesville may prevent development on hydric soils as they are mapped in the *Rock County, Wisconsin 2008-2014 Parks, Outdoor Recreation and Open Space Plan*.
- 1.1.8 Prevent development activities that directly or indirectly affect kettles and depressions, the unique habitat they provide and their ability to act as natural recharge areas.
- 1.1.9 The Town of Janesville may preserve hilltops and vistas by not allowing development that detracts from their visual quality within the Town of Janesville.
- 1.1.10 The Town of Janesville may prevent development on 16% slopes or greater.
- 1.1.11 The Town of Janesville may consider preventing activities that directly or indirectly affect rare species, native natural communities (natural areas ranked 5 or greater in POROS Plan), fish and wildlife and their habitat within the Town of Janesville.
- 1.1.12 The Town of Janesville may prevent activities that directly or indirectly disturb or threaten any and all species identified, either at the local, state, or federal level as "threatened" or "endangered".
- 1.1.13 The Town of Janesville may identify and develop policy that protects forests, woodlands and valued trees in the Town of Janesville (see Objective 1.2 next page).

- 1.1.14 The Town of Janesville may prevent and/or oppose activities that directly or indirectly alter, disturb, or threaten parks and open space, as defined in the Rock County Parks, Outdoor Recreation, and Open Space Plan
- 1.1.15 The Town of Janesville may encourage compact, mixed-use subdivisions or locate subdivisions close to urban centers for efficiency of transportation and the need for urban services and to help sustain the rural character of the Town.
- 1.1.16 The Town of Janesville may document and plan for the reclamation of non-metallic mining sites in operation within the Town of Janesville both before and after August 1, 2001.
- 1.1.17 The Town of Janesville may adopt and implement Ordinance language supporting policies that are consistent with or more restrictive than the Rock County Environmentally Significant Open Space Areas (see the POROS Plan).

Objective 1.2:

Whenever feasible, establish specific policies and mechanisms for preservation of natural resources and open space.

Supporting Policies:

- 1.2.1 The Town of Janesville may create policy that identifies areas for development based upon soil quality, presence of natural features, proximity to urban services and other appropriate objective measures.
- 1.2.2 The Town of Janesville may analyze and consider the impacts of development on all natural resources present at the development site and in other off-site areas that might be affected by that development.
- 1.2.3 The Town of Janesville may review, analyze, and identify environmental hazards affecting the design and safety of new development before development occurs.
- 1.2.4 The Town of Janesville may adopt policy that addresses the issue of future expansion of non-metallic mining sites and future incompatible adjoining land.
- 1.2.5 The Town of Janesville may use Planned Unit Development (PUD) overlay zoning for residential subdivisions in order to implement agricultural, natural and open space preservation goals.
- 1.2.6 The Town of Janesville may adopt and implement **ordinance language addressing outdoor lighting, noise** (except that associated with farming) and wireless telecommunication towers.
- 1.2.7 The Town of Janesville may adopt and implement an **ordinance or guidelines for protecting valued viewsheds** including:
 - a. Standards and criteria for assessing visual impact of new developments
 - b. Design guidelines for new structures
- 1.2.8 The Town of Janesville may consider adopting and implementing a **Zoning or Subdivision Ordinance** that:
 - a. Requires analysis and prevents development that may have negative impacts on on-site and off-site natural resources, open space or agricultural land.
 - b. Requires consideration of the effect of development on all natural features and open space present at the site as well as off-site.
 - c. Requires all agricultural, natural and open space features (including ESOSAs) to be depicted on all development proposals.
 - d. Includes standards for driveway length and terrain.
 - e. Requires review of all divisions of 15 acres or less
 - f. Includes standards for cluster housing, lot size and density and open space requirements.
 - g. Includes standards for compact, mixed-use subdivisions close to urban services, adequate transportation facilities and employment centers.

- 1.2.9 The Town of Janesville may investigate the availability of funds from State and Federal sources, as well as non-profit funding for the preservation of natural resources.
- 1.2.10 The Town of Janesville may allow compact, mixed-use development in areas designated for Mixed-Use on the *Future Land Use Map* to help sustain the rural character of the Town of Janesville.
- 1.2.11 The Town of Janesville may adhere to the *Rock County Parks, Outdoor Recreation and Open Space Plan* and/or adopt goals, objectives and policies that are consistent with or more restrictive than the Rock County Environmentally Significant Open Space Areas (see Appendix G).

Objective 1.3:

Whenever feasible, communicate and plan with neighboring communities to the greatest extent possible to ensure the protection of natural resources and open space through cooperative efforts.

Supporting Policies:

- 1.3.1 The Town of Janesville may establish a Responsible Growth Management Coalition composed of interested parties and officials from metropolitan areas and neighboring Towns.
- 1.3.2 The Town of Janesville may establish regional groundwater protection criteria and areas for protection.
- 1.3.3 The Town of Janesville may research and propose options for a Purchase and/or Transfer of Development Rights programs as a method to preserve natural features and open space.
- 1.3.4 The Town of Janesville may work cooperatively with the Ice Age Park and Trail Foundation to determine possible locations for the Ice Age Trail within the Town, if applicable.

2.15 Conclusion

There are many programs, resources and policy mechanisms (addressed later in this Chapter) that make it possible for towns, farmers and other landowners to preserve agricultural and natural resources. Funds from State and Federal sources, as well as the increasing availability of non-profit funding, makes preservation a viable alternative to development. Now is the time for the Town of Janesville to make the decision to make a difference in how development occurs and land is consumed. This “Smart Growth” document can be the first step in providing education and policy that can have a permanent, long and far reaching affect of the future of the landscape and natural resources in the Town of Janesville.

Chapter 2, Part III: Historical and Cultural Resources

2.16 Overview

Identification, preservation and increased knowledge of cultural and historic resources helps to foster a feeling of pride and “identity” in a place. The Town of Janesville has many quality places and resources for the pleasure and enrichment of Town residents. Towns have been given authority to pass historical preservation ordinances through the following legislation (s. 60.64):

The town board, in the exercise of its zoning and police powers for the purpose of promoting the health, safety and general welfare of the community and of the state, may regulate any place, structure or object with a special character, historic interest, aesthetic interest or other significant value for the purpose of preserving the place, structure or object and its significant characteristics. The town board may create a landmarks commission to designate historic landmarks and establish historic districts. The board may regulate all historic landmarks and all property within each historic district to preserve the historic landmarks and property within the district and the character of the district.

Interest in historic preservation has experienced a nationwide resurgence in recent years as the population grows and the baby boom generation ages. This large demographic group has helped to fuel an interest in such issues as history, genealogy, and preservation. Consequently, an awareness of the importance of historic preservation/restoration may be at an all time high. Unfortunately, rural development, urban sprawl and population growth is also at an all time high. These factors create an increased pressure to demolish and/or develop areas that may contain historically significant landscapes, sites and/or buildings. This Chapter aims to present policies for preserving historical sites and structures as well as policies to encourage cultural diversity and events.

2.17 Existing Plans and Inventories

State or Federal Register of Historic Places

The DHP sponsors several programs designed to help owners of historic sites and buildings, as well as income producing historic sites and buildings receive tax credits. In most cases, the building or site must be registered on the State or Federal Register of Historic Places (refer to website for more information on this designation) or a contributor and/or member of a historic district. The tax credits associated with these programs are designed to help fund preservation and restoration efforts. Currently, there are no structures in the Town of Janesville in the Registry however this is a very effective mechanism for providing tax credits for preservation of historical sites that meet Registry criteria. It is recommended that the Town investigate potential sites for possible inclusion to the State or Federal Register of Historic Places and that the Town consider forming a landmarks commission to designate historic landmarks within the Town.

Rock County Historic Sites and Buildings Inventory

The Rock County Historical Society in conjunction with the Rock County Planning, Economic and Community Development Department did a comprehensive study of Rock County, which includes 28 mapped sites and substantial text detailing historical structures in the Town of Janesville. This document dated May 15th, 1976, which includes many photos, renderings and historical information, is to date, the most complete study of historic sites and buildings available for Rock County and the Town of Janesville.

A copy of this historic study, researched and written by Nancy Belle S. Douglas and Richard P. Hartung may be viewed at the Rock County Planning, Economic and Community Development Agency, or at the Janesville Hedberg Public Library.

Unfortunately, historical sites are often in poor repair or on land deemed necessary for other purposes, and are sometimes demolished, making it unclear how many of these sites are still standing in the Town of Janesville. Additional information regarding Town history and historic sites, buildings and memorabilia can be obtained from the Rock County Historical Society located in Janesville, Wisconsin.

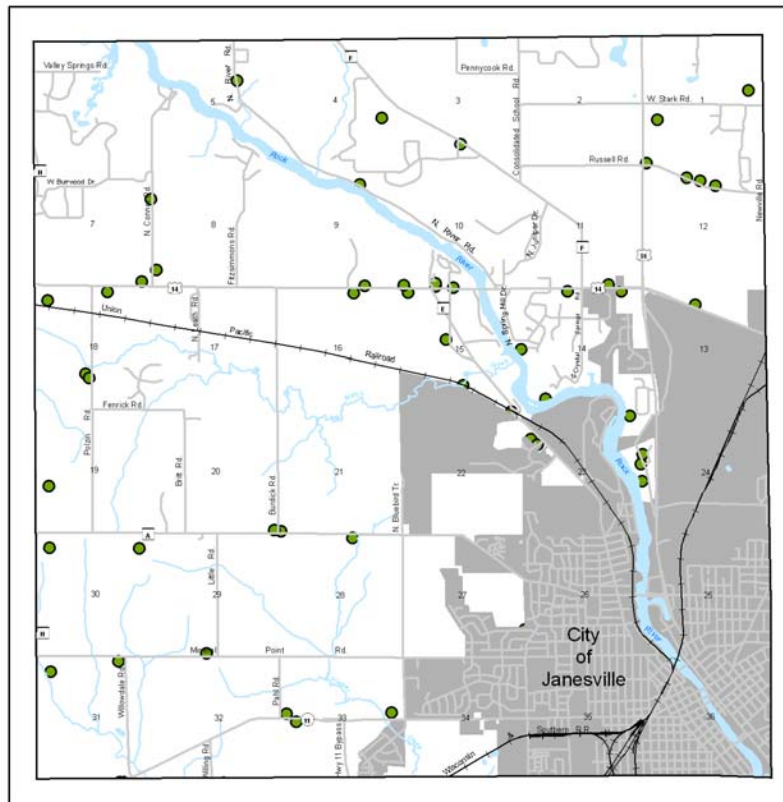
2.18 Inventory of Historic Resources

Architectural and Historic Sites

The Town of Janesville is home to several historic sites and buildings that add charm and historic interest to the area. Documentation from the State of Wisconsin Historical Society, Division of Historic Preservation (DHP) identifies, lists and maps key historic sites and settlements in its Architecture and History Inventory (AHI). Historic structures can help to document locations and patterns of early Town of Janesville settlement (see Map 2.16) however, it is probable that some of those sites are no longer standing. For more information on these sites and sites throughout Rock County visit the Historical Society website at www.wisconsinhistory.org.

Map 2.16

Town of Janesville Architecture and History Inventory (AHI) Sites



● Architectural or Historic (AHI) Site

0 1
Miles



Rock County Geographic Information Systems (GIS)
Rock County Planning, Economic and Community Development Agency

Data: Architecture and History Inventory (AHI) of the Division of Historic Preservation, Wisconsin Historical Society.

Cemeteries, Burial and Archeological Sites

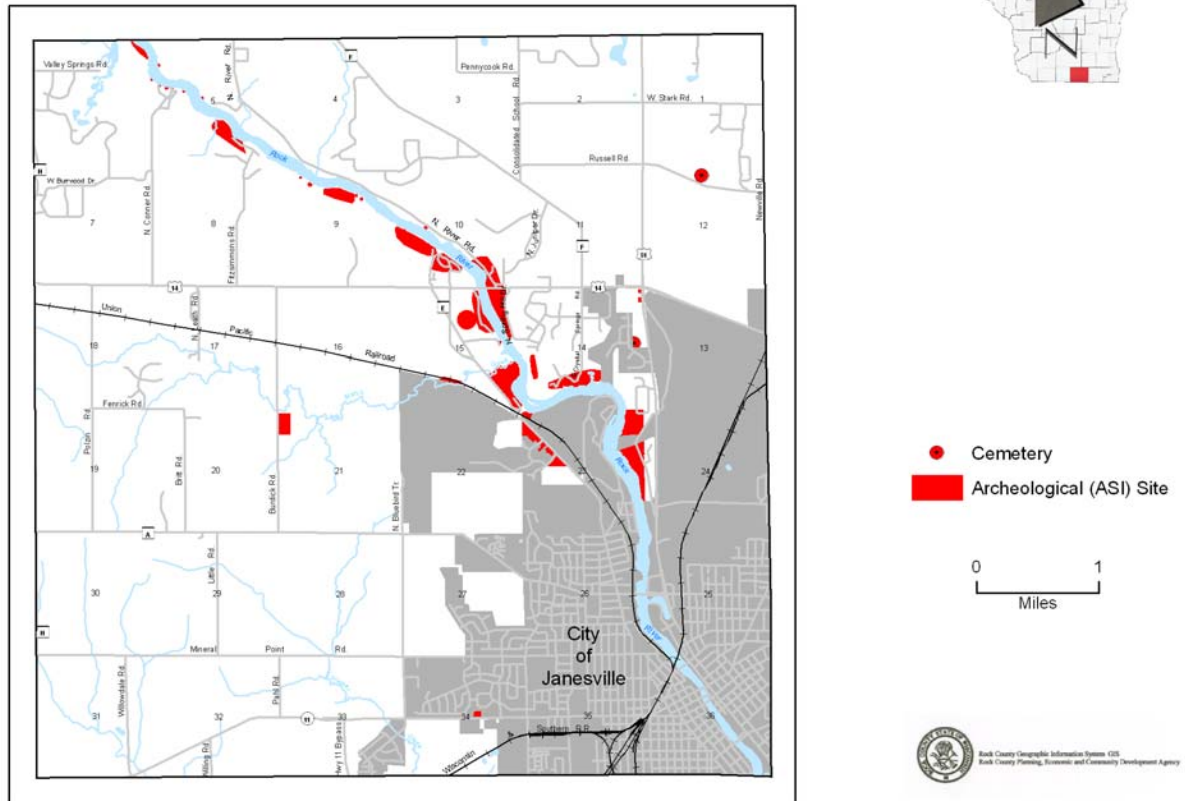
Interest in history and cultural heritage has produced resurgence in the identification, locational mapping, and preservation of cemeteries throughout Rock County (see Town of Janesville map below). Forefathers, prominent citizens, and “everyday important people” are buried within the old cemeteries located in the Town of Janesville (see Map 2.17, next page). An education and a historical connection to surnames present in local road names, historical sites, businesses, and architecture awaits anyone who has the interest to explore these sites. An often-overlooked aspect of cemeteries is the cultural value of the stone artwork, design, and engraving. The historic cemeteries in the Town of Janesville are worthy of attention and preservation.

The Town of Janesville also contains archeological sites of historical significance that are on the Wisconsin Historical Society’s Archeological Site Inventory (ASI). Although not all effigy mounds containing skeletal remains, they are of great historical importance in the study of Native American cultural anthropology. Early civilizations used water systems as transportation corridors therefore many archeological sites are located adjacent to or near water. Because of the location of the Town of Janesville along the Rock River, the Town, as well as those engaged in earth moving activities, should be aware of the possibility that construction may unearth previously unknown archeological sites. The Logan Museum of Anthropology located at Beloit College can offer more information on Native American archeological sites located throughout Rock County.

Wis. Stats. 70.11(13m) provides a property tax exemption for owners of land containing an archaeological site that is listed in the [National Register of Historic Places](#) or the State Register of Historic Places. The intent of the legislation is to provide an incentive for landowners to report and protect significant archaeological sites located on their lands. To obtain the tax exemption, the landowner must agree to place a permanent protective covenant on the site thereby helping the State of Wisconsin preserve its archaeological heritage and making the landowner a steward of Wisconsin's past. A protective covenant does not discourage all uses of the site, but it encourages land use planning to avoid disturbing the site area. The covenant contains a legal description of the area that is to be exempted from property taxes and defines landowner and Wisconsin Historical Society obligations in the protection of that area. Continued identification and mapping of these sites is critical to their preservation

Map 2.17

Town of Janesville Archeological Site Inventory and Cemeteries



Data: Archeological Sites Inventory (ASI); Wisconsin Historical Society; Cemeteries; Rock County Planning Dept.

Historical Markers

One way that the Town of Janesville can acknowledge and educate the public on the historic sites and structures existing there is through the use of historical markers. There are currently no Historical Markers in the Town however there are markers located at key historical sites and buildings throughout the county. Although these markers do not offer a comprehensive history of the area, they do provide historical insight as to significant activities and events important to communities and local areas.

Private individuals as well as cities, towns, and villages may purchase historical markers. The marker program is designed to document a significant historical event, person, or place. The upkeep of the marker is the responsibility of the purchaser. Private companies are available to refurbish deteriorated or damage markers for a fee. The use of historical markers in the Town of Janesville can be expanded to help further the goal of maintaining the “identity” of the Town.

Rustic Roads

The 1973 State Legislature created the Rustic Roads Systems in Wisconsin in an effort to aid citizens and local units of government in designation of Wisconsin's scenic, lightly traveled country roads. These roads are used for vehicular, bicycle and pedestrian travel in unhurried, quiet and leisurely enjoyment. This Act gives authority to county government to designate Rustic Roads after the creation of a County Rustic Roads Governing Board. There are currently two designated rustic roads in Rock County. Serns road running from the City of Milton north to County Road "N" (Town of Milton) and Riley road running from U.S. 14 north to the county line (Town of Porter).

A rustic road not only serves as an aesthetic feature for a community or region, they can actually attract economic development due to increased interest from homebuyers, tourists, and recreationalists. A well maintained, properly signed, and promoted rustic road system is a feature that adds value to a City, Town, Village, or County.

2.19 Inventory of Cultural Resources and Events

Rock County has a wide array of cultural activities, events and performances that offer entertainment as well as an opportunity for cultural awareness to residents of the Town of Janesville. From theatre to musicals the Rock County area is home to many facilities and groups dedicated to the performing arts and entertainment. Even though none of the following entertainment venues are in the Town of Janesville, having them in close proximity provides a valuable dimension to the quality of life for Town residents (see Figure 2.2 and 2.3).

Figure 2.2
Rock County Cultural sites, Organizations and Activities

American Industrial Art Gallery	655 3 rd St. Suite 302 Beloit, Wisconsin
The Angel Museum	656 Pleasant St. Beloit, Wisconsin
Beloit Fine Arts Incubator	620 Grand Ave. Beloit, Wisconsin
Beloit Snappers Baseball	Pohlman Field, Telfer Park, Beloit Wisconsin
Janesville Art League	108 S. Jackson St. Janesville, Wisconsin
Poetry Gardens, Wright Museum of Art	700 College St. Beloit, Wisconsin
Rock Aqua Jays Water Ski Show	Traxler Park, Janesville, Wisconsin
Rotary Gardens	1455 Palmer Dr. Janesville, WI
Welty Environmental Center	8606 County Rd. H Beloit, Wisconsin
Rock County Thresheree	Thresherman's Park North Hwy 51, Edgerton WI
The Merrill Community Center	1428 Wisconsin Ave. Beloit, Wisconsin
El Centro Hispanic Community	1982 Cranston Rd. Beloit, Wisconsin
The Milton House	Hwy 26 Milton, Wisconsin

Figure 2.3
Music and Theatre Venues

Venue	Location	Contact
The Armory	Janesville, Wisconsin	
Beloit Civic Center	Beloit, Wisconsin	www.inwave.com/theater/bct
Beloit College International Performing Arts Series	Beloit College, Beloit, Wisconsin	www.beloit.edu
Beloit/Janesville Symphony Orchestra	Beloit/Janesville, Wisconsin	www.beloit.edu/~bjso
Edgerton Performing Arts Center	Edgerton, Wisconsin	www.edgerton.k12.wi.us/epachomepage.htm
Janesville Presents	Janesville, Wisconsin	www.janesvillepresents.org
Janesville Little Theatre	Janesville, Wisconsin	www.inwave.com/theater/jlt/
Janesville Performing Arts Center	Janesville, Wisconsin	www.janesvillepac.org
Laura Aldrich Neese Theatre	Beloit College, Beloit, Wisconsin	www.beloit.edu
New Court Theatre	Beloit, Wisconsin	www.newcourtbeloit.com
Kirk Denmark Theatre	University of Wisconsin Rock County	www.rock.uwc.edu
Rock County 4H Fair	Rock County Fairgrounds	www.co.rock.wi.us
Riverfest	Beloit's Riverfront, Riverside Drive	

Source: Rock County Planning and Development Agency

The preceding listings are by no means a complete inventory of all the available sites, organizations, activities, or events that represent the cultural resources of Rock County. For more information contact the Rock County Planning, Economic, and Community Development Department at 608-757-5587 or go to www.co.rock.wi.us or contact Visit Beloit, 1003 Pleasant St. Beloit, Wisconsin 53511 or Janesville Area Convention and Visitors Bureau www.janesvillecvb.com



Janesville Performing Arts Center, City of Janesville



Laura Aldrich Neese Theatre, Beloit College

Other Cultural Events and Organizations

In the African American community “Juneteenth” (June 19th) has been an important nationally recognized celebration. The local celebration of Juneteenth has been historically held in Beloit. For more information on this event see www.juneteenth.com/history

Rock County is also home to other cultural ethnic publications, organizations, and events that contribute to the diversity of area. The Chronicle is an African-American weekly newspaper established in 1981, and based in Beloit that has a weekly publication of 6000. Gospel in the Park is a musical celebration of gospel music that is quickly becoming a mainstay event in Beloit. The Merrill Center, a Stateline Area United Way Agency, contributes to youth mentoring through programs such as “Golfing with the Boys” as well as family support services and senior programs. These are all important cultural components of Rock County.

Two important organizations in the Hispanic community are “El Centro” Hispanic Community located in Beloit Wisconsin and the YWCA. El Centro sponsors youth activities, tutoring and mentoring, and outreach events such as youth leadership summits and keynote speakers. In addition it provides referrals for Hispanic services and opportunities. The Janesville YWCA Hispanic outreach program sponsors Hispanic Heritage Month (Sept-October) as well as various community support services and events including the Hispanic celebration of Cinco de Mayo (5th of May). The Cinco de Mayo is a celebration for the whole community that takes place annually at various locations in Janesville, Beloit, and around Rock County. All of the above mentioned events and services are designed to educate, inform and/or celebrate the Hispanic community in Rock County.

2.20 Issues and Opportunities for Historical and Cultural Resources

Historic Preservation

As with agricultural and natural resources, historic and cultural resources are often threatened resources that require protective measures to remain intact. The State and National Register of Historic Place (Registries) are excellent tools for preserving historic buildings and archeological sites once they have been identified and have been accepted into the programs. A bigger issue for the Town of Janesville, however, is the continual identification and updating of potential historic and cultural sites that may be eligible for placement in the Registries. Although the State Historical Society and Rock County have both done studies to identify historic sites, they quickly become obsolete as structures are removed and replaced.

Another opportunity for the Town of Janesville lies in the specific recognition of barns and landscapes as items of historical and cultural interest. Some of these structures and landscapes may be protected through farmland preservation. There are various programs and incentives available for barn restoration in Wisconsin. The Wisconsin Historical Society has information on available programs.

Cultural and Ethnic Diversity

With the populations and diversity of ethnic groups increasing in Rock County and the Town of Janesville (see table 1.4 Issues and Opportunities Element), cultural organizations, activities, and related infrastructures will certainly grow and expand. To date, as compared to just a few years ago, there has been an increasing presence of art exhibits, festivals, publications, and community activities associated with many minority ethnic groups. The Town of Janesville is well located to take advantage of the many cultural and ethnic activities and services that are offered throughout Rock County.

Archeological Sites

The Town of Janesville may potentially opportunity the opportunity to preserve sites of archeological significance for the enjoyment and educational value of future generations.

2.21 Historic and Cultural Resources Goals, Objectives and Policies

Goal 1:

Preserve and maintain cemeteries and other important architectural, historical, archeological or aesthetically interesting sites within the Town of Janesville.

Objective 1.1:

Support, encourage and educate about efforts to identify, document, designate, maintain and preserve architectural and historical sites and buildings within the Town of Janesville.

Supporting Policies:

- 1.1.1 The Town of Janesville may work with Rock County or other qualified entity to identify existing historical structures, sites and landscapes within the Town.
- 1.1.2 The Town of Janesville may identify structures of architectural significance or interest.
- 1.1.3 The Town of Janesville may prevent activities that directly or indirectly alter, disturb, or destroy significant historical sites and buildings within the Town of Janesville by designating historic sites for preservation.
- 1.1.4 The Town of Janesville may consider requiring developers to identify and document architecturally significant and historic sites as part of the review and approval process.
- 1.1.5 The Town of Janesville may consider requiring developers to incorporate and preserve architectural and historic sites or structures within the designs and scope of their projects.
- 1.1.6 The Town of Janesville may review, analyze, and identify historic issues affecting the design and safety of new development before development occurs.

Objective 1.2:

Support, encourage and educate about efforts to document, restore and preserve cemeteries, burial and archeological sites within the Town of Janesville.

Supporting Policies:

- 1.2.1 The Town of Janesville may identify existing and potential cemeteries, archeological and burial sites within the Town.
- 1.2.2 The Town of Janesville may require developers to identify and document cemeteries, burial and archeological sites as part of the review and approval process.
- 1.2.3 The Town of Janesville may require designs that alleviate the disruption and degradation of cemeteries, burial and archeological sites.
- 1.2.4 The Town of Janesville may analyze and consider the effects of development on all archeological and historic resources present at the development site and in other off-site areas that might be affected by that development.
- 1.2.5 The Town of Janesville may prevent activities that directly or indirectly alter, disturb, degrade, or destroy any cemeteries, burial, or archeological sites within the Town of Janesville by referencing and supporting the State of Wisconsin Burial Site Laws.

- 1.2.6 The Town of Janesville may create language and/or resolutions at the Town level to utilize service groups such as church youth groups, boys and girls clubs, Boy Scouts of America, Girl Scouts of America, 4-H, FFA, or any other service/youth group to participate in the maintenance and/or restoration of cemeteries and burial sites within the Town.

Objective 1.3:

Provide methods and opportunities that will contribute to the knowledge and appreciation of cemeteries and architectural, historical, archeological sites within the Town of Janesville.

Supporting Policy:

- 1.3.1 The Town of Janesville may provide or direct interested parties to websites, materials and publications regarding locations of cemeteries historic, architectural or archeological resources existing in the Town.

Objective 1.4:

Support the establishment of potential Rustic Roads, Historical Markers and the Ice Age Trail within the Town of Janesville.

Supporting Policies:

- 1.4.1 The Town of Janesville may establish a landmarks commission that will analyze and recommend potential Rustic Roads within the Town of Janesville.
- 1.4.2 The Town of Janesville may establish a landmarks commission for the purpose of designating historic landmarks or districts within the Town.
- 1.4.3 The Town of Janesville may recognize and support the development of the Ice Age Trail as a historic and cultural feature within the Town (if applicable).

Goal 2:

Promote existing Cultural Resources (music and theater venues, cultural and minority organizations and events, etc.) identified in this, and other plans and inventories within the Town of Janesville, Rock County and the surrounding area.

Objective 2.1:

Encourage the efficient use of existing and potential resources and facilities to aid in the attraction and presentation of cultural events and activities.

Supporting Policy:

- 2.1.1 The Town of Janesville may provide or direct interested parties to educational materials on available cultural resources and events in the Town of Janesville and the surrounding area.

Goal 3:

Provide a welcoming environment for people of all cultures and races.

Objective 3.1:

Promote and educate on the potential for new cultural opportunities within the Town of Janesville, Rock County and the surrounding area.

Supporting Policy:

- 3.1.1 The Town of Janesville may consider opportunities for suggesting cultural activities and providing meeting places for such activities within the Town of Janesville

Objective 3.2:

Identify other ways to encourage cultural diversity within the Town of Janesville.

Supporting Policies:

- 3.2.1 The Town of Janesville may provide or assist in locating meeting places for diverse groups and cultural activities within the Town of Janesville
- 3.2.2 The Town of Janesville may adopt housing policy that encourages cultural diversity.

Chapter 2, Part IV: Strategies For Agricultural Natural and Historic/Cultural Resource Protection

2.22 Implementation Tools and Strategies

With creative planning, zoning and site design it is possible to permit residential development and still preserve the agricultural and scenic quality of the Town which is so valued by current residents. Many techniques have been used by governmental units across the country to preserve open space (which can be characterized by agricultural land or other natural features). The most successful open space preservation programs use a combination of these techniques and do not rely on just one. In Wisconsin, some techniques are already in use, most notably, agricultural zoning, conservancy zoning (i.e.: Highland and Lowland Conservancy Districts), planned unit development zoning, deed restrictions, purchase of development rights, fee-simple purchase of land, public land dedication and ownership by private land trusts.

Many of the strategies described here are effective for the protection and preservation of agricultural, natural, and historic/cultural resources such as those described above. There are new and innovative methods being used every day to balance the delicate need for resource preservation with the need to preserve and protect every landowner's rights to their land

Growth Management Coalition

Towns in the State of Wisconsin are given the right to zone their own land and to manage rezonings (which ultimately control development) with relatively few directives from other governmental agencies. However, when the property in question is within the extraterritorial jurisdiction (ETJ) of a neighboring city or village and/or the property is within a metropolitan sewer service area, property owners then have the right to, and often succeed in requesting annexation of their property into the neighboring municipality for the purpose of development. It often makes sense to reserve land that is already close to, or contiguous to other development and municipal sewer for future development. However, with the extremely rapid growth occurring in Rock County, it has become apparent that valuable agricultural and natural resources are being threatened, and the very existence of rural towns surrounding cities is in question because of the rapid consumption of land.

Because of this trend, there is a growing need to collaborate on planning and growth issues. By forming a "Growth Management Coalition" of county and local planners and officials that boarder each other in growth areas, there is an opportunity for open discussion, debate and consensus on important planning and growth decisions. In an effort to slow growth, provide clear priorities for the location of growth, and find ways to best preserve agricultural and natural resources, there must be a "meeting of the minds" between urban and rural, city and country, to come up with the best way to manage growth in the best interest of everyone. To that end, it is recommended that the towns, villages, cities and county come together to form a Responsible Growth Management Coalition so that all parties and considerations for growth can be heard and understood.

Two approaches for preservation of agricultural and natural resources at the Town level are presented below. They are: regulatory tools and methods of land acquisition. Tools commonly used in each strategy will be discussed in greater detail in the following sections.

2.23 Regulatory Tools

Regulatory tools are those used for controlling consumption and promoting preservation of valued resources through policy and code. The following is a description of some of the tools that are available and may already be in use. There may be other appropriate tools in addition to those discussed here. It is important to recognize that *all* laws, codes and regulations (or the lack thereof) that affect land use, also affect the natural and/or agricultural environment in some way. For this reason, careful examination of any policies or laws affecting land use is highly recommended.

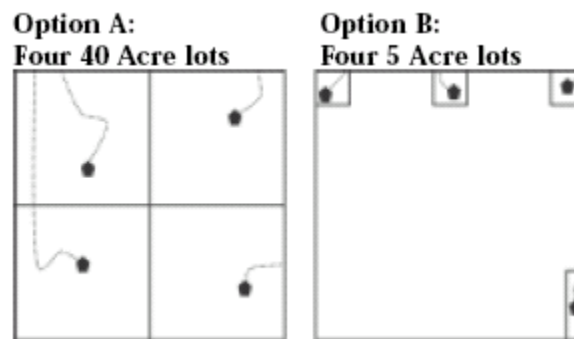
- **Exclusive agricultural zoning (A-1):**

The Town of Janesville has an Exclusive Agricultural (A-1) zoning district that allows for minimum lot sizes of 35 acres. This zoning district restricts non-farm uses and structures and is effective at limiting development that would remove land from agricultural use. The problem with A-1 zoning, however is that it is fairly ineffective at regulating zoning changes and subsequent land divisions that do result in the consumption of agricultural land. Under the conditional uses in the A-1 district, it is allowable to separate parcels with farm family dwellings on them into parcels of 5 acres or less. Over time, these land divisions can cause fragmentation of agricultural land, especially when the separated land is re-sold as a non-farm dwelling. Lowering the size of parcels that may be separated from A-1 parcels would help to preserve agricultural land in the long run.

- **Lot size and Density**

Zoning codes can place limits on overall density in agricultural areas to encourage non-farm housing to locate on relatively small lots. The way this would work best is to replace *minimum* lot sizes with smaller *maximum* lot sizes for residential properties located in agricultural zoning districts. Lowering lot sizes might seem to allow more housing on agricultural land at first, but when used in conjunction with density limits, this is an effective way to keep “estate” homes from cropping up in the middle of 10 or 35 acres. Also, because fragmentation and consumption of agricultural land often happens one land division at a time, by only allowing additional “farm family” housing units to be separated from A-1 zoning to much smaller lots, agricultural land is preserved (see Figure 2.4 below). In order for this to work effectively, density restrictions would need to be placed on the deeds of all new parcels based on the density allowed on the original acreage. This would prevent the change in zoning from allowing any more housing than was allowed on the original parcel. (*Planning for Agriculture in Wisconsin-A Guide for Communities*, Nov. 2002)

Figure 2.4
Comparative lot sizes with similar density



Source: *Planning for Agricultural Guide*, Nov. 2002.

- **Land Division Ordinance Provisions**

State statute 236.45(2)(a) states that local governments are allowed to control “divisions of land into parcels larger than 1 ½ acres or divisions of land into less than 5 parcels, and may prohibit the division of land where such prohibition will carry out the purposes of this section.”

The Town of Janesville may enact a land divisions ordinance that will be effective as long as it is either more restrictive or covers issues that are not covered in the Rock County Land Divisions ordinance. One example of what the Town could do to help protect agricultural land is to create conditions, such as one stating that specific steps toward agricultural and natural resource protection must be taken, in order for a land division to gain approval. The more specific the conditions of approval are, the more consistent and effective they will be. There are many other types of provisions and land controls that may be put into a land divisions ordinance. It is recommended that governmental units developing a land divisions ordinance seek the assistance of qualified professionals.

Additionally, current regulations require that any proposed land divisions of under 15 acres must be submitted as a certified survey and be reviewed by both the Town and County, however, land divisions of over 15 acres need no such review. For purposes of preserving contiguous areas of agricultural land, the Town of Janesville may want to consider requiring a certified survey and review of all land divisions regardless of size.

- **Performance Zoning**

Performance zoning is a method that permits controlled development while also being sensitive to the landscape. It tries to regulate the impacts of land uses rather than the uses themselves, by outlining general goals for developers that they can meet in different ways. Land owners are permitted a wide variety of uses, so long as they meet certain numeric standards such as a certain ratio of impervious surfaces, a certain density, a certain amount of open space, or certain noise level standards. The downfall to performance zoning is that it can be complex and would likely require a professional planner on staff to effectively administer the ordinance.

- **Overlay Zoning**

Overlay zones allow special regulations within all or a portion of a zoning district or several districts. This type of zoning can be helpful if there is one particular resource that needs to be protected a consistent way regardless of what district it is in. Overlay zones are common for wellhead protection areas and groundwater recharge areas. Rock County’s Environmentally Significant Open Space Areas are in an overlay district.

- **Incentive Zoning**

Incentive zoning allows developers to provide additional amenities such as open space in exchange for higher densities, additional floor area, or other property enhancements. Zoning for conservation subdivisions often includes incentive zoning measures.

- **Planned Unit Developments (PUDs)**

The most effective tool that the Town of Janesville currently has written into its zoning code for regulating the effects of housing on the rural environment is the Planned Unit Development (PUD) overlay district. A PUD is an overlay district that allows developers and towns the flexibility to vary some of the standards in local zoning codes to provide for innovative approaches that may allow for mixed uses and better design and arrangement of open space to protect agricultural and natural resources. Using PUD methodology for the siting and layout of new subdivisions gives the Town the ability to work with the developer up front to come up with a plan that is consistent with the values and needs of the Town.

Shortcomings of the PUD include that it does not allow for increased density in exchange for clustering development and it does not specify guidelines and requirements for screening and preservation and therefore may not consistently produce the desired outcome. The Town of Janesville PUD overlay district does, however, provide for development of mixed uses within a development and provides for the “permanent preservation and maintenance of common open space...” that can be used for conservation and preservation of natural resources. Many of the values and goals expressed by the Town can be accomplished through minor modification of the PUD overlay district, if there are clear requirements and guidelines (for both the Town decision makers and the developer) for what is to be accomplished.

- **Official Maps**

Official maps show existing and planned public facilities such as streets and parks. They can also be used to restrict the issuance of building permits within the limits of the mapped areas. The maps are an especially effective means to reserve land for future public use. The Town of Janesville has a ratified official Zoning Map that is updated with zoning changes as they occur.

- **Sign Ordinance**

Signs, especially billboards can drastically affect the perceived “rural character” of a town as viewed from roadways. For this reason, it is important to have an up-to-date sign ordinance that regulates such things as location and size of billboards, light emitting diodes (LEDs), changing message and pictures on signs. New legislation in Wisconsin now allows a changing message every six seconds on billboards. This is likely to cause a noticeable change to the rural landscape unless addressed in local ordinances. It is recommended that the Town address how existing signs may be modified as well as specific requirements for new signs.

- **Landscaping Requirements**

One of the most critical regulatory strategies available for retaining rural character as well as for addressing issues of erosion control and replacement of disrupted natural features is a Landscaping Ordinance. Many cities and villages in southern Wisconsin have stringent requirements for natural screening and replacement of vegetation when a subdivision is developed. Used as part of or in conjunction with Planned Unit Developments and/or subdivision requirements, landscaping can have a significant effect on the shaping of the rural environment for current and future residents of the Town. Landscaping requirements are one way to sustain the rural character of the Town even as development continues to occur. It is highly recommended that the Town enact a Landscaping Ordinance to assure the quality of future developments.

- **Cluster development**

The concept of cluster development (including “conservation subdivisions” to be discussed next) is one of the most important strategies (along with landscaping regulations) available to towns for the preservation of agriculture and natural resources. In a “cluster development” up to four dwellings can be allowed on the smallest allowable lots (in the Town of Janesville the minimum lot size for residential development is 40,000 square feet) with the additional requirement that they are clustered together in such a way as to avoid important agricultural and natural resources. In the agricultural districts that allow residential development on “rural” size lots (A-3 zoning allows 3 acre lots and A-2 zoning allows 10 acre lots in the Town of Janesville) the result can be widely spaced homes that cause fragmentation of farmland, woodlands, or degradation of other natural resources (see Figure 2.5 next page). Requiring smaller lots and specifying building envelopes for dwellings that are clustered together on the portion of the land least likely to degrade or fragment existing resources, preserves larger contiguous tracts for agricultural use and natural resources.

Through modifying the PUD overlay district or developing a new overlay district specifically for cluster housing, the Town can encourage cluster developments by allowing a higher density of housing (i.e.: more lots) than would be allowed under the underlying zoning district if the developer agrees to cluster homes on the minimum allowable sized lots (this is an example of incentive zoning). This type of regulation can be also accomplished through a Town level Land Divisions ordinance and as part of a “Conservation Subdivision” for developments of over five land divisions (see next section).

Figure 2.5 Large Lot Rural Development

Development in Rural Areas

“As urban development pressures have increased in [Rock County], public concern has grown over the loss of open space and rural character that seems to inevitably accompany what may be otherwise perceived as desirable growth. The disappearance of the qualities that make [Rock County] an attractive place to live is caused by the very development that allows new resident to move into the county. Rolling topography, wetlands, woodlands, hedgerows, streams and lakes, farm fields, and scenic views are distinct features that define the rural qualities which make this area so appealing. But when housing is scattered throughout the landscape in ways that do not respect its special qualities, those qualities can be lost, and, indeed, have been in many areas. Low-density, one- to three-acre suburban housing seeks a rural environment and, in the process of giving each new homeowner a “piece of the country,” destroys the very character of the land that was sought out (see Figure 2.2) Often the only reminder of the pre-construction rural character existing on a site, is the name of the subdivision, such as “Walnut Woods” or “Pleasant View”. By the time the new residents have moved in, the “woods” and the “view” have long been destroyed and cannot be enjoyed by either the residents or passers-by from the community at large.”



*Source: Southeastern Wisconsin Regional Plan Commission
“Rural Cluster Development Guide” Dec. 1996*

- **Conservation Subdivisions**

Conservation subdivisions are an excellent way to preserve agriculture, open space and natural resources in zoning districts where subdivisions (five or more lots created through land division) are permitted. The most appropriate way to regulate conservation subdivisions would be through a specific “Conservation Subdivision Ordinance”. In the Town of Janesville where most of the buildable areas are characterized by flat, open spaces, landscaping requirements would be a necessary regulatory element to achieve the desired effect of a conservation subdivision.

The clustering of homes can direct development to areas more suitable for development and away from areas that are more environmentally sensitive, such as wetlands or woodlands. Clustering can also provide for the preservation of archeological sites, scenic views and natural vegetation often found near surface water. By allowing for open space that is owned publicly or by a homeowners association, these natural amenities can be preserved for the community or neighborhood as a whole, instead of for a limited number of private homeowners. Finally, conservation subdivisions can help protect water quality for everyone through the maintenance of surface water buffers and better management of run-off (see Figure 2.6).

Figure 2.6 Conservation Subdivisions Strengths and Weaknesses*Strengths:*

- Encourages smaller rural lot sizes for houses
- Protects larger blocks of open space
- Reduces the amount of land that is converted from agriculture or open space uses

Weaknesses:

- Dense clusters of rural homes may not be compatible with some kinds of commercial agriculture
- Many people moving to the country don't want to live on small lots or in clustered housing developments
- Existing conservation subdivisions have tended to cater to the high end of the housing market, which can make housing less affordable to some rural residents
- If the overall permitted density of homes is not increased, the total value of lots sold for development may be lower compared to conventional subdivisions

Sources: Map from Southeast Wisconsin Regional Planning Commission, Rural Cluster Development Guide", Dec. 1996. Text from "Planning for Agriculture in Wisconsin, A Guide for Communities" Nov. 2002.

In order to sustain an agricultural community and ensure farming as a viable lifestyle, large blocks of contiguous farmland should be protected. Conservation subdivisions are appropriate for protecting blocks of agricultural land and promoting areas where agricultural and residential activities can co-exist especially if used along with other conservation practices intended to prevent fragmentation of agricultural land. This is significant for particular types of agricultural practices that have some economic and aesthetic benefits for residential homeowners. This might include pick-your-own operations, community supported agricultural programs, organic vegetable production, hay and straw production and other specialty products and activities that use low chemical and low intensity production.

- **Building Permits**

The Town of Janesville Building Inspector currently has the ability to issue building permits. Establishing criteria for the issuance of building permits gives the Town influence over the precise siting or location of new construction within a parcel of land. Issuance of building permits can be subject to conformance with language in an ordinance or plan that states specific rules about placement of structures i.e.: that new homes are situated in such a way as to avoid agricultural land and/or to be shielded from views of neighbors. The Town may specify a limit on the number of building permits that will be issued each year based on the rate of growth it deems appropriate. In this way, the consumption of land and the strain on the environment caused by development can be more carefully monitored and controlled.

- **Other Regulatory Strategies**

The siting of driveways, septic systems and wells as well as other land use controls such as specific requirements for siting of structures relevant to agricultural and natural resources helps to regulate the effect of housing developments on the rural environment. Currently, the County level of government is administering these regulations, however, if the Town sees fit to establish additional or more restrictive regulations, those regulations will prevail as long as they do not conflict with any other statutes, ordinances, plans, etc already established under larger jurisdictions.

- **Conservation Easements**

Conservation easements can be regulatory or voluntary. Voluntary conservation easements will be discussed below as they relate to Transfer of Development Rights or Purchase of Development Rights. In the case of regulatory easements, the local unit of government may designate (through approved policy and/or through code) land or environmental conditions that are not acceptable for building. The government entity may prevent these areas of concern from being built upon by placing a permanent conservation easement on the portion of the land where those conditions exist. Because these easements are reserved through regulation, rather than through purchase, they may be subject to change and cannot be relied upon to preserve valued agricultural, natural or other features into perpetuity.

2.24 Land Acquisition Tools

There can be little question that the best way to preserve agricultural and natural resources is for those resources to be owned by an entity that is obligated to preserve it. There are several viable economic options for this to occur.

- **Non-Profit Conservation Organizations**

Non-profit conservation organizations such as land trusts are private organizations established to protect land and water resources for the public benefit. Land trusts often protect natural resources by owning the land or by holding a conservation easement which limits the use of the land to the terms specified in the easement. Land trusts and other non-profit conservation organizations are eligible to participate in state grant programs that fund land or conservation easement acquisitions. There are examples of successful non-profit/local government partnerships in Wisconsin.

- **Public or private purchase**

Towns and non-profit conservation organizations can acquire land for conservation purposes by purchasing it outright. This is recommended when public access to the property is required.

- **Voluntary Conservation Easements**

Voluntary conservation easements are legal agreements between private landowners and qualified land trusts, conservation organizations or government agencies for the purpose of limiting land to specific uses and thus protecting it from development. The agreement transfers the right to develop a parcel of land from the landowner to the other entity for the purpose of limiting the use of the land to specific uses and thus protecting it from development into perpetuity (for ever). The purchaser of the easement *may not ever* develop the land. The purchaser has essentially made it possible to place a permanent restriction (called a conservation easement) on the deed to the property, which stays with the property, even if it is sold. Conservation easements are usually sold, but are frequently donated by conservation-minded landowners. Grantors can receive federal tax benefits as a result of donating easements that may apply to parts of or entire parcels of property.

- **Public Land Dedication**

The Town may require that each time a subdivision is approved that a certain percentage of land is dedicated (donated to the Town) for public use. The Town may also elect to take fees that will be used for park and open space development or maintenance in lieu of land.

- **Purchase of Development Rights**

Purchase of Development Rights (PDR) programs are aimed at maintaining the economic viability of keeping land in agriculture and/or preserving natural resources, even in the face of development pressure. PDR programs provide for the purchase of the right to develop a piece of property (i.e.: a conservation easement) on a piece of property that meets criteria for preservation of agricultural and/or natural resources. This process may include analyzing the quantity and quality of the resources present and determining the extent to which the land is threatened by development. Through various fund raising efforts, including raising of taxes and partnerships with other governmental and non-profit agencies, there has been a high degree of success in the goal of purchasing the rights to develop agricultural land from farmers, thus leaving the land in agriculture into perpetuity.

PDR programs provide the farmer with the ability to place a conservation easement on the property in question, permanently, so that the deed to the land reflects the inability to develop no matter who owns the land or how many times it is sold. This system lowers the value of the land for taxing purposes and also provides for other monetary incentives to the farmer. At this writing, this is one of the most successful programs for preserving agricultural and natural resources nationwide. Part of what makes it so successful is the fact that it is completely voluntary on the part of the governing municipality (taxes can only be allocated through referendum) and on the part of the farmer. It is recommended that the Town of Janesville carefully research and consider this method of agricultural land preservation. The highlights of such programs are summarized below:

- The value of a conservation easement is determined by calculating the difference between the market value of the land with development and the value of the land without development (in current dollars).
- The right to develop land is purchased from the landowner (farmer) from a local government or non-profit organization.
- Some landowners may choose to donate land in order to reduce tax burden while keeping their land in agriculture.
- Easements are recorded on the deed and remain with the land into perpetuity
- Landowners may “sell the development rights” to all or just a portion of their land.
- Landowners retain the right to continue to use their land and sell it to others, but the right to develop the land is no longer available once development rights have been sold.
- This system puts cash in the hands of current farmers.
- It also keeps the price of farmland lower for future farmers

- **Transfer of Development Rights (TDR)**

In a Transfer of Development Rights program, the Town designates “sending areas” (areas where development is discouraged) and “receiving areas” (areas where development is encouraged). The “sending” area would typically be farmland that the community wants to protect and the “receiving” area would be an area planned for residential development. Landowners in sending areas are allocated development rights based on density policy and criteria identified in adopted plans, which specify the number of potential building sites or non-farm development available on their property. Landowners seeking to develop in a receiving area must first buy a certain amount of development rights from landowners in a sending area. Once a development right is purchased (i.e.: a conservation easement) and transferred, the landowner in the sending area gives up the ability to develop a portion of the property. This method of transferring development rights provides incentive for a developer to participate in the preservation of agriculture and natural resources while eliminating the need for funding the purchase of development rights.

2.25 Element Summary

Rock County and the Town of Janesville are fortunate to be home to an abundance of quality agricultural, natural and cultural resources. It is the responsibility of the current decision makers throughout Rock County to make sure that these resources continue to be available to future generations. Agricultural and natural resources are predominant land features within the Town of Janesville. Residents of the Town have indicated a desire to preserve and protect these land features.

The Town of Janesville is a highly desirable place to live because of its rural atmosphere and its proximity to the urban center and jobs, thus creating high demand for agricultural land and open space to be developed for housing. This high demand has caused a parallel increase in value of the land for development, resulting in the opportunity for farmers to sell their land at attractive prices. It is often a difficult and emotional task to balance the desire to preserve the land, historic and archeological sites and other cultural features with the need for landowners to find economic security through allowing development to occur.

This chapter has provided information on agricultural, natural and cultural resources explaining why there is a need to recognize where they exist, why they are important to preserve and some tools for doing so. Additionally, the chapter has provided policies and suggestions for how to effectively manage these important resources now and in the future.

Chapter 3: Transportation

3.1 Overview

As defined in Wisconsin State Statutes 66.1001, the Transportation Element of a community's comprehensive plan is to be:

"...a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation." In addition, the statute stresses the importance of comparing the community's "objectives, policies, goals, and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the community."

Planning for transportation is planning for land-use, which in turn, is planning for community character. One cannot be done without consideration for the others. A well-planned transportation system, composed of an adequate road network, appropriate land use controls *and* other transportation options and infrastructure, can provide various socio-economic and environmental benefits. A well-planned transportation system can impact fiscal resources, land use and conservation, air quality, health and safety of the citizenry, and overall quality of life. Alternatively, a poorly planned transportation network, heavily reliant on a single transportation mode can and does produce urban sprawl, pollution and safety hazards and can change the character of a community permanently.

An increasingly extensive transportation network that has fueled population growth and development in areas where roads have been improved, expanded or created has heavily influenced the low-density development pattern of the mid to late 20th century. This development pattern illustrates the relationship between transportation and the many Elements discussed in this Comprehensive Plan. This is particularly true with respect to land use and housing, as much of the Town of Janesville's population and household growth is being fueled by the regional connectivity provided by high-capacity highways such as I-90/39, increased capacity on highways and arterial streets such as State Highway 14, and the construction of new local and private roads. Conversely, as the rural community continues to grow, so does the demand for new or improved roads to service new developments.

National, regional, and local road networks, bike and pedestrian routes, and other recreational transportation (including water sports), airport service, public transit and freight rail are within close proximity to the Town of Janesville and are available for use by its citizens and industries. Although the Town of Janesville does not have jurisdiction over all of the roadways and other transportation modes that are present in the Town, the development decisions made by the Town will impact the amount and type of traffic using facilities that are controlled by other jurisdictions. Additionally, the extent to which the local street system can accommodate local travel will directly impact the amount of traffic that is diverted onto State and/or County facilities. For this reason, transportation planning at the Town level is crucial.

The inventory provided on the following pages is a comprehensive discussion of roadways, railways, pedestrian, bicycle, transit, and recreational systems within the Town of Janesville and the region. The following goals, objectives and policies will provide a framework by which to analyze, manage and relate transportation to the overall goals for growth and development in the Town of Janesville and the region.

3.2 Inventory of Transportation Facilities

Similar to other rural communities with relatively low population densities, the Town of Janesville's transportation system is dominated by singularly occupied automobiles utilizing an extensive road network. Historically, there has been little demand for other transportation options, though residents of Rock County have expressed interest in alternative transportation modes. Air and rail service, specialized transportation/transit, and extensive bicycle/pedestrian lanes and trails are available in or near the Town of Janesville.

This section inventories facilities that are in or near the Town of Janesville. Additionally, the inventory assess where facilities occur and accessibility to the Town of Janesville and for residents wishing to travel by road, rail, air, water, transit and trails.

Roads and Bridges

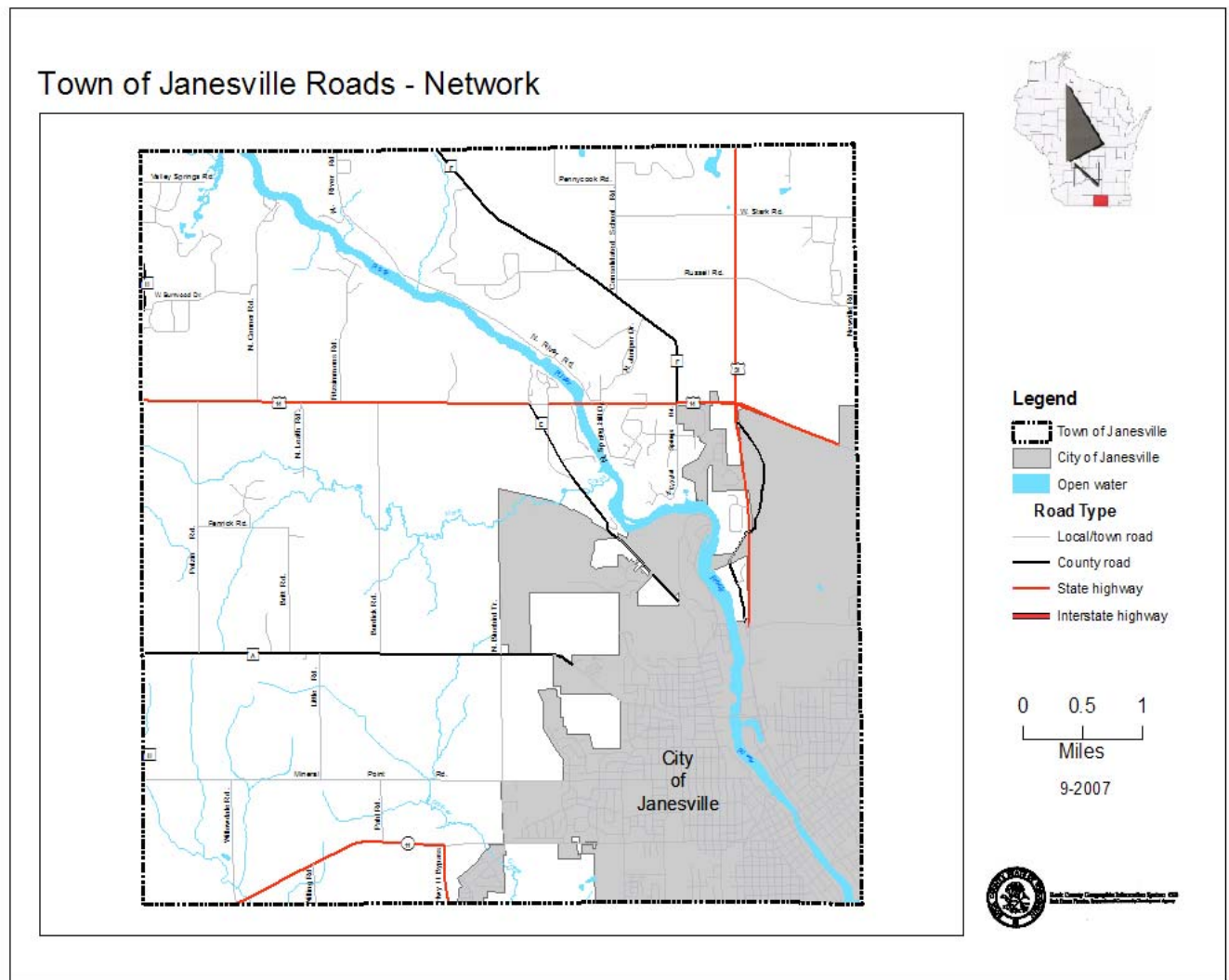
The Town of Janesville is well connected to the surrounding region through an extensive roadway network. Well functioning roads are the Town's lifelines to its economy. Town roads accommodate agricultural, automobile, and bicycle/pedestrian traffic and provide local and non-local users and their products and services, access to local, regional, state, and national locations.

In general, the Town has the responsibility to provide maintenance and repair, snow removal, and if necessary, replacement of all local roads and their associated bridges. This responsibility presents a significant cost expenditure to the Town. Funding for road maintenance is provided to towns by the State based on miles of roadway however, the Town still bears much of the high cost of maintenance which may cause the tendency for deteriorating or inadequate roadways.

There are 210 centerline miles of County Trunk Highways in Rock County and 825 centerline miles of Town Roads. These less-traveled roadways form a transportation network that connects all cities, villages and unincorporated portions of the County (see Map 3.1, next page).

The Town of Janesville contracts with the Rock County Public Works Department to perform road maintenance for all roads in the Town. The Town has the budgetary responsibility to provide maintenance and repair, snow removal and if necessary, replacement of local roads and associated bridges. This responsibility represents a significant cost expenditure to the Town. Funding is often awarded aide by the State based on miles of roadway and functional classification, however, the high cost of maintaining roads and bridges can be a significant burden for the Town.

Map 3.1



Functional Classification

The State of Wisconsin's Department of Transportation (WDOT) (see: *State of Wisconsin, Department of Transportation, Facilities Development Manual, Procedure 4-1-15*) uses a functional classification system to identify roads according to the service they are intended to provide. The Town's functional road classifications reflect the capacity to provide land access and/or mobility to users (see Figure 3.1 next page and Map 3.2 on page 83). Functional classifications are defined as follows:

Arterials

Principal Arterials – provide corridor movements having trip length and travel density characteristics of an interstate or an interregional nature. These routes generally serve all urban areas with a population greater than 50,000 inhabitants. The rural principal arterials are further subdivided into “interstate highways” and “other” principal arterials.

Minor Arterials – in conjunction with other principal arterials, serve cities, large communities, and other major traffic generators providing interregional and inter-area traffic movements.

Collectors

Major Collectors – provide service to moderate sized communities, and other inter-area traffic generators, and link those generators to nearby larger population centers or higher functionally classified roadways.

Minor Collectors – provide service to all remaining smaller communities, link the locally important traffic generators with their rural hinterland, and are spaced consistent with population density so as to collect traffic from local roads and bring all developed areas within a reasonable distance to a collector road.

Local Roads

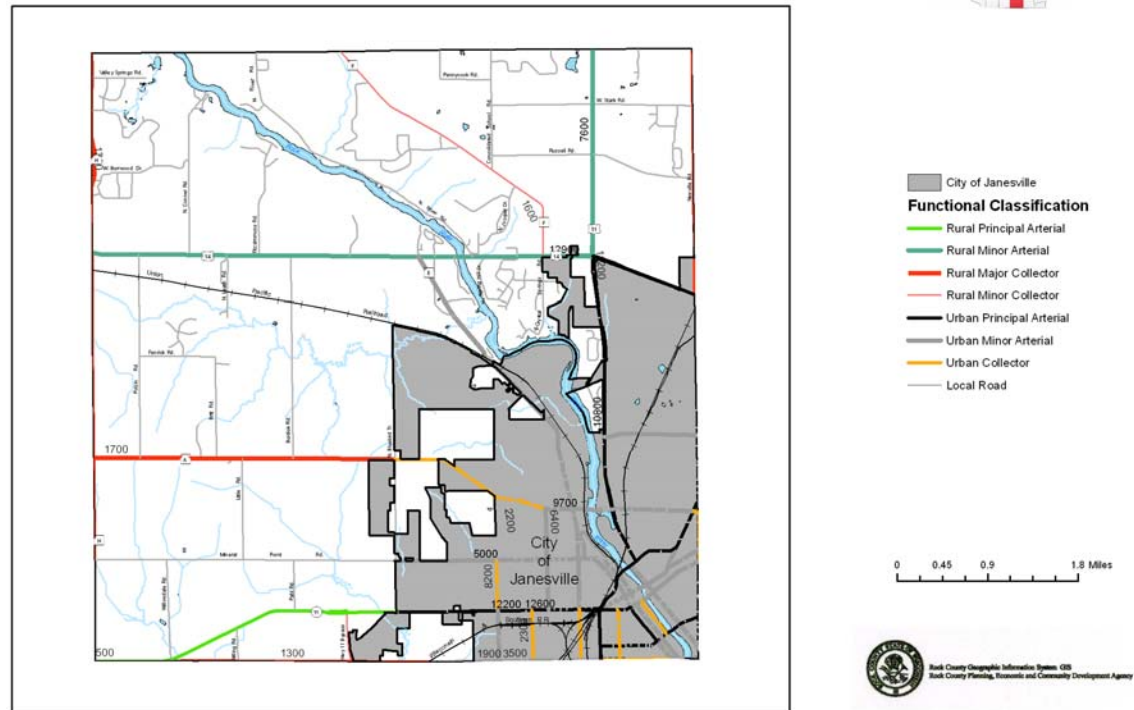
Local Roads – provide access to adjacent land and provide for travel over relatively short distances on an inter-township or intra-township basis. All roads not classified as arterials or collectors are local functional roads.

Figure 3.1
Roads within or of significance to the Town of Janesville:
Functional Classification

Principal Arterials (Rural Interstate Highway)	Principal Arterials (Other)	Minor Arterials	Major Collectors	Minor Collectors
Interstate 90/39	State Highway 11(in TOJ)	State Highway 14	County Highway A	County Highway F
		State Highway 51	County Highway H	Newville Road

Map 3.2

Janesville Township Roads Functional Classifications



Major Roadways Affecting the Town

Interstate Highway 90/39 (I-90/39) although not directly in the Town of Janesville is easily accessible and serves as the Rock County's principal limited access north-south traffic artery. This facility generally bisects the County running north to south. It is designed to smoothly and rapidly carry regionally oriented traffic on an uninterrupted basis throughout South Central Wisconsin to points north and west such as Madison, Eau Claire, Wausau, Saint Paul, and Minneapolis, all the way west to Seattle, Washington. I-90/39 to the south of Rock County serves northern, north central, and northeastern Illinois. To the east I-90 links Rock County to the Chicago metropolitan area and beyond all the way through New York City, and terminating in Boston, Massachusetts. I-39 traverses south from Rockford into north central Illinois, and beyond to Normal, Illinois.

US/STH Highway 14 is a multi-purpose rural minor arterial that connects Rock County to Madison and Walworth County. STH Highway 14 provides continuous travel between La Crosse through Rock County and on to the I-43 interchange that continues into Illinois and the northwest suburbs of Chicago. STH 14 is a heavily used east/west roadway through the Town of Janesville. It serves as the primary connector between outlying subdivisions in the Town and the City of Janesville.

There is current interest by the City of Janesville in connecting Hwy. 11 on the west side of the City to Hwy. 14, thus forming a bypass around the City. The Town should carefully consider the implications of this possible road construction and be prepared to have policy in place that will address how to manage

development along that corridor. A bypass is certain to create greater interest in rural residential development as well as within the City of Janesville.

US Highway 51 is a multi-purpose rural minor arterial that connects Rock County to Dane County and northern Illinois. US Highway 51 travels north and south through the northeast corner of the Town of Janesville and provides continuous travel between Madison, Wisconsin and Rockford, Illinois. US Highway 51 also provides direct access to a variety of urban and rural land uses along the route.

Wisconsin State Trunk Highway 11 (STH 11) is a principal east/ west rural principal arterial that traverses Rock County from border to border. On the east side of Rock County STH 11 is a dually designated route with US Highway 14. STH 11 and US 14 diverge east of the City of Janesville and STH 11 continues southwest through sections 32 and 33 of the Town of Janesville. STH 11 primarily serves rural oriented land uses.

Interstate Highway 43 (I-43) is a limited access principal arterial serving the southeast portion of Rock County and provides its users with an uninterrupted link to eastern Wisconsin. I-43 links Rock County with the Milwaukee metro area and many communities located along the Lake Michigan shoreline including Green Bay. I-43 does not go through the Town of Janesville but is an important transportation link for Town residents.

Trucking

The Town of Janesville contains three truck routes on STH 51, US 14 and on STH 11. The Town is close to other major truck routes including I90/39 and STH 26. The presence of heavy trucking on major highways serving the Town can impact land use and travel habits and is an important factor to consider when deciding where to encourage new growth (see Map 3.3, next page).

Rail

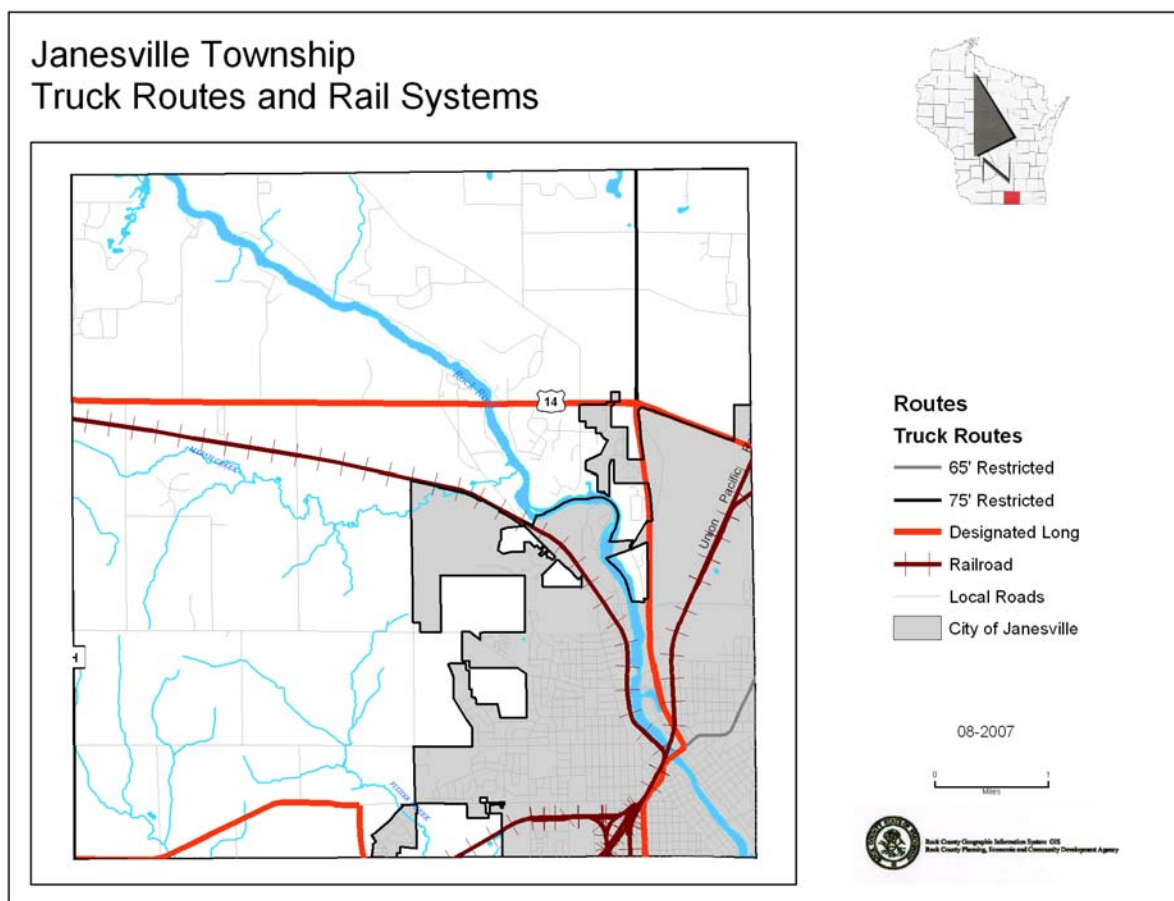
There is no passenger rail serving the Town of Janesville or Rock County at this time however, the feasibility of commuter rail was investigated as part of the South Central Wisconsin Commuter Study. Although the Study found that commuter rail is not feasible in Rock County at this time, this subject may reemerge during the planning period. Three freight rail providers provide movement of 23% of the freight in Rock County. All three of them are easily accessible to the Town of Janesville.

The **Union Pacific Railroad** operates on tracks that run from northern City of Janesville, southeast to the County line, before crossing into Illinois in route to Chicago. This line primarily transported component truck parts to the Janesville General Motors plant and distributed newly manufactured vehicles. This line continues to transport grain and corn. This railroad traverses the Town from the City of Janesville west/northwesterly through sections 15, 16, 17 and 18 and provides issues and opportunities for land uses in that area.

The **Iowa, Chicago and Eastern Railroad** carries coal, marine engines, corn and vegetable oil, plastics, auto parts and petroleum. The line operates on tracks that stretch from Janesville south to Davis Junction, IL. This line does not go through the Town of Janesville.

The **Wisconsin & Southern Railroad** passes briefly through the Town of Janesville in section 34 on its northeasterly route through Rock County. A wide range of products are shipped on this line, including corn and grain, lumber, canned goods, paper, fertilizer, aggregate, ethanol, gasoline, sugar, pulp board, plastic, metal scrap, auto parts and military vehicles (see Map 3.3, next page).

Map 3.3



Air

The closest airport to the Town of Janesville is Southern Wisconsin Regional Airport, located west of Highway 51, in the southern most portion of the City of Janesville. This airport is categorized as an Air Carrier/Cargo airport and as such has no commercial passenger air service.



Southern Wisconsin Regional Airport

The airport is mainly utilized for corporate aviation and general aviation. Approximately 80,000 flights take place at the airport annually, 75% of which are freight operations, while 25% are air taxi services.

There are 16 privately owned hangers at the airport, and several services are based at the premises. These include fuel sales, rental, repair, instruction and charter services. An automobile rental agency is located at the airport. There is a terminal that offers a restaurant and conference room, as well as an aircraft sales dealership.

Dane County Regional Airport located in Madison, Wisconsin and Chicago Rockford International Airport located in Rockford, Illinois are the nearest commercial passenger facilities. Dane County Regional Airport provides daily service to Chicago O'Hare International Airport. Other private airports include the Beloit Airport and several private landing strips located throughout Rock County.

Water

The Rock County River Trails Plan, which is contained within the Parks, Outdoor Recreation and Open Space Plan (POROS) identifies the Rock River as a waterway that is favorable for kayaking and canoeing. The Town of Janesville provides excellent access to the Rock River from a boat launch located on River Road near STH 14. This launch is one of only four locations in Rock County designated as a suitable "put in or take out" point. Other modes of water transportation are also being used on the Rock River, which presents the opportunity for the Town of Janesville to consider providing a suitable launch for these purposes.

Bike, Pedestrian and Multi-Use Routes and Trails

An expansive network of bicycle and pedestrian routes span throughout Rock County. This system of routes connects urbanized areas with destinations that offer recreation and natural amenities. All County Parks can be accessed via bicycle/pedestrian routes and lanes. Several additional routes were proposed by the Rock County POROS Plan within the Town of Janesville (see Map 3.4, next page) to further expand and connect bicycle and pedestrian transportation options.

The Town of Janesville has two County designated bicycle routes along existing roadways. One, that provides east/west travel all the way through the Town along CTH A, is recommended as a future off-road bike and pedestrian trail. The other connects to the Pelishek Nature Trail, which proceeds southeast through the City of Janesville. From the City limits, the County trail traverses northwest out of the City along CTH F. Neither of these routes is equipped with a separate bike lane.

Funding limitations for snow removal and general maintenance is a deterrent for the Town of Janesville to provide pedestrian and bicycle trails, however, creative methods for funding these amenities should be considered with each new subdivision that is approved by the Town.

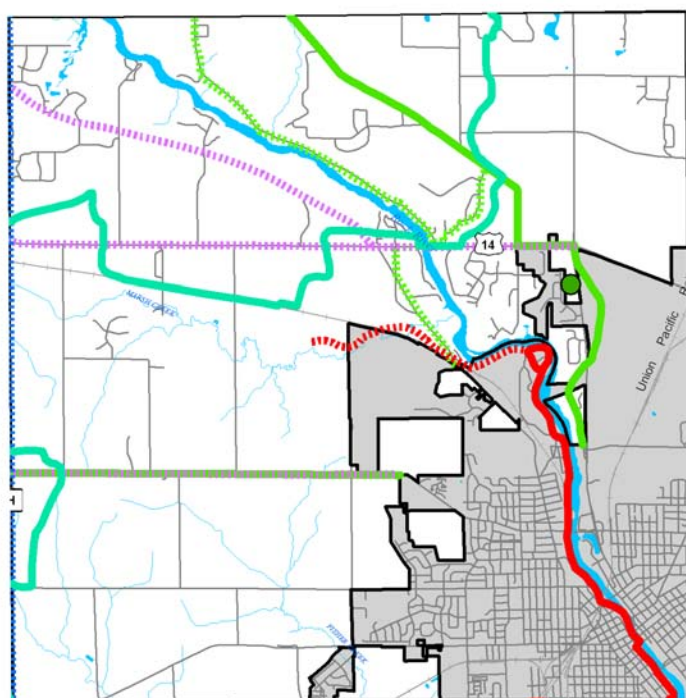
Snowmobile Trails

Each year easements are obtained from various landowners for snowmobile trails. Together they comprise the 226 miles of the Rock County Snowmobile Trail. A portion of that trail encircles the north central and northwestern portion of the Town and another smaller section enters the Town north of CTH A and leaves again along Mineral Point Road providing adequate access to Town residents.

The trail is made possible by the Wisconsin Snowmobile Trail Fund, which finances the easements in their entirety. Twenty-two bridges in Rock County have also been paid for through the program. The trail now encircles the entire County, with numerous trail spurs connecting adjoining trails in adjacent counties.

Map 3.4

**Janesville Township
Bicycle, Pedestrian and Snowmobile Routes and Trails Plan**



- County Park/Recreation Area
- Existing Designated Bicycle Lane
- Proposed Designated Bicycle Lane
- Proposed Bicycle / Pedestrian Trail (Off Road)
- Existing City of Janesville Bicycle Trail
- Proposed City of Janesville Bicycle Trail
- Existing Rock County Bicycle Route
- Proposed Rock County Bicycle Route
- Snowmobile Trail

0 0.5 1 Miles

08-2007



Rock County Geographic Information System: GIS
Rock County Planning, Economic and Community Development Agency

Transit

It is not feasible for the Town of Janesville to provide a local transit system. The nearest public transit services are provided by the Janesville Transit System in the City of Janesville. There are currently no plans to expand this (or any other) municipal transit service into the Town of Janesville however, if the average age of persons living in the Town increases as expected, the need for such services may become apparent.

Buses

City bus systems operate within the City of Beloit and the City of Janesville, however, neither system provides service to the Town of Janesville, making use of those systems impractical by Town residents. There are currently no known plans to expand this, or any other municipal transit service into the Town of Janesville.

An interstate bus line operated by **Van Galder** starts in Madison, makes stops at South Beloit, Rockford, and O'Hare Airport and terminates in downtown Chicago. Not all routes stop at all locations. Most routes stop on North Pontiac Drive in the City of Janesville, providing convenient access for Town of Janesville residents.

Greyhound buses are also available from the Beloit Greyhound terminal in the City of Beloit. These routes head north to Madison or south to Chicago where they link to nationwide routes. Tickets are **not** sold at the terminal, and must be purchased online or by telephone.

Both Van Galder and Greyhound bus lines offer charter services, for group travel, tour packages, or other special events.

Para-Transit

The Rock County Council on Aging provides specialized transit services, which are designed for use by elderly or disabled persons. To be eligible for the service, an individual must be at least 55 years of age, or physically disabled. Rides using wheelchair lift-equipped vans are available, for a fee, Monday through Friday from 8:00 am to 5:00 pm for all areas within the Town of Janesville.

Users must arrange trips by calling the Specialized Transit Agency by 12:00 p.m. at least two (2) days in advance of the scheduled trip. Passengers are picked up at their scheduled time and taken to their destination. Once the rider's scheduled appointment has completed, he/she must place a call to the Specialized Transit Agency in order to notify the van driver that it is time to make a return trip.

The Rock County Council of Aging also offers a volunteer driver escort program called RIDES, where volunteers offer their time and their own vehicles to drive patrons to medical appointments. Transportation is available to Madison, Milwaukee, Monroe and Rockford, IL and riders are charged per mile.

In addition to these County services, the State of Wisconsin has a Vanpool and a Rideshare program that has a computerize system for providing rides to customers who live and work in the same area. Both operations are based in Madison, Wisconsin.

3.3 Existing Plans and Projects

This section reviews State regional, and County transportation plans and projects that are relevant to the Town of Janesville. The Town of Janesville's goals, objectives and policies for transportation are consistent with these plans and projects, although this *Comprehensive Plan* may address concerns and recommend improvements that are not yet acknowledged by any other state or regional plan.

The Town of Janesville lies partially within the Janesville Area Metropolitan Planning Organization boundaries. It also lies entirely within Rock County and the State of Wisconsin. Each of these entities has a transportation plan or plans that specify future action within the Town, or at the very least, plans that will connect to and/or affect the transportation system within the Town of Janesville.

Existing plans, programs and studies that may affect the Town of Janesville include the following:

State Plans

- Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century
- Connections 2030 Plan
- Wisconsin State Highway Plan 2020
- Wisconsin Rail Issues and Opportunities Report
- Wisconsin Airport System Plan 2020
- Wisconsin Pedestrian Policy Plan
- Wisconsin Bicycle Transportation Plan 2020

State Corridor Plans and Studies:

- I90/39 Corridor
- Hwy. 14/11 Study
- STH 26 Corridor expansion project

Rock County Plans and Projects

- Rock County Public Works Projects
- Rock County Bike and Pedestrian Plan
- Parks Outdoor Recreation and Open Space Plan

Metropolitan Planning Area Plans

- Janesville Area 2005-2035 Long Range Transportation Plan, Transportation Improvement Plan
- Stateline Area Transportation Study 2035 Long-Range Plan
- South Central Wisconsin Commuter Study

State Plans

Translinks 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century

Completed in 1995, Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century provides an overall vision, goals and recommendations for planning in the state through 2020. This plan calls for the creation of a state grant program to help local governments prepare transportation corridor management plans (no grant exists as of this writing), the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons (this provision is being used for Rock County), and the development of a detailed method of assessment of local road investment needs. The overall goal of the planning process is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects. This Plan is the predecessor for the Connections 2030 Plan currently in progress and described below.

Connections 2030 Plan

When completed, this plan will be a long-range, need-based transportation plan that addresses highways, local roads, air, water, rail, bicycle, pedestrian, and transit facilities and services. The overall goal of this plan will be to identify a series of policies to aid transportation decision-makers when evaluating programs and projects. Policy recommendations in the plan will refer to specific corridors throughout the State. Major routes in two of them (the Blackhawk Corridor and the Cheese Country Corridor) go through the Town of Janesville (see maps at Wis. Department of Transportation website), however, changes to roadways in any of these corridors may affect traffic patterns in the Town of Janesville

The five corridors identified in Rock County are as follows:

Alpine Valley Corridor – Janesville/Beloit to Milwaukee (via Hwy. 14/11 through the Towns of LaPrairie and Bradford and via Hwy. 43 through the Towns of Turtle and Clinton and on into Walworth County).

Blackhawk Corridor – Madison to Chicago via Beloit (via Hwy. 51 through the Towns of Janesville and Fulton and via Hwy 213 through the Towns of Beloit, Newark, Plymouth, Spring Valley, Magnolia and Union where it goes to Hwy. 14 and on into Dane County).

Cheese Country Corridor – Dubuque to Janesville/Beloit (via Hwy. 11 through the Towns of Janesville, Plymouth and Spring Valley and via Hwy. 81 through the Towns of Beloit, Newark and Avon and on into Green County).

Rock River Corridor – Janesville/Beloit to Oshkosh (via Hwy. 26 through the Towns of Harmony and Milton and on into Dane County).

Southern Tier Corridor – Janesville/Beloit to Racine/Kenosha (via Hwy. 14/11 through the Towns of LaPrairie and Bradford and via Hwy. 43 through the Towns of Turtle and Clinton and on into Walworth County).

Wisconsin State Highway Plan 2020

The Wisconsin State Highway Plan plans for the 11,800 miles of state-managed highways in Wisconsin, specifically focusing on pavement and bridge preservation, traffic movement and safety. This plan identifies Interstate 90/39 as a "Corridors 2020 Backbone route," meaning the state treats this route as one which connects major population and economic centers and provides economic links to national and international markets.

This Highway Plan, revised every six years, also addresses projected congestion. In Rock County, Interstate 90/39 south of the City of Janesville to the state line is expected to become extremely congested, with severe congestion occurring north of Janesville. Moderate congestion is foreseen for Highway 14, and for Highway 51 north of the City of Janesville to the county line. These projections assume no capacity expansions to the roadways.

The State Highway Plan does not identify construction projects specifically, but rather it develops strategies and policies to improve the state highway system over the next 20 years. The strategies and policies set forth in this Highway Plan are expansive and cover topics including preserving transportation infrastructure, improving traffic movement and safety, economic development, environmental protection, and financing. Special emphasis is given to the high investment needed to mitigate congestion in Southeastern Wisconsin. Given its focus, the Highway Plan does not identify improvement needs under local jurisdiction.

Wisconsin Rail Issues and Opportunities Report

This Report, completed in 2004, is the result of a public outreach effort to determine issues related to rail transportation. This plan is intended to direct the rail element of the *Connections 2030* plan currently in progress. Issues identified in the Report are categorized as rail network issues, intercity passenger rail issues, safety issues and legislative issues. Commuter rail, locomotive horns at roadway/railway crossings and a proposal to reduce mercury emissions are identified as emerging issues in the plan.

Wisconsin State Airport System Plan 2020

This plan is an inventory of airport facilities throughout the state, and what services they provide. Included are upgrade recommendations, along with information on funding and environmental consequences. The plan states that in 2000 the Southern Wisconsin Regional Airport was ranked the 8th busiest airport in the state, and in the year 2020 it is expected to maintain that ranking. The airport is categorized as Air Carrier/Cargo, and will remain classified as such through the year 2020. This classification means that the airport can accommodate all aircraft, up to and including wide body jets and large military transports. The Southern Wisconsin Regional Airport is one of only 10 airports in the state with this classification.

Wisconsin Pedestrian Policy Plan 2020

This plan, completed in 2002, details how state and local jurisdictions can improve pedestrian safety and comfort, while increasing walking as a practical mode of transportation. Options for pedestrian facilities are explored, especially those that are user-friendly for the elderly, children and people with disabilities. The need for education efforts among law enforcement, motorists and pedestrians is discussed, as is WisDOT's leadership role, in promoting walkability.

Funding limitations for snow removal and general maintenance is a major deterrent for the Town of Janesville to sidewalk and bicycle path construction, however, creative methods for funding these amenities should be considered with each new subdivision that is approved by the Town.

Wisconsin Bicycle Transportation Plan 2020

This plan, completed in 1998, guides the establishment of bicycle accommodations in transportation planning. It also addresses costs, the State's role, and how popular and beneficial bicycling is. While the plan describes seven different intercity trail segments that are considered key, and the recommendations set forth to improve those segments, none of them are located within Rock County. The Rock County Parks, Outdoor Recreation and Open Space Plan outlines specific plans for future bicycle routes, and is a more useful and detailed reference.

State Corridor Plans and Studies

I 39/90

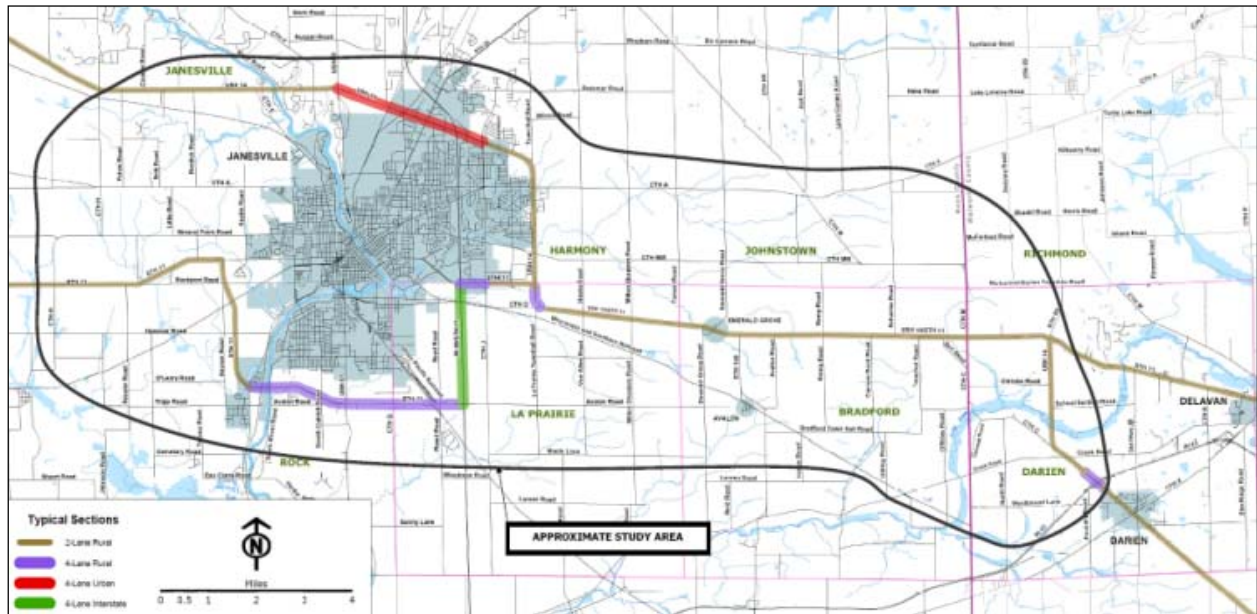
The widening of Interstate 39/90 will be a major undertaking to increase capacity that is planned to begin in 2013 or 2014. Over 45 miles will be widened from 2-lanes to 3-lanes in each direction for the portion of the interstate spanning from Highway 12/18 (the “Beltline”) in Madison to the Illinois state line. All work is planned to take place within the existing right-of-way and will include rehabilitation of all bridges. Construction will begin at the state line, and work northward. The project will involve major modification and restructuring of all interchanges, including substantial re-arrangement of the interchange at I-43 in Beloit.

Although I39/90 is not directly in the Town of Janesville, improvements on that road are likely to influence traffic patterns within the Town. During the construction phase, use of roadways going through the Town is likely to increase. Conversely, once improvements to I39/90 are completed, travelers who are currently using State Highways that traverse through the Town of Janesville may switch to using the Interstate instead.

USH 14/STH 11

The US Highway 14/Wisconsin Highway 11 corridor is a heavily traveled and crucial link from Janesville to Darien, through Walworth County. As traffic volume has increased, so have crash rates, therefore corridor improvements have been deemed necessary. The study (begun in 2003) of this corridor analyzes system linkage, future travel demand, safety, capacity and socio-economic demands. The study area for the US 14/STH 11 Corridor Study includes the most of the Town of Janesville and is shown in Map 3.5 on the next page. There is current interest by the City of Janesville in connecting Hwy.11 on the west side of the City, to Hwy.14, thus forming a bypass around the City. The Town should carefully consider the implications of this possible road construction and be prepared to have policy in place that will address development along that corridor.

Map 3.5
US 14/STH 11 Corridor Study Area



Source: Wisconsin Department of Transportation

STH 26 Corridor Expansion Project

To ensure future safety and functionality of the State transportation system, the Wisconsin Department of Transportation will be expanding 50 miles of Wisconsin State Highway (STH) 26 to four lanes from Janesville to STH 60 in Rock, Jefferson and Dodge counties. About half of the expansion will be constructed alongside the existing corridor. The other half, mainly the bypasses, will be constructed at new locations. Bypasses will be constructed around Milton, Jefferson and Watertown with interchanges providing easy access to the cities. The planned improvements will increase capacity, improve safety, maximize economic development potential and allow the corridor to serve its intended function well into the future. Although this road is not in the Town of Janesville, expansion and access issues may affect travel to and from the Town in the future.

County Plans

County Public Works Projects

Each year the Rock County Department of Public Works lists future road and bridge projects, both for the current year, and for the future. Road projects in 2007 included: County Trunk Highway (CTH) B in the western portion of the County, a portion of CTH D in La Prairie Township, CTH S in Turtle Township, and CTH H in Center and Janesville Townships. Future projects include CTH F, in the Townships of Fulton and Janesville and CTH A, in the Townships of Harmony and Johnstown. Bridge repair on CTH H began in 2008. The CTH F project includes plans to be reconstructed from Hwy. 14 northwest to Indianford in the Town of Fulton.

Southern Wisconsin Regional Airport Land Use Plan

The firm Mead and Hunt is currently completing a Land Use Plan, and related Zoning Amendments for the 3-mile jurisdictional area surrounding the Southern Wisconsin Regional Airport. This plan will manage growth encircling the airport and provide tools for enforcing height regulations and other aspects of development for compatibility with aviation. This plan has applicability for any company wishing to fly out of Southern Wisconsin Regional Airport.

2003 Rock County Bicycle and Pedestrian Routes and Trails Plan

Completed by the Rock County Parks Department, with assistance from HNTB Corporation, this plan includes existing and proposed off road bike and pedestrian trails, bike lanes, abandoned rail corridors and local roads with low traffic volumes (see previous discussion in “Existing Conditions” “Bike, Pedestrian and Multi-Use Routes and Trails”). Criteria for the location of future routes include smooth terrain and low traffic volume. Loop routes are to be integrated into the system to allow the opportunity for shorter outings. This map plan was adopted as a component of Rock County’s Parks, Outdoor Recreation, and Open Space Plan (see below) and as a Sub Element of this Transportation Element.

Parks, Outdoor Recreation and Open Space Plan (POROS)

Completed by Rock County in 2003, the current Parks, Outdoor Recreation and Open Space Plan (POROS) includes plans and policies for several modes of recreational transportation, including bicycle/pedestrian, hiking, boating and snowmobiling. An updated version of the POROS plan is scheduled to be completed by the Rock County Parks Department, with assistance from Rock County Planning and Development, by December of 2008 (see details on the POROS plan in Chapter 2: Agricultural, Natural and Cultural Resources Element).

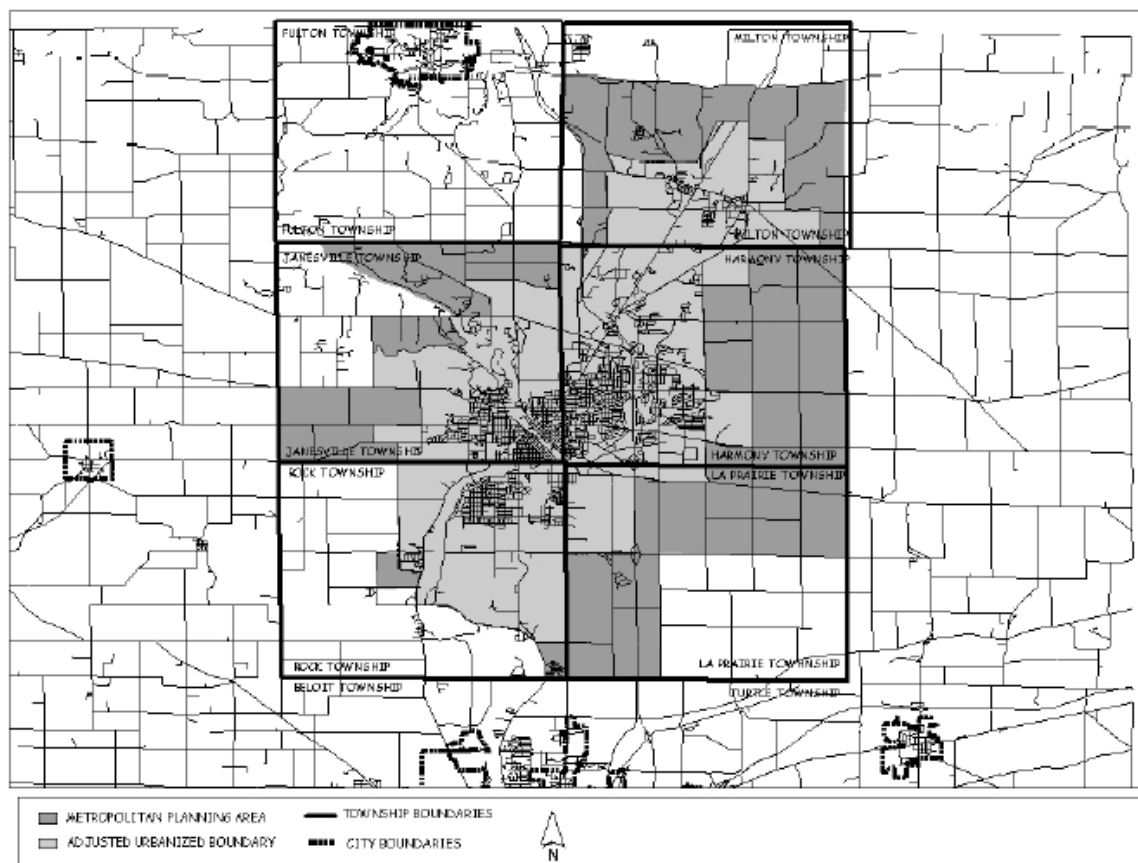
Metropolitan Planning Area (MPO) Plans

2005-2035 Janesville Area Long Range Transportation Plan

This Plan is federally mandated in order for the Metropolitan Planning Area surrounding the City of Janesville to qualify for federal and state transportation funding assistance. The MPO is known simply as the Janesville Area MPO. The MPO’s urbanized area includes a population of 78,544 people. The Town of Janesville is part of the planning area within this MPO. The entire planning area is shown in Map 3.6 on the next page.

The MPO Plan’s overall goal is to develop and maintain an increasingly energy efficient transportation system which includes and integrates all modes of travel and provides for the safe and effective movement of people and goods, while optimizing the financial resources of the communities. Specific recommendations are set forth in the plan to address transit, bicycle and pedestrian, streets and highways and freight movement.

Map 3.6
Janesville Area Metropolitan Planning Area (MPO)



Source: Janesville Area MPO 2007 Work Program

The MPO also has a Transportation Improvement Program (TIP) that is part of their long range transportation Plan. Those projects that will be affecting the Town of Janesville include those listed below by TIP number:

- #2 Mineral Point reconstruction from Parker HS to Austin Road (abuts Town, nearly complete)
- #9 West side bypass, new construction fro USH 14 to STH 11 (two lane facility) (2010)
- #19 STH 11 Footville to Janesville bypass (4mi.) pavement replacement. (2007-2009)
- #28 CTH F resurface/reconstruction north of US 14 to Indianford. (2009, 2012)

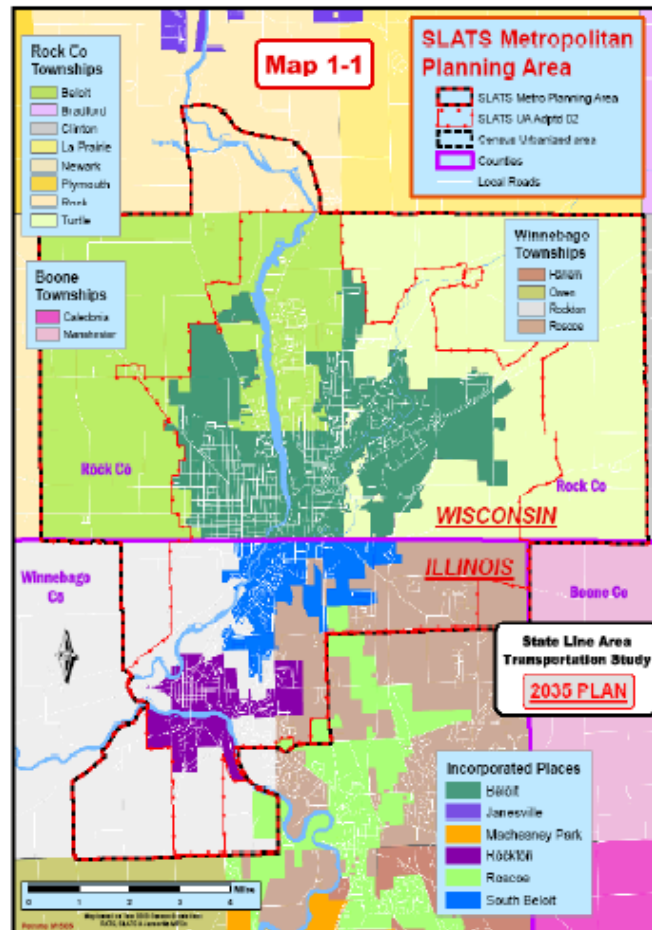
Stateline Area Transportation Study 2035 Long-Range Transportation Plan

This plan is federally mandated in order for the Metropolitan Planning Area surrounding the City of Beloit to qualify for federal and state transportation funding assistance. The MPO is known as the Stateline Area Transportation Study (SLATS). The SLATS urbanized area covers 55 square miles, and includes a population of 58,732 people. The area is shown in Map 3.7 on the next page.

The six main goals set forth in this plan are:

- 1) Tie into the regional economy and promote efficiency and accessibility.
- 2) Enhance regional multimodal connectivity.
- 3) Encourage community development.
- 4) Improve safety for all uses and all modes.
- 5) Maintain and maximize the use of the existing infrastructure.
- 6) Minimize negative impacts to the environment.

Map 3.7
SLATS Metropolitan Planning Area



Source: SLATS Long-Range Transportation Plan

This plan explains the SLATS Project Evaluation Criteria, which will continue to be used to prioritize projects for inclusion in the annual Transportation Improvement Program (TIP) authored by the MPO. Additionally, the plan includes analysis of demographic characteristics of residents within the SLATS planning area and their means of travel, the needs of travelers and services provided by mass transit, roadway functionality, level of service (LOS) and future road layouts. Although the Town of Janesville is not within the SLATS planning area, decisions made by SLATS may affect the Town of Janesville.

South Central Wisconsin Commuter Study

This corridor-planning project aims to improve transit links from the Janesville/Beloit area to points in the Chicago metropolitan area and to Dane County, WI. SLATS staff is facilitating the study. As of early April 2007, the final draft of the *Initial Transportation Inventory Report* was complete. This portion of the study inventories rail and bus service, and highways in the region. Regional transit initiatives proposed by others entities in the region are also examined.

A stakeholder survey as been completed as part of this study, and a market analysis has begun. The market analysis has revealed that travel flows to and from South Central Wisconsin were highest to and from the Cities of Madison, WI and Rockford, IL in addition to a substantial amount of travel between the Cities of Janesville and Beloit. While the feasibility of extending Metra commuter rail to Rock County has been a key point of interest, the study focus, based on the market analysis has shifted to assess the idea of bus rapid transit (BRT) to connect the communities along the I39/90 corridor between Rockford, IL and Madison, WI.

The next steps in the Commuter Study process are to continue the market analysis, and a Purpose and Needs Report. This report will set the framework for goals and objectives of the study, and help determine which transportation alternatives are most reasonable.

3.4 Issues and Opportunities for Transportation

Road Conditions

According to public input, roadways in the Town of Janesville are viewed to be in good condition, and there are no immediate hazards, however there are always areas in need of repair. Roadway funds from the County and the Town have been used primarily toward repairs, rather than preventative maintenance. A national push has been occurring to focus on preventative maintenance because it saves money over time. The key to being proactive is to get to a point where there are no pressing road repairs. This is a lofty goal and is not likely to be met without additional funding.

One of the best means to organize road repair needs is by maintaining an up-to-date inventory. WisDOT offers an online database for local jurisdictions to utilize, called WISLR (Wisconsin Information System for Local Roads). Data is kept updated on County maintained transportation facilities, however town updates have been inconsistent. In order for the system to work effectively, all jurisdictions with the County must put forth an effort to keep the data up to date.

Traffic Accidents

The quantity of traffic accidents in the Town of Janesville is a likely indicator of the overall traffic volumes and safety of the roadways. Available accident data for the years 2000, 2003 and 2006 indicate that there were 151 accidents, 193 accidents and 105 accidents in each of those respective years, showing a significant drop in accidents in 2006 than in either of the other two years for which data is available. Further investigation and analysis would need to be done to determine that reason for the drastic decline in this number in the year 2006.

The number of fatal accidents in the Town for all three years was one, in 2003. The accident data does not indicate any areas or intersections of special concern however periodic analysis of where accidents are occurring will keep the Town informed as dangerous issues arise.

Transportation for Agriculture

Several issues and opportunities present themselves in the Town of Janesville regarding the movement of vehicles and product to and from local agricultural operations. The Town should continually assess the ease of access for agricultural suppliers, processors, service providers, etc especially as it relates to the ability of farmers to efficiently transport farm produce to local, regional, national and international markets. The Town should also assess the conflicts that arise between agricultural transport and the general public (such as that between slow moving farm vehicles and motorists) and finally, how to meet future agricultural transportation needs. All of these issues can have a profound effect on the efficiency and profitability of the Town's agricultural economic base and should be carefully considered with each new development proposal in the Town.

Congestion

There are significant safety congestion problems along STH 14, especially between Hwy. 51 and Burdick Road. The intersection at CTH F is especially hazardous. These problems can be reduced with the installation of turn lanes and by limiting any further access of private driveways onto the road, however these issues would need to be addressed by the State Department of Transportation.

The question that the Town must consider, however, is how to manage what is likely to become greater interest in rural residential development. If STH 14 is improved and STH 11 is connected to form a bypass around the City of Janesville, this will certainly open the doors for more development both within the City of Janesville and within the Town. The Town should carefully consider the implications of transportation improvements when forming opinions about proposed roadway improvements or expansions.

Another concept that the Town should explore is how to ease congestion is by reducing the number of SOV (Single-Occupancy Vehicle) trips. Over 94% of random survey respondents in Rock County drive alone to work and/or school each day. Carpooling is only slightly utilized, and busing, walking and biking are even less popular. While reducing SOV trips is more applicable and realistic in urbanized areas, rather than in an unincorporated county, there are changes that could be made. Possibilities include making new bicycling, walking and transit facilities and routes more available.

It is commonly believed that you cannot build your way out of congestion. If new routes are constructed to ease capacity, oftentimes development is then generated along the new route, only adding to the congestion. While the question used to be "Which comes first, transportation or land use?" it is now understood that the two must come together. Transportation and Land Use planning must be integrated in context-sensitive transportation investments to ease congestion. This *Comprehensive Plan* will attempt to address this issue in the Land Use Element.

Neighborhood Electric Vehicles (NEV)

An alternative mode of transportation called the Neighborhood Electric Vehicle (NEV) is gaining popularity and is being regulated by some jurisdictions nationwide. These vehicles run on batteries, can only drive short distances at a time and are lightweight. For these reasons, they are being prohibited on some roadways, and restricted to roads with posted speed limits of 35 mph or lower. The National Highway Traffic Safety Administration has recognized NEVs as a form of transportation since 1998. The Town of Janesville should be proactive in developing and enforcing rules for the use of NEVs and other innovative means of transportation that may arise before they become commonplace and present possible driving safety hazards.

Safety

The inventorying of detailed accident data can be helpful in identifying problem intersections or roadways, and alleviating accident occurrences. Although the technology exists to record exact longitude and latitude points of an accident as soon as emergency personnel arrive at the scene, a system to do so has yet to be established in the Town of Janesville as well as the rest of Rock County. This technology is referred to as “geocoding”, and can be used along with the existing Geographic Information System in the County to create a uniform crash data analysis system, across jurisdictions. This data would be useful in determining where priority areas are for road/safety improvements.

Another important safety concern in rural Rock County is the issue of providing for adequate sight distance on rural roadways. Rock County requires easements for vision triangles at intersections when a land division takes place, however landowner cooperation and town level enforcement varies. Landowners sometimes wish to create new buildable lots in locations that are not conducive to safe driveway access. Locating driveways in unsafe locations that do not provide adequate sight clearance can prove dangerous for the property owner, and for innocent drivers and passengers alike. Currently, Rock County and the Town of Janesville have policies in place to regulate driveway placement, however the driveway ordinance at the Town level could increase regulation on such specifications as width, length and slope of driveways as well as driveway placement to ensure road access safety and adequate ingress and egress for emergency vehicles to all properties regardless of weather conditions.

Automobile crashes incidents are an indicator of overall road safety. WDOT utilizes a *Possible Contributing Circumstances* (PCC) system when determining crash causes. Three types of PCC's are identified, vehicle, driver, and highway. Highway PCC is the most relevant indicator when analyzing the safety of Town roads as it conveys information regarding existing road conditions that contribute to crashes. Table 3.2 displays automobile crashes and highway PCC's. The Table indicates that weather (i.e. snow/wet/ice) was the most common cause of rural automobile crashes in which road conditions were the contributing factor and obscured visibility was the second leading cause.

Figure 3.2
Automobile Crashes, Location and
Possible Contributing Circumstances (PCC) 2005:
State of Wisconsin

Highway PCCs	Crash Severity									Total Highway PCCs		
	Fatal Crashes			Injury Crashes			Property Damage Crashes					
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Snow/ice/wet	123	28	151	4,754	4,205	8,959	12,131	10,778	22,909	17,008	15,011	32,019
Visibility obscured	11	3	14	366	739	1,105	582	1,021	1,603	959	1,763	2,722
Construction zone	6	8	14	183	312	495	346	600	946	535	920	1,455
Loose gravel	3	0	3	277	56	333	250	63	313	530	119	649
Other debris	0	0	0	85	54	139	237	126	363	322	180	502
Narrow shoulder	2	0	2	104	9	113	173	18	191	279	27	306
Low shoulder	1	0	1	81	2	83	89	4	93	171	6	177
Soft shoulder	0	1	1	55	8	63	85	9	94	140	18	158
Debris from prior crash	3	1	4	33	10	43	39	29	68	75	40	115
Rough pavement	0	0	0	25	18	43	26	14	40	51	32	83
Sign obscured or missing	0	0	0	13	23	36	11	21	32	24	44	68
Narrow bridge	2	0	2	5	0	5	12	4	16	19	4	23
Other	7	4	11	189	166	355	299	371	670	495	541	1,036
TOTAL	158	45	203	6,170	5,602	11,772	14,280	13,058	27,338	20,608	18,705	39,313

The numbers in this table represent the number of times a given highway PCC was cited as a possible contributing circumstance for a vehicle in a crash. These numbers do not represent numbers of crashes.

Source: State of Wisconsin Department of Transportation - 2005 Crash Facts

There are various ways to reduce the incidence of accidents in the Town of Janesville including using measures to reduce traffic congestion, the installation of traffic calming devices where appropriate, and consistent regulation of driveway access points based on measures for adequate vision clearance. Safety is also an important issue to consider for other modes of transportation, including railroads, air, and recreational transportation. State programs may be available to help fund needed and appropriate safety improvements within the Town of Janesville.

Accessibility

While Rock County offers para-transit service to residents of the Town of Janesville, there may be opportunity and need for additional services. Additionally, improvements should be made in marketing to spread awareness of existing programs. Improve public outreach and availability may make mass transit a viable transportation option for all sectors of the population. One option that should be explored in order to better serve the citizens of the Town of Janesville is the possible addition of fixed bus routes serving rural areas.

Providing transportation alternatives to those who commute out of the Town to another county is an aspect of accessibility that warrants exploration. The South Central Wisconsin Commuter Study is sure to provide some answers, particularly addressing those who commute to the south and the Chicago area. To serve those who commute to the north and to the Madison area, a Park and Ride facility may be feasible. Unofficial parking lots in the Newville area as well as at the K-Mart parking lot in Janesville serve as unofficial parking points for people carpooling to destinations northward. At this writing, the City of Madison Metro Transit is considering the practicability of establishing a Park and Ride in the Evansville area.

Connectivity Standards

Oftentimes the way land is developed and divided in the unincorporated Rock County does not lend itself well to future development surrounding the area. For instance, flag lots prohibit the installation of through streets at suitable intervals, and an abundance of cul-de-sacs impede accessibility from one neighborhood to another. Though most homeowners enjoy this type of isolation, it could prove dangerous in an emergency. Policy regarding the construction of stub streets rather than cul-de-sacs and design layouts that provide for future connectivity should be studied and encouraged in the Town of Janesville.

Enhancements and Beautification

Recreational trails, such as those for bicycles and pedestrians, are the most abundant type of transportation enhancement in the Town of Janesville, but to make the Town bike and pedestrian friendly, more needs to be done. Schools that serve the Town are not safely accessible to children living in the Town, except by automobile or bus. One possibility that warrants investigation is to require new developments to provide accommodations and/or connections to existing facilities for bikes and pedestrians.

Roadside beautification is another form of transportation enhancements that the Town should consider endorsing. Requiring the use of native plantings, rather than the more typical non-native materials that are often used when right-of-way areas are reseeded after construction and improvements would help to stop the spread of invasive plant species in the Town.

Water Access

Boating is another recreational opportunity that could be expanded in the Town of Janesville. The existing boat launch is in need of repair, upgrading and beautification. Given the proper upgrades, the River Road launch would present a prime location for canoe and kayak rentals and may present a possible new revenue source for the Town.

3.5 Transportation Goals and Objectives and Policies

The following goals, objectives and policies should be used as rules or courses of action to be followed to guide future transportation projects, plans and improvements in order to help assure that the overall goals of this *Comprehensive Plan* are accomplished.

Goal 1:

Provide a safe, efficient and equitable regional transportation system while minimizing impacts on farming, landowners and the environment.

Objective 1.1:

Improve transportation safety and efficiency throughout the community.

Supporting Policies:

- 1.1.1 The Town of Janesville may explore funding opportunities for road improvements.
- 1.1.2 The Town of Janesville may inform potential new residents of the existence and necessity of agricultural traffic within and around the Town as well as the potential for high volume traffic in an around the town.
- 1.1.3 The Town of Janesville may monitor railway crossings to ensure safety.
- 1.1.4 The Town of Janesville may work with the State Office of the Commissioner of Railroads, when appropriate, to work toward the replacement and/or enhancement of warning devices where needed.
- 1.1.5 The Town of Janesville may regulate driveway placement, width, length, and slope to limit access and hazards on local roadways.
- 1.1.6 The Town of Janesville may ensure that each new buildable lot has a safe driveway access point and meets sight distance standards.
- 1.1.7 The Town of Janesville may utilize State and federal funding programs whenever possible, to help finance highway and bridge, transit, rail, enhancements and other transportation improvements, especially those that reduce Single Occupancy Vehicle trips and air pollution, and benefit economic development in the region.

Objective 1.2:

Promote and improve awareness and utilization of existing transit services, especially those that serve the elderly and disabled.

Supporting Policy:

- 1.2.1 The Town of Janesville may provide information to generate increased awareness of the transit services offered by the Rock County Council on Aging or other known entities.

Objective 1.3:

Coordinate transportation and land use planning to minimize sprawl and traffic congestion.

Supporting Policies:

- 1.3.1 The Town of Janesville may consider only allowing development in appropriate locations and in efficient development patterns so as to best utilize existing transportation networks without contributing to sprawl or traffic congestion.
- 1.3.2 The Town of Janesville may require consideration of future roadway additions and enhancements in the context of long-term land use planning.

Objective 1.4:

Promote right-of-way plantings and beautification that incorporates native plantings and maintains the scenic value and rural character.

Supporting Policy:

- 1.4.1 The Town of Janesville may explore the feasibility and opportunity to regulate roadside plantings to promote the use of native plant materials in the Town, both during construction for post-construction beautification.

Goal 2:

Support the development of a regional transportation network.

Objective 2.1

Cooperate with county and state entities to provide a safe interconnected road network.

Supporting Policies:

- 2.1.1 The Town of Janesville may participate in multi-jurisdictional transportation system improvements and maintenance projects in and around the Town.
- 2.1.2 The Town of Janesville may require and maintain an interconnected network of local roads.
- 2.1.3 The Town of Janesville may ensure that improvements or expansion of existing transportation systems are coordinated with local and regional land use desires.

Objective 2.2:

Support the findings of the South Central Wisconsin Commuter Study, to provide transportation alternatives to commuters in the Southern Wisconsin/Northern Illinois region.

- 2.2.1 The Town of Janesville may consider supporting regional efforts to develop high-speed rail service to and/or through Rock County.
- 2.2.2 The Town of Janesville may consider facilities for commuter traffic such as, park-and-ride facilities and support the development of such facilities where appropriate.
- 2.2.3 The Town of Janesville may consider supporting the safe and efficient siting of facilities (in the Town of Janesville, if appropriate) for commuter traffic.

Goal 3:

Offer alternate mode options to help minimize Single Occupancy Vehicle (SOV) trips including the provision of recreation opportunities within the Town of Janesville and the region.

Objective 3.1:

Consider the use of Neighborhood Electric Vehicles (NEVs) in the Town as appropriate to ensure safety of all citizens, while recognizing the benefit of low-emission, low-fuel consumption vehicles.

Supporting Policy:

- 3.1.1 The Town may consider adopting ordinance language to regulate the use of NEV's within the Town.

Objective 3.2:

Ensure that the Town of Janesville is and remains a safe and enjoyable location for recreational transportation, such as snowmobiling, bicycling and walking.

Supporting Policies:

- 3.2.1 The Town of Janesville may incorporate bicycle and pedestrian routes into new development areas.
- 3.2.2 The Town of Janesville may use guidelines set forth in the Manual for Uniform Traffic Control Devices for bicycle facility signage.
- 3.2.3 The Town of Janesville may connect bike and pedestrian trails and routes in the Town to nearby trails and routes in adjacent towns and cities.
- 3.2.4 The Town of Janesville may continue to properly designate and maintain snowmobile routes.

Objective 3.3:

Expand, create and/or maintain local and regional facilities and services for biking, walking, and other non-auto modes of transportation.

Supporting Policies:

- 3.3.1 The Town of Janesville may consider policy on incorporating biking and walking facilities in subdivisions.
- 3.3.2 The Town of Janesville may work cooperatively with other units of government to establish regional facilities for biking, walking and other non-auto modes of transportation.

Objective 3.4:

Aim to acquire more Rustic Road designations on appropriate roadways in the Town of Janesville.

Supporting Policy:

- 3.4.1 The Town of Janesville may research and determine possible roads for Rustic Road designation.

Goal 4:

Support economically sound transportation-related improvements in and around the Town of Janesville.

Objective 4.1:

Develop policy to support economically sound transportation-related improvements in and around the Town of Janesville.

Supporting Policy:

- 4.1.1 The Town of Janesville may use, update and accurately maintain the Wisconsin Information System for Local Roads (WISLR) to manage and inventory road attributes, administration, condition and maintenance requirements.
- 4.1.2 The Town of Janesville may use involve Town of Janesville representatives in transportation-related committees and planning efforts throughout Rock County and the region
- 4.1.3 The Town of Janesville may preserve, maintain and support transportation corridors that connect Rock County's companies to regional markets.
- 4.1.4 The Town of Janesville may support and encourage the use of the Southern Wisconsin Regional Airport.

Chapter 4: Utilities and Community Facilities

4.1 Overview

State of Wisconsin Statute, *Comprehensive Planning*, 66.1001 (2) (d), states the Utilities and Community Facilities Element of a community's comprehensive plan is intended to be:

"A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities."

The primary goal for planning for utilities and community facilities is to provide not only for basic needs but also for a high level of service to all Town of Janesville residents. Quality health care and emergency services, a reliable supply of energy, sufficient police and fire protection, quality educational opportunities, together with ample recreational and civic public facilities help shape the quality of life within the Town of Janesville. Decisions about improvement and siting of utilities and community facilities however, is often not within the jurisdiction of the Town, but are made by utilities or corporations in conjunction with urban municipalities that provide the full array of urban services to support new developments. Accordingly, all decisions are subject to market demand.

The location and type of existing and future utilities and facilities may have implications for the location and type of future development within the Town of Janesville, however a more likely scenario is that population and housing trends in the Town will drive the market for new or improved utilities and facilities in and around the Town. Understanding how development affects the need for additional facilities and services and carefully planning for the phasing and siting of those needs, will aid in achieving a desirable community development pace and pattern.

This chapter provides a description of the location of many essential community facilities and services in or near the Town of Janesville and a basic assessment of the adequacy of those facilities and services now and in the future. Included in the assessment are sanitary septic and water facilities (private systems), storm water management, solid waste disposal, recycling facilities and programs, cemeteries and parks, telecommunications, utilities, health services, police, fire and rescue, libraries, schools and higher education, child care, worship, libraries, and Town and County government. A table describing each facility's present condition and future issues and opportunities for maintenance and upgrade appears near the end of this Chapter (see Figure 4.2, p. 124).

4.2 Existing Plans and Policies

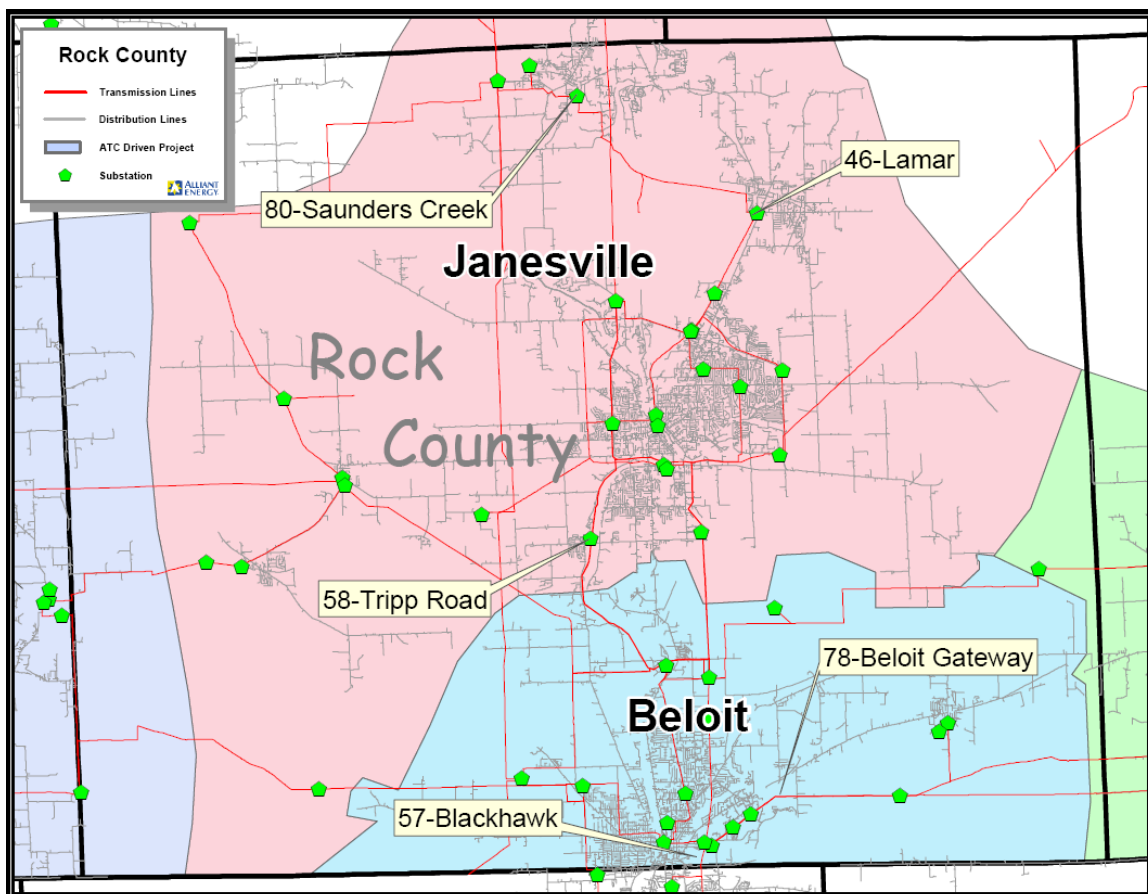
Although there are likely to be long-term plans for expansion of various utilities into the Town of Janesville, no specific site or area recommendations have been identified that are located directly within the Town. The following substation investments, however, are planned for Rock County, some of which may impact the Town:

Alliant Energy Investment Plans for Rock County

- 2008 – 2010: Upgrade and expand the Lamar Substation (Milton) to increase capacity and improve reliability in the Milton area.
- 2009: Construct a new substation in the Gateway Business Park (Beloit) to provide service to new customers in the park.
- 2012: Install an additional transformer at the Blackhawk Substation (Beloit) to improve contingency switching capability in the City of Beloit.
- 2012: Install an additional transformer at the Saunders Creek Substation (Edgerton) to increase capacity and improve contingency switching capability in the Edgerton and Milton areas.
- 2012: Install an additional transformer at the Tripp Road Substation (Janesville) to improve contingency switching capability in the southern Janesville area.

Figure 4.1 displays the location of these planned substations:

**Figure 4.1
Planned Substations**



4.3 Inventory of Utilities and Community Facilities

The following inventory and analysis of the Town of Janesville's existing utilities and community facilities will provide information that is critical to the development of goals, objectives, policies, and strategies for future needs.

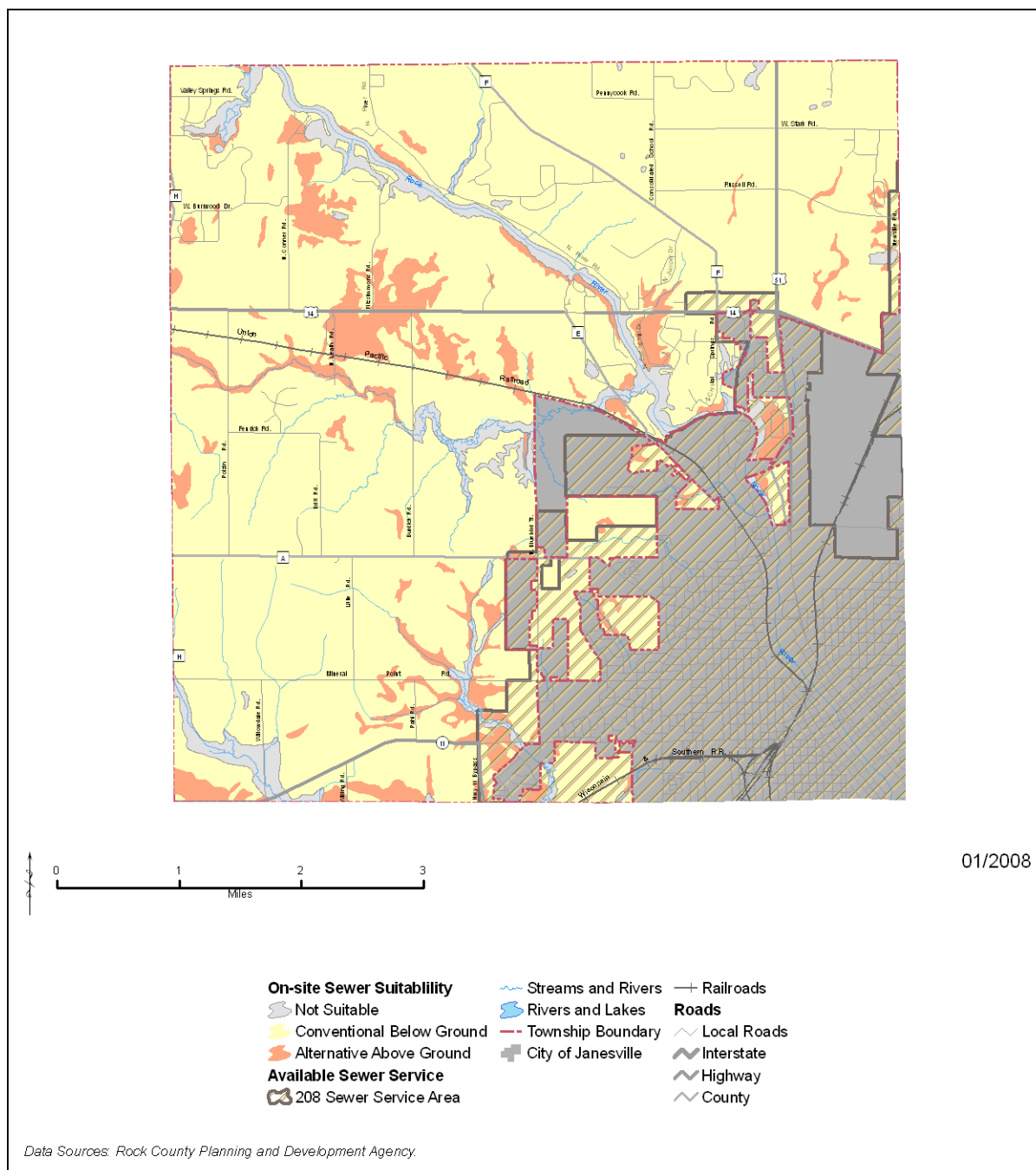
Sewage Disposal and Water

On -Site Septic Systems

All properties within the Town of Janesville are on private septic systems that are subject to permitting and standards set forth by the Rock County Health Department. It is the responsibility of landowners to maintain and upgrade their septic systems as necessary. Part of the Town of Janesville currently lies within the expansion boundary of the City of Janesville sewer service area (see Map 4.1, next page). Whenever the sewer service area boundary is expanded, the City acquires the ability to plan for extending its sewer service into that area and may approve or disapprove of private sewage systems for any new construction or replacement systems within that boundary. Properties that are required to hook up to city sewer are required to annex into the City prior to hook up. Extension of the sewer service area is the first indication that the properties within that area are likely to be annexed into the City at some point in the future.

On-site septic Map 4.1 also shows where suitable or not suitable to put both above ground and traditional on-site septic systems in the Town of Janesville. It should be noted that those areas that are only acceptable for above ground septic systems have limitations that make the use of traditional (below ground) systems unacceptable.

Map 4.1
Town of Janesville Septic Suitability and
City of Janesville Sanitary Sewer Service Area



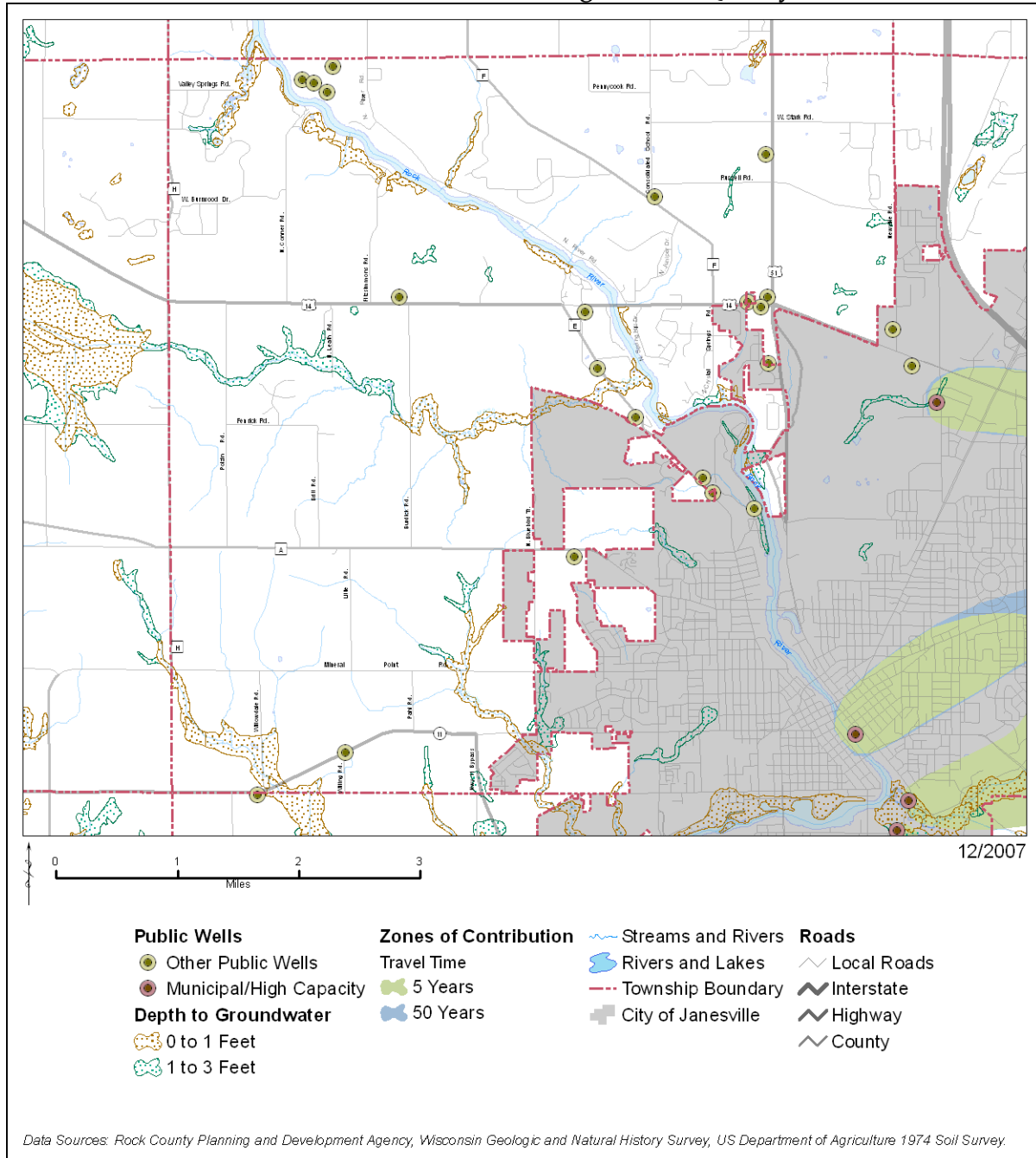
Wells

Residential properties in the Town of Janesville get potable (drinkable) water from private wells. These wells are generally owned and operated by residential property owners. No permits were needed from the Wisconsin Department of Natural Resources (DNR) to construct these wells. Currently, the Rock County Health Department has permitting authority in rural areas and estimates that there are approximately 16,000 to 17,000 private wells in Rock County. The only requirement for water quality testing of private wells is that they are tested for bacteria upon installation. The Rock County Department of Health recommends, however, that private wells be tested annually to assure a healthy water supply. Private wells in the Town that are within the City Of Janesville sewer service area are subject to City review.

There are also approximately 17 wells that are considered “public” use (known as Transient/Non-Community wells) that are generally used in businesses, parks, restaurants and churches. The number and location of these “public” wells stays fairly stable whereas the number of private wells changes on a regular basis. Additionally, “public” wells have specific testing requirements. For this reason, it is easy to analyze trends in water quality for wells throughout the Town of Janesville by looking at the reports for the Transient/Non-Community wells.

All wells draw water from a particular area that is at a higher elevation than the well. These areas are called the “zone of contribution”. These zones are areas of particular concern for groundwater contamination since large numbers of people can be affected by well contamination. Map 4.2 (next page) shows zones of contribution for some high capacity municipal wells in the City of Janesville. There are no zones of contribution that extend into the Town of Janesville for any high capacity wells at this time.

Map 4.2
Public Use and High Capacity Wells
And Factors Contributing to Water Quality



Storm Water Management

There are no storm sewers in the Town of Janesville, however Rock County adopted the *Rock County Storm Water Management Ordinance* in 2004 (Chapter 28 of the *Rock County Municipal Code*) to manage storm water in unincorporated areas. Properties in the Town of Janesville are subject to these regulations. The purpose of this ordinance is to promote the health, safety, and general welfare of the people of the County, preserve natural resources, and protect the quality of the State's waters. The intent of this Ordinance is to establish long-term, post-construction runoff management requirements to reduce the amount of post-construction storm and associated pollutants reaching the State's waters or adjacent properties. The Rock County Land Conservation Department is responsible for enforcement, monitoring, and updating of this Ordinance. The Town of Janesville should continue to apply and utilize the most current Best Management Practices as set forth by the State of Wisconsin.

For more information regarding the Rock County Storm Water Management Ordinance please see:

<http://www.rockcounty.org/agency/stormwater.pdf> and

<http://www.co.rock.wi.us/Dept/Planning/documents/Stormwater%20Management%20Ordinance.pdf>

Energy and Communications**Natural Gas and Electricity**

Rock Energy Cooperative (REC, a member-owned utility) and Wisconsin Power and Light (a subsidiary of Alliant Energy Corporation) provide the Town's electric and natural gas services (see Maps 4.2 on the previous page and Map 4.3, next page). Alliant, headquartered in Madison, Wisconsin, was formed 1998 through the merger of WPL Holdings, Inc. (Madison, Wisconsin), IES Industries (Cedar Rapids, Iowa) and Interstate Power Company (Dubuque, Iowa).

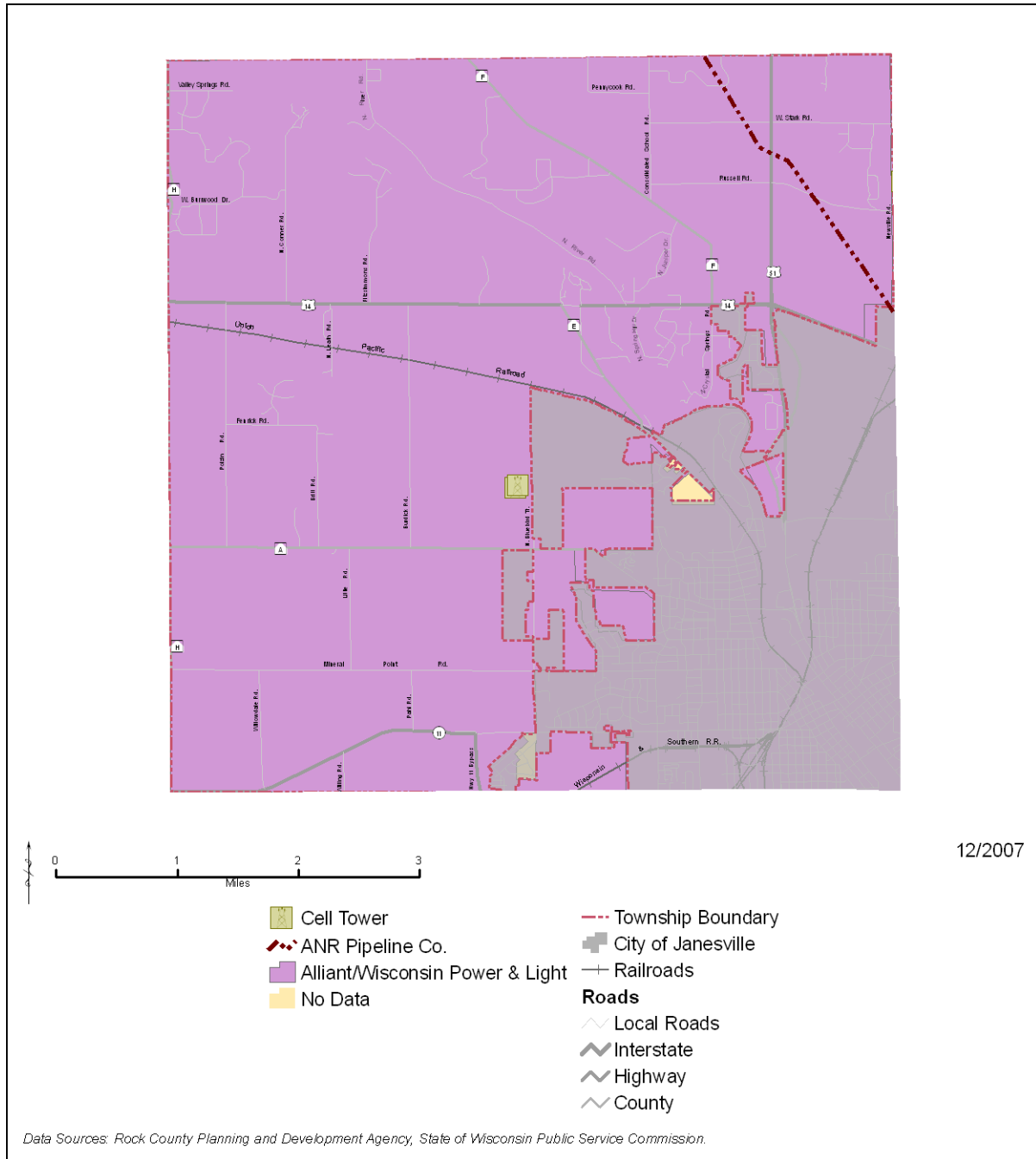
Not all properties in the Town of Janesville are currently utilizing natural gas because of the cost of hooking up to the system. Alternatively, liquid propane gas is being used in some locations.

Cable Television/Internet, Telephone and Cell Phone Services

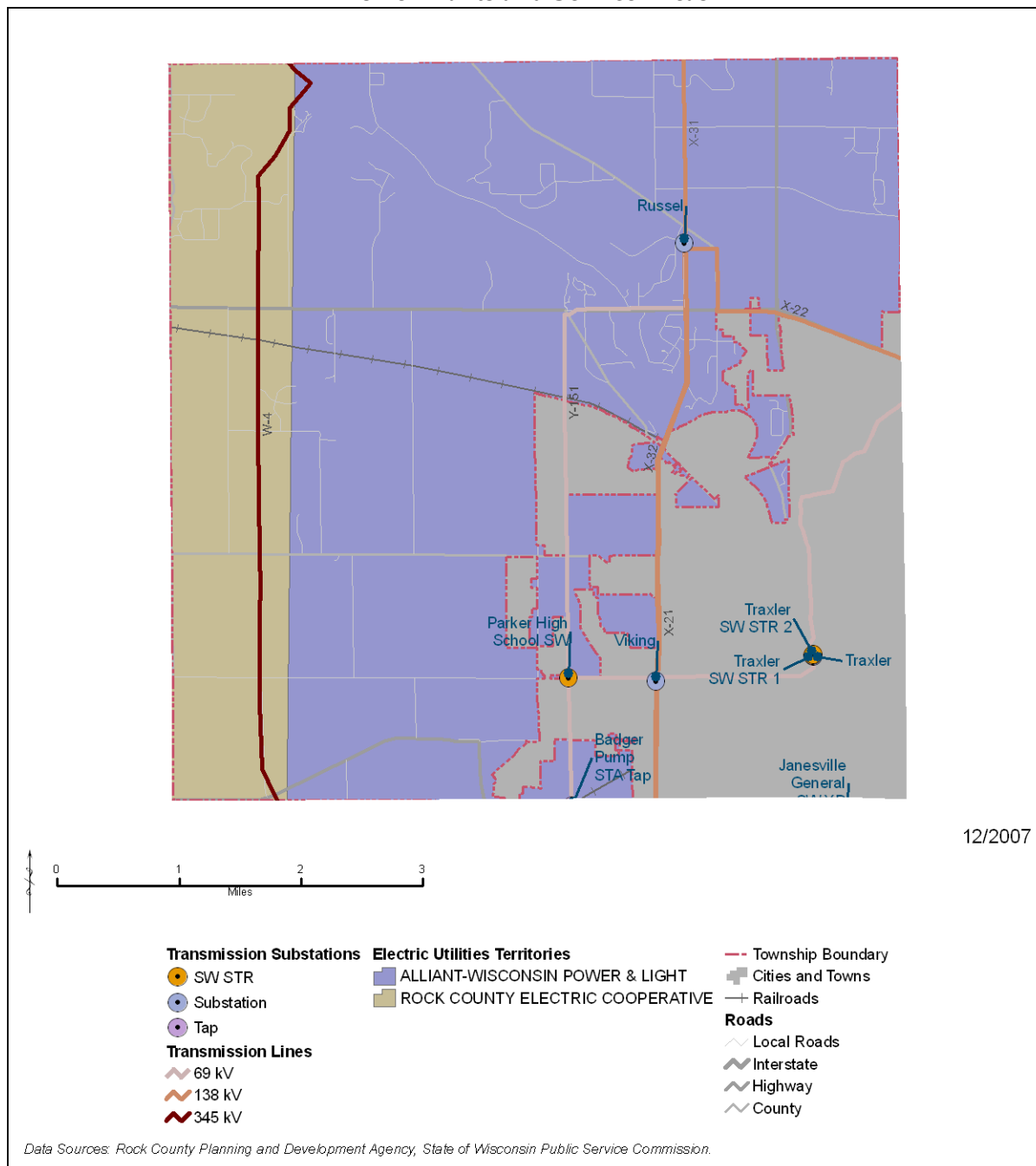
Charter Network and CenturyTel are two providers for Internet service in the Town. Internet users in the Town of Janesville may access the Internet either through dial-up service, DSL, cable or satellite (see Map 4.3, next page, for cell phone tower locations).

Land telephone service in the Town of Janesville is provided by Charter Network (for cable service), CenturyTel and AT&T. Cell phone providers include Sprint, Verizon, AT&T and others. Several cell phone towers are located within a usable radius to the Town of Janesville that provide adequate cell phone services to Town residents.

Map 4.3 Natural Gas Services and Facilities and Cell Phone Towers



Map 4.4 Electricity Substations, Transmission Lines, Power Plants and Service Areas



Health and Care Services

Hospitals and Other Health Care Facilities

There are several health care facilities located within easy travel distance in the City of Janesville that are available to Town residents (see Map 4.5, next page). These include the Mercy Health System, Dean Riverview Clinic, and Janesville Occupational Health and Medical Center. Emergency health care can be conveniently obtained at Mercy Hospital.

County Health Services

The Rock County Health Department began operations in 1919 and was expanded to a full-service health department in 1979. The Department's mission is to promote, protect and enhance the health of the community and environment thorough quality service. The Department has a North Office in the City of Janesville and a South Office in the City of Beloit. The Department is designated a level III agency, the highest level awarded by the State.

The Health Department provides the following services:

- **Adult and child immunizations** - available at worksites, senior citizen centers, group homes, clinics, churches, town halls, and other community settings)
- **Special health care for children** - informs, supports and assists families and providers of children with special health care needs.
- **Communicable disease investigation and prevention** – investigates and inspects reported cases of communicable diseases
- **Food protection** – investigates and inspects of public food and lodging facilities
- **General sanitation** - protects citizens from human health hazards and unhealthy conditions such as radon and asbestos
- **Health education** - provides education activities to help improve the health of all Rock County residents
- **HIV testing and sexually transmitted disease clinic** – provides testing and consultation services
- **Lead poisoning education and testing** – provides information to parents and testing for children between the ages of 1 - 6
- **Private sewage disposal** - ensures all private sewage systems are properly installed, repaired and maintained
- **School nursing services** - provides consultation services to all County schools, including contracting with five County school systems for a broader service
- **Groundwater contamination prevention** - conducts programs that protect ground water for drinking and other uses
- **Well water education and testing** – provides lab services/materials for testing of private well water for contaminants and water specialists for education and interpretation

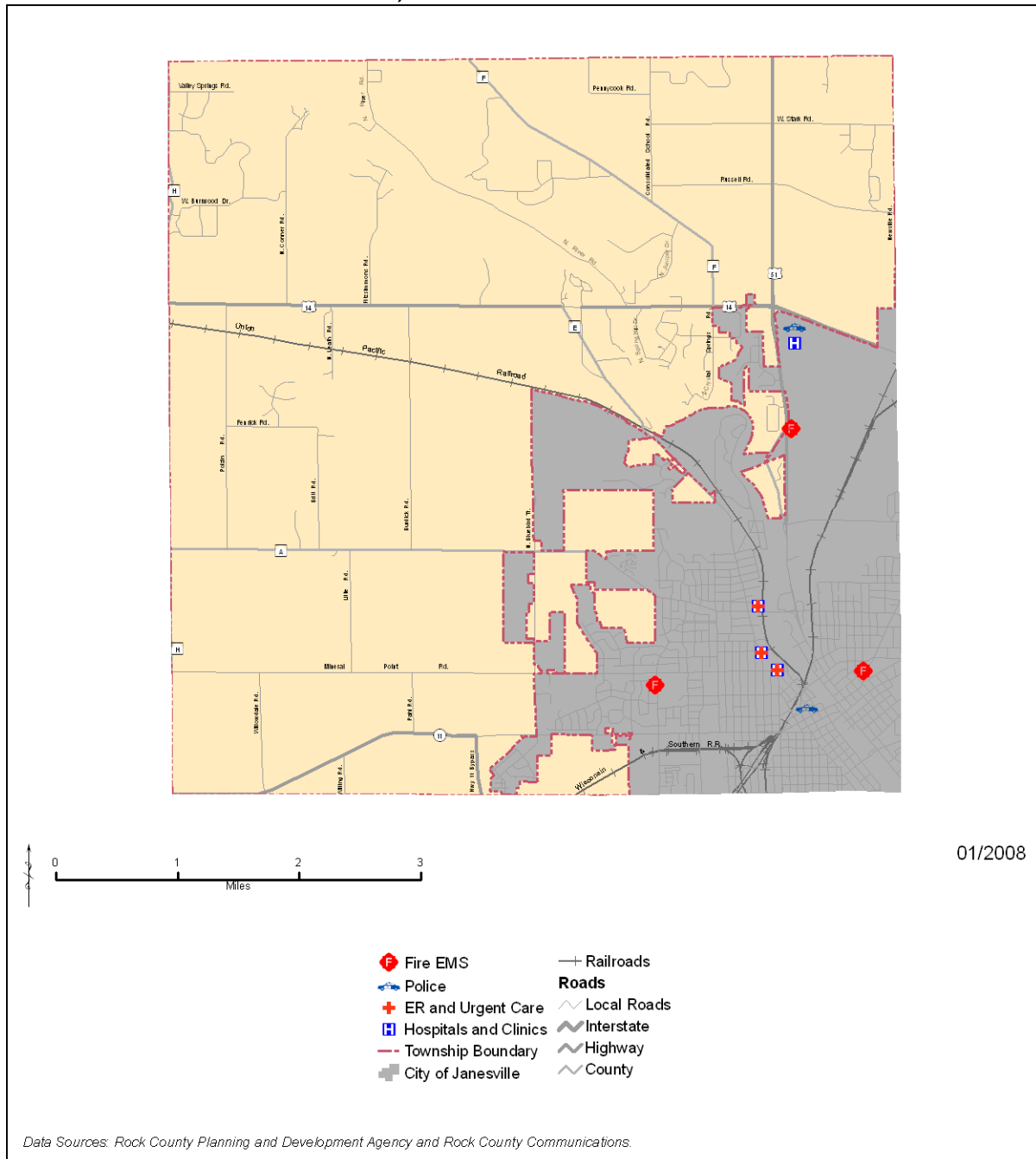
Assisted Living/Nursing Homes and Group Shelters

There currently no assisted living or group shelters existing within the Town of Janesville, however such facilities are available in various locations throughout Rock County.

Child Care Facilities

There are no buildings specifically for housing day care facilities located in the Town of Janesville; however there may be in-home day-care services available. Several day care options are available throughout Rock County within easy travel distance.

Map 4.5
Police, Fire and Health Care Facilities



Police, Fire and Dispatch

The location of police and fire facilities serving the Town of Janesville are shown on Map 4.5 on the previous page.

Law Enforcement

The Rock County Sheriff's Department provides law enforcement services to the Town for a per call fee. The County Sheriff's Department currently employs approximately 90 full-time officers and has a main and remote office, both located in the City of Janesville. The Department also manages the County Jail, ensuring a safe, secure, and humane environment for those persons committed to the County's custody.

Fire/Rescue

The Town is served by the City of Janesville Fire Department for a flat fee. The Department responds to all emergency fire alarms or calls as well as calls for ambulance/paramedic services, 24 hours per day. In addition to emergency call responses, Department activities include public instruction, job training, building and vehicle maintenance, safety inspections and a variety of other customer services and other specialty services.

Dispatch

The Rock County Telecommunications Center provides 24-hour dispatching services for all County law enforcement, fire/rescue and emergency medical services (EMS) agencies. The center serves all of Rock County's 150,000 plus residents spanning an area of 720 square miles. The center is designed to provide the most efficient method for County residents to obtain fast, effective public safety services 24 hours per day throughout the year.

Telecommunications operators perform various duties such as receiving emergency and non-emergency calls for public service via computerized E-911 equipment, dispatching appropriate resources utilizing a computer aided dispatch (CAD) system and automated mapping system, maintaining activity status records of resource units, providing emergency medical pre-arrival instructions, serving as an information resource to response units and the general public, operating radio transmitters in accordance with FCC rules and regulations, communicating by computer with mobile data computers and maintaining electronic data files.

Schools

Educational facilities and districts serving the Town of Janesville are shown on Map 4.6 on the next page.

Primary and Secondary Schools

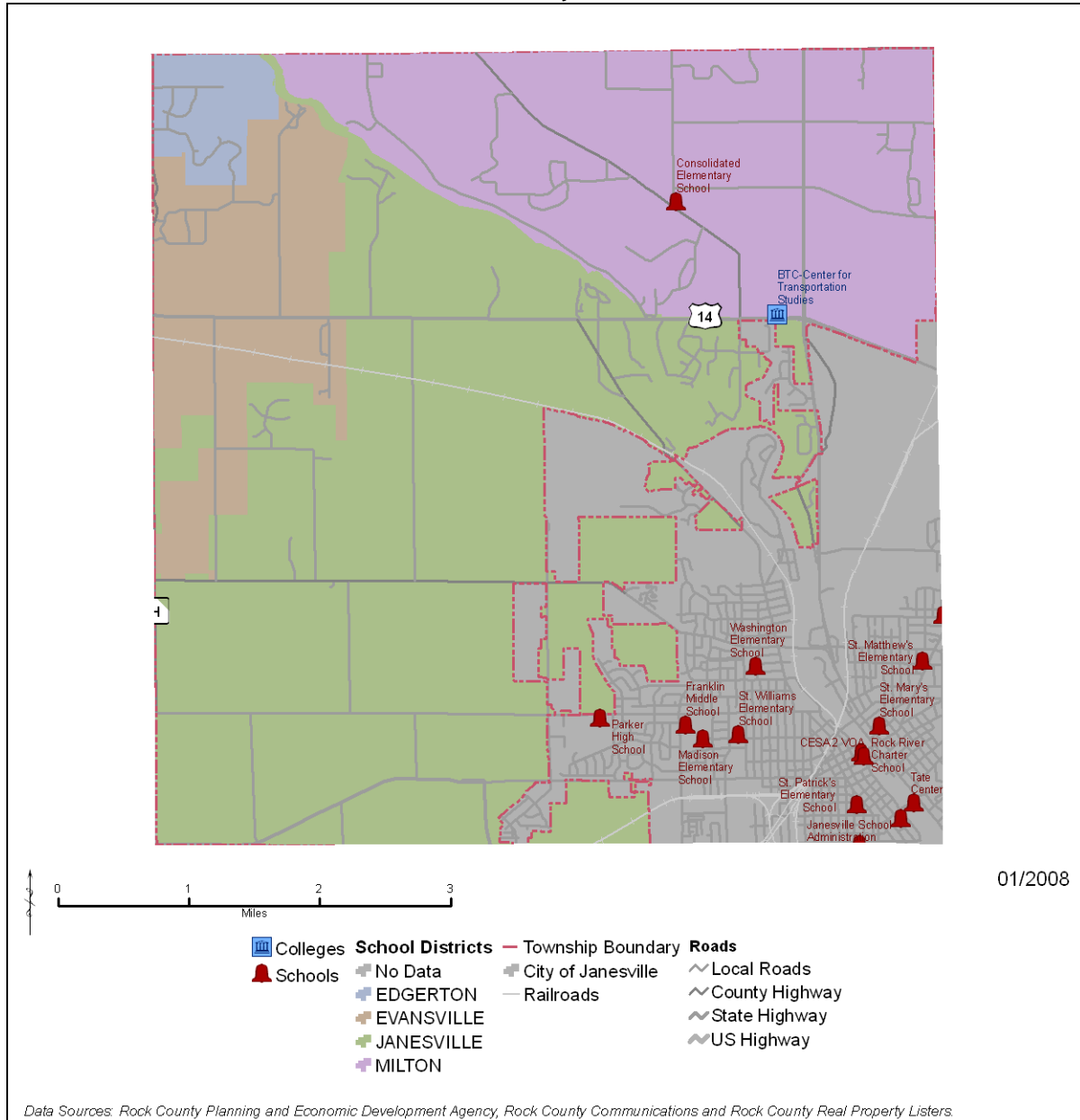
Most children living in the Town of Janesville attend school in the Janesville School District or the Milton School District (see Map 4.6). Smaller portions of the Town are served by the Edgerton and Evansville School Districts. Town children generally travel by bus or automobile to school. One Milton District elementary school is located in the northeastern portion of the Town.

Blackhawk Technical College

This two-year college provides "Education for Employment" based learning by offering comprehensive occupational skills training which enables students to participate in the work force through Associate Degree, Technical Diploma, Certificate, and Apprenticeship programs. Blackhawk Technical College has a wide range of student services that assist and support students in fulfilling educational and occupational life goals as they relate to current and future demands in the work force.

The Blackhawk Technical College campus is located in the City of Janesville and current enrollment is approximately 4,500. For more information visit the Blackhawk Technical College website at: <http://www.blackhawk.edu/>

Map 4.6
Districts, Schools and Educational Facilities
Town of Janesville



University of Wisconsin - Rock County

"U-Rock" is one of 13 freshman-sophomore liberal arts transfer campuses of the University of Wisconsin System and offers a general education associate degree. After beginning studies at the University of Wisconsin -Rock County where the student/teacher ratio in most classes is 20-1, students can transfer to other University of Wisconsin System institutions as well as to colleges and universities throughout the country to complete their bachelor's degrees. Once a student has met transfer requirements, transfer throughout the University of Wisconsin System is guaranteed. The University of Wisconsin - Rock County campus is located in Janesville. The current enrollment at the Rock County campus is approximately 950 students. For more information visit their website at <http://www.rock.uwc.edu/>

Beloit College

Founded in 1846, when Wisconsin was still a territory. The early curriculum was built on the classical tradition, but students were given an unusual amount of freedom to choose their own courses. Today, Beloit is recognized for its longstanding commitment to curricular innovation, and its first-year initiatives and international education programs.

Beloit offers more than fifty majors, more than thirty minors, and a number of dual-degree and pre-professional programs. A flexible curriculum, grounded in rigorous study encourages independent research, fieldwork, and collaboration with peers and professors. Coursework is interdisciplinary, experiential, and global in scope. With an enrollment of nearly 1,300 students the average class size is 15 students, making the Beloit College faculty-to-student ratio about 11:1.

Beloit College is located adjacent to US Highway 51 in Beloit. For more information, visit the Beloit College website at: <http://www.beloit.edu/>

University Extensions

Rock County UW Extension - extends the knowledge and resources of the University of Wisconsin, to the people where they live and work. Located in the Rock County Courthouse in Janesville, Cooperative Extension develops practical educational programs tailored to local needs and based on university knowledge and research.

Rock County Extension Educators are University of Wisconsin faculty and staff who program in the areas of agriculture and agribusiness, natural resources, family living and youth development. Extension specialists work on UW System campuses where they access current research and knowledge. Collaborations between county and campus faculty is the hallmark of Cooperative Extension in Wisconsin.

For further information on the various Rock County UW Extension programs, please visit the [UW Extension website](#).

Other Services and Facilities

Facilities serving the Town of Janesville are shown on Map 4.7 on the following page.

Solid Waste Disposal and Recycling

Waste Management, Incorporated provides weekly solid waste collection, transfer, recycling and disposal for the Town of Janesville. The Town has no solid waste disposal facilities (landfills) within its boundaries. The City of Janesville, however, owns and operates a landfill, located on Black Bridge Road between Highway 51 and Milton Avenue that is available for use by Town residents.

Libraries

The Arrowhead Library System (ALS) was established in 1974 to coordinate the County's public library services. All Rock County residents benefit from enhanced, cost-effective library services through the continued cooperation of ALS and its member libraries. Member libraries are located in the Cities of Milton, Edgerton, and Janesville. ALS is a member of the statewide library system allowing access to materials from other library systems in the State. The statewide delivery system brings interlibrary loan and other library materials directly to the Arrowhead office and the materials received are distributed to libraries in the Arrowhead system. This cooperative effort is just one of the many ways that the library system is working with other agencies to cut costs and improve service to citizens. Arrowhead pays the cost of the statewide delivery service.

Arrowhead staff transports library materials to all Rock County Public Libraries (with the exception of Clinton and Edgerton) including to the Beloit College and Blackhawk Technical College campuses. Arrowhead's delivery system connects with the statewide delivery to bring materials from throughout Wisconsin to Rock County public, school, and college libraries.

Parks

Some parks and trails located in the Town are owned and/or maintained by the Town or by a subdivision homeowner's association.

Parks and open spaces include:

Fenrick Road Park: 6.6 acres

N. River Road Boat Launch: 2.4 acres

Crystal Springs Road Park: 4.7 acres (west side of road) and 2.2 acres (east side of road)

W. Wee Croft Court Park: 1.4 acres

N. River Bluff Drive: 1.2 acres

The one County Park located within Town boundaries is administered and managed by the County Department of Public Works – Parks Division.

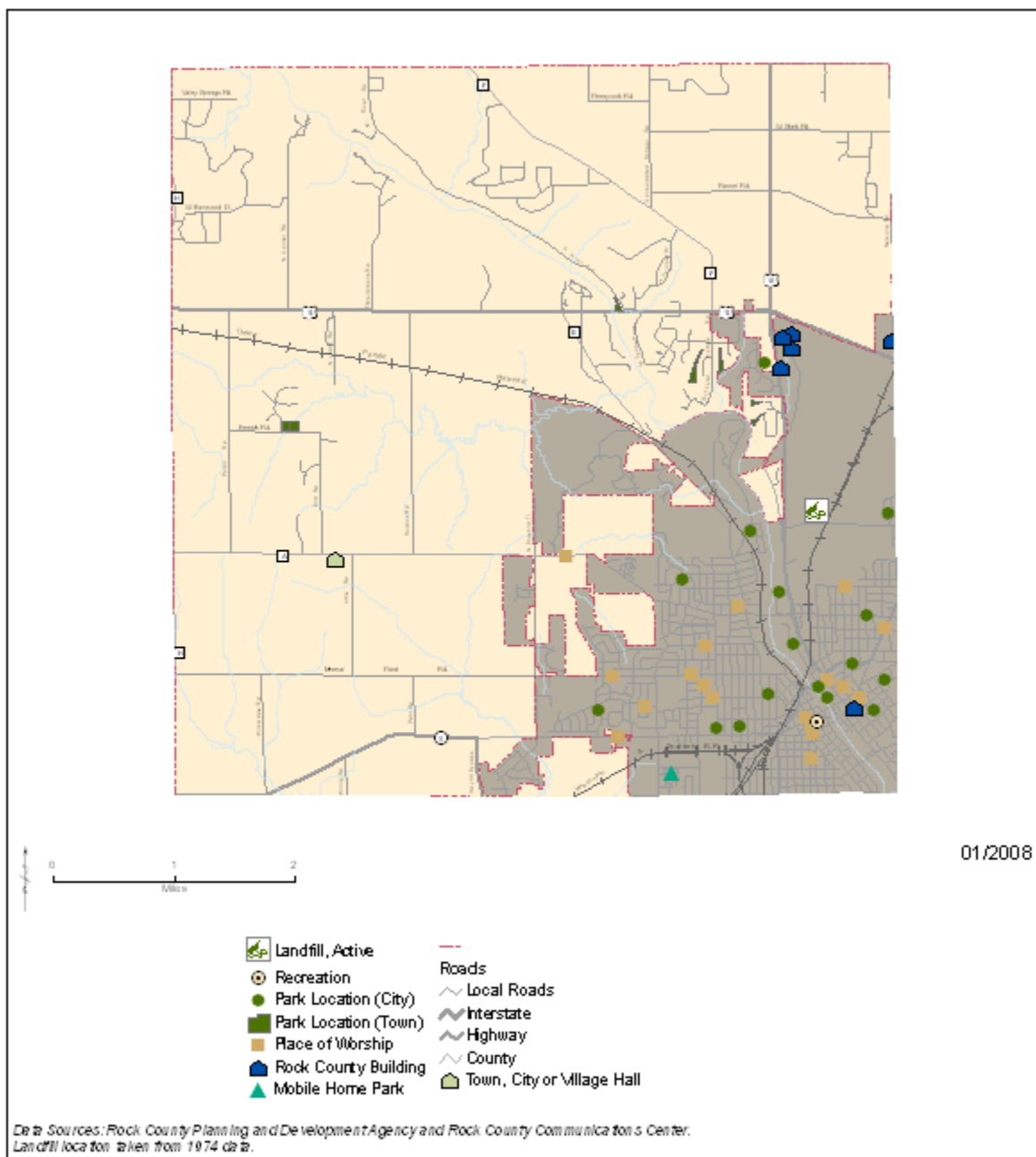
Cemeteries

There is one cemetery located on Russell Road that is maintained by contract through the Town of Janesville (see Map 2.17 on page 62).

Worship Facilities

There are no places of worship located directly in the Town of Janesville, however there are many other places of worship available within a reasonable distance to the Town.

Map 4.7
Community Facilities and Government Buildings
Town of Janesville and Vicinity



Government

Government buildings serving the Town of Janesville are shown on Map 4.7 on the previous page.

Rock County Government

A 29-member Board of Supervisors, operating under a committee and county-administrator form of government, governs Rock County. The Town of Janesville is represented by four County Supervisors, according to district boundaries. The Board exercises policy supervision of County activities through a committee system. The Board acts as an authoritative body, on behalf of the County, through adoption of resolutions and ordinances. The Board adopts the annual County Budget and establishes a tax rate for the support of County services. In exercising this responsibility, the County Board has many policy-making prerogatives that directly impact the level and quality of services rendered to citizens of the county. Board supervisors are elected by district on a non-partisan basis for a two-year term. No County officer or employee is eligible to be a County supervisor, but a Supervisor may also be a member of a Town Board, City Common Council, or Village Board of Trustees.

Town of Janesville Government

The Town of Janesville has an elected a Town Board made up of five Town residents, one of which acts as the Chairman of the Board. It also has a Planning and Zoning Committee made up of seven members, and a Board of Adjustment. The Town employs one part-time Town clerk, one Treasurer, and one Building Inspector and contracts for one Town Attorney, and one Assessor.

Town of Janesville Buildings

The Town of Janesville government operates out of the Town Hall located at 1628 N. Little Court, just off of CTH A in the Town of Janesville. The Town does not own or occupy any other structures.

4.4 Issues and Opportunities for Utilities and Public Facilities

Septic Sewage Disposal

Although sewage disposal is not technically a “utility” in the Town of Janesville, it is certainly an issue that has a great impact on all development that happens within the Town and even more importantly, is an aspect of Town development that is likely to have one of the biggest impacts on the local environment (especially the water supply) out of any utility or public facility that is located in the Town. Knowing that Town property owners are likely to continue to develop housing and also knowing that Town residents wish to retain the rural quality of the environment, it becomes apparent that considering new and innovative ideas about the type and placement of sewage disposal systems is a necessary step to achieve a balance of quality development and rural character.

School Enrollment and Educational Attainment

Figure 4.2 expands upon age group data first presented in Chapter 1 by identifying enrollment in any type of educational venue for citizens age three and older for the year 2000. A study of school enrollment works in concert with the age group statistics to assess educational resource needs, among other things.

Figure 4.2
School Enrollment - Persons Age 3 & Over
Town of Janesville (2000)

School Level	Number Enrolled	% Total
Nursery School	49	5.5%
Kindergarten	59	6.6%
Elementary School (Grades 1-8)	364	40.9%
High School (Grades 9-12)	310	34.8%
College or Graduate School	108	12.1%

Source: U.S Bureau of the Census, 2000.

Present Conditions and the Future

Figure 4.3 displays the Town of Janesville’s community and utility facilities by category, including present conditions and future issues and opportunities through 2035.

Figure 4.3
Utilities and Community Facilities
Present Conditions and Future Issues and Opportunities

Utilities and Public Facilities	Present Conditions	Future Issues and Opportunities
Sewage Disposal and Water		
<ul style="list-style-type: none"> On-site septic systems 	Varies	<ul style="list-style-type: none"> Normal and reasonable maintenance and replacement Development of siting criteria based on effects on water quality Development of policy on municipal sewer hook-up (intergovernmental)
<ul style="list-style-type: none"> Wells 	Varies	<ul style="list-style-type: none"> Normal and reasonable maintenance, improvement, and expansion Development of well testing program Development of new well siting criteria Development on standards for zones of contribution
<ul style="list-style-type: none"> Stormwater management 	Varies	<ul style="list-style-type: none"> Continue adherence and support of the Rock County Storm Water Management Ordinance
Energy		
<ul style="list-style-type: none"> Natural Gas 	Adequate	<ul style="list-style-type: none"> Maintenance, improvement and expansion by utility company per market conditions
<ul style="list-style-type: none"> Electricity 	Adequate	<ul style="list-style-type: none"> Maintenance, improvement, and expansion by utility company per market conditions Develop an Ordinance permitting and regulating renewable, alternative sources and associated infrastructure
Health and Care Services		
<ul style="list-style-type: none"> Hospitals/ Health Care Facilities 	Adequate locations outside of Town	<ul style="list-style-type: none"> Maintenance, improvement and expansion by private providers per market conditions
<ul style="list-style-type: none"> Health Services 	Adequate locations outside of Town	<ul style="list-style-type: none"> Maintenance, improvement and expansion by private providers per market conditions Plan for and encourage locations in or near the Town of Janesville
<ul style="list-style-type: none"> Assisted living/nursing home 	Adequate locations outside of Town	<ul style="list-style-type: none"> Maintenance, improvement and expansion by private providers per market conditions Plan for and encourage locations in or near the Town of Janesville
<ul style="list-style-type: none"> Group shelters 	Adequate locations outside of Town	<ul style="list-style-type: none"> Maintenance, improvement and expansion by private providers per market conditions Plan for and encourage locations in or near the Town of Janesville
<ul style="list-style-type: none"> Child Care 	Adequate locations outside of Town	<ul style="list-style-type: none"> Maintenance, improvement and expansion by private providers per market conditions Plan for and encourage locations in or near the Town of Janesville

Utilities and Public Facilities	Present Conditions	Future Issues and Opportunities
Police, Fire and Dispatch		
Law enforcement	Adequate	<ul style="list-style-type: none"> • Normal and reasonable improvement, and expansion • Research causes and plan for increased cost of services
Fire	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion • Research causes and plan for increased cost of services
Dispatch	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion
Education		
Primary/Secondary Schools	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion by School Districts based on population trends
Post secondary institutions	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion based on population trends and educational needs.
Extension Services/Facilities	Adequate	<ul style="list-style-type: none"> • Normal and reasonable improvement and expansion based on need
Communications		
Cellular telecommunications	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement and expansion of service by provider based on market conditions
Land- line Telephone	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion of service by provider based on market conditions
Cable television/internet	Improvement needed	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion of service by providers based on market conditions
Radio	Adequate	<ul style="list-style-type: none"> • Normal and reasonable improvement and expansion of service by provider based on market conditions
Print	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion

Utilities and Public Facilities	Present Conditions	Future Issues and Opportunities
Other Services and Facilities		
Solid Waste Disposal	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion by provider based on need • Contract with provider for continued services
Recycling	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and expansion by provider based on need • Contract with provider for continued services
Libraries	Adequate locations outside of Town	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and additions based on need/demand
Parks and Trails	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and additions based on need/demand and available funds
Cemeteries	Adequate locations outside of Town	<ul style="list-style-type: none"> • Normal and reasonable maintenance
Worship Facilities	Adequate locations outside of Town	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and additions based on need/demand
Government Facilities and Services		
Town Facilities and Services	Adequate	<ul style="list-style-type: none"> • Normal and reasonable maintenance, improvement, and additions

4.5 Utilities and Community Facilities Goals, Objectives and Policies

Goal 1:

Ensure that necessary utilities and community facilities, and their associated services, are available and provided by the Town, other municipalities, or private entities to Town residents at adequate levels and in suitable locations, in a timely, efficient, equitable, and affordable manner.

Objective 1.1:

Continue to provide Town utilities and community facilities, and associated services.

Supporting Policy:

- 1.1.1 The Town of Janesville may perform an annual review and assessment of Town Police and Fire/Emergency Services Departments, and Town Hall facilities, to ensure they are adequate to meet the needs and cost efficiency standards of Town residents.

Objective 1.2:

Continue to foster a productive working relationship with other municipalities and private entities that provide Town utilities and community facilities, and associated services.

Supporting Policies:

- 1.2.1 The Town of Janesville may continue to monitor public utilities and services and work with providers to ensure the highest quality and most cost effective and efficient services available.
- 1.2.2 The Town of Janesville may work in conjunction with Rock County to encourage annual well testing.
- 1.2.3 The Town of Janesville may work in conjunction with Rock County in application and enforcement of the County's *Storm Water Management Ordinance* (Chapter 28 – *Municipal Code of the County of Rock*)
- 1.2.4 The Town of Janesville may attempt to contract with applicable private entities to ensure continued reliable and affordable trash and recycling pick-up service
- 1.2.5 The Town of Janesville may support development of the *State Trails Network Plan*, the POROS Plan and other bicycle/pedestrian trails through cooperation with the WDNR, County, Ice Age Trail Foundation, trails friends groups, and other applicable entities.

Objective 1.3:

Recognize the importance and necessity of emerging utility and community facilities technologies, incorporate these technologies into the Town's utilities and community facilities system, and develop regulatory measures to ensure benefit to the Town.

Supporting Policy:

- 1.3.1 The Town of Janesville may work in conjunction with Rock County to conduct a comprehensive study, including environmental impact, revenue potential, regulatory/permitting options, public opinion, among other issues, to determine the feasibility of permitting wind farms in the Town.

Objective 1.4:

Direct residential, commercial, and light industrial development to areas with existing utilities and community facilities/services, or areas appropriate for utility and community facility/service improvement and expansion, and restrict development in areas without these facilities/services, and otherwise unsuitable for development.

Supporting Policy:

- 1.4.1 The Town of Janesville may adhere to the *Town of Janesville Future Land Use Map* in reviewing rezone, subdivision, and other development proposals

Chapter 5: Land Use

5.1 Overview

Per State of Wisconsin Statute 66.1001 (2) (h), the Land Use Element of a community's comprehensive plan is intended to be:

"A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications."

This Chapter is intended to aid the Town of Janesville in balancing its need for new development with already existing development, with land uses in neighboring jurisdictions, and with the desire to sustain agriculture, open space, and natural resources within the Town. Growth and development, though necessary and inevitable, can also have negative effects on rural character. Comprehensive and thoughtful land use planning along with consistent decision-making provides the necessary tools for skillfully balancing land uses in a way that will ultimately shape the economic viability, aesthetic quality and overall quality of life within the Town of Janesville.

5.2 Existing Plans, Programs and Ordinances

A number of county and regional plans contain key planning concepts policies, ideas and philosophies that are incorporated into the development of the goals of this Land Use Chapter. Farmland preservation, Environmentally Significant Open Space Areas (steep slopes, hydric soils, floodplains, wetlands, etc.) and urban service areas are three fundamental planning principles that have influenced land use patterns in the Town of Janesville and throughout Rock County for the past several years. Those principles, as well as others, are addressed in currently existing plans and programs that regulate or affect land use. Additionally, Land Use Plans and Maps that are developed by all jurisdictions within Rock County will need to be considered for their affect on one another throughout the planning period.

Local Land Use Plans and Maps

The Town of Janesville has been using the "1995 Rock County Development Plan for Town of Janesville" and the Official Land Use Map (discussed further in the next section) to guide land use decision making since their adoption. Through the comprehensive planning process the Town of Janesville developed this *Plan* and the *Future Land Use Map* that appears later in this Chapter to replace the old Development Plan and Map. Additionally, the new *Future Land Use Map* has been used as part of a composite map for all of Rock County's future land use (see the *Rock County Comprehensive Plan-2035*). Since local jurisdictions in Rock County ultimately control what happens on the land through local plans and ordinances, awareness of the direction and intent of plans from other communities is essential to having a thorough understanding of current and expected future land uses that may affect the Town of Janesville.

Agricultural Preservation Program and Map

The Agricultural Preservation Program, updated in 2005, has served as a tool to help sustain farming as a viable economic option for farmers in the Town of Janesville. Because of this Program, a detailed Plan and map were developed that indicate where land is planned to remain in Exclusive Agricultural zoning and where farmers are, therefore, eligible for tax credits. The map also depicts where urban and rural growth is expected to occur. While the Program has helped to reduce the tax burden on farmers, it has not provided a large enough incentive to prevent development of agricultural land. Trends in the Town of Janesville have shown that significantly less acreage of agricultural land is currently eligible for tax credit through the Agricultural Preservation Program than there was at the height of landowner participation.

Parks, Outdoor Recreation and Open Space Plan

The Parks, Outdoor Recreation and Open Space Plan (POROS) was updated and revised in 2008. The POROS Plan is adopted as a part of, and implemented in coordination with the *Rock County Comprehensive Plan*. Together, the Agricultural Preservation Plan and the POROS Plan will provide a significant amount of policy that can affect the Town of Janesville over the planning period.

208 Water Quality Plans

Federal legislation for water quality planning programs was enacted in the Federal Water Pollution Control Act of 1965 and the subsequent 1972 amendments to the Act. A key section of the Act, more commonly referred to as Section 208, required the preparation of Areawide Water Quality Management Plans (208 Water Quality Plans) by local agencies designated by the Governor of each state. The principal purpose of the 208 Water Quality Plans is to develop a long range sanitary sewer service boundary for areas with large concentrations of population. The 208 Water Quality boundary line for the City of Janesville extends into the Town of Janesville and implies that those areas within the boundary are serviceable by City sewer in the future and are likely to be annexed into the City as conditions allow.

Managed Forest Land (MFL)

Several property owners in Rock County are in the Managed Forest Law Property Tax Program, which was developed to ease the property tax burden for Wisconsin forestland owners with at least 10 acres of woods or forestland who wish to manage their woodlands for a period of either 25 or 50 years. Because there is a penalty for early withdraw, this program limits the change of use and MFL property for the period of enrollment. The MFL program is intended to foster timber production on private forests, while recognizing other values. MFL participants pay property taxes at a reduced rate. The Wisconsin Department of Revenue estimates MFL program participants can reduce their property tax an average of 80% after paying harvest taxes. There are fewer landowners in the MFL program now than in past years, however it may still continue to affect land use to some extent in the Town of Janesville.

Use Value Assessment

In 1974 the State of Wisconsin amended the Wisconsin Constitution to permit the preferential treatment of agricultural land and the 1995-1997 Budget Act changed the standard for assessing agricultural land in Wisconsin from *market value* to *use value*. The goal of this legislation is to protect Wisconsin's farm economy and curb urban sprawl by assessing farmland based upon its agricultural productivity rather than its potential for development. Because the Town of Janesville has a significant amount of agricultural land that is affected by development pressure, this program has perhaps slowed, but not stopped the financial benefits of selling farmland for development.

Rock County Land Division Regulations

The Rock County *Land Division Regulations* are applicable on land divisions of 15 acres or less of any type. Although the Land Division Regulations do not directly regulate land use, they do regulated such important aspects of usage as drainage, safe ingress and egress, driveway access, and appropriate placement relative to hazards, roadways, public services and the general welfare of the public.

Rock County Floodplain, Shoreland, County Property and Airport Height Zoning Ordinances

Rock County has authority to zone only on County owned land, in shorelands and floodplains throughout the County and within the Airport Overlay District. These Ordinances are applicable in the Town of Janesville in areas along rivers, ponds and other navigable waterways and on the County owned farmland that lies within the Town just north of the City of Janesville. These County zoning regulations, which take precedence over Town zoning, generally regulate such aspects as setback and erosion control and are otherwise consistent with Town zoning of those areas.

5.3 Inventory of Existing Land Use and Historical Trends

In order to be able to plan for future land use it is essential to know what uses currently exist on the land. Existing land uses can be explored and analyzed in a variety of ways for the Town of Janesville. For the purposes of the Town analysis the following existing data sources will be explored:

1. 2000 Rock County Land Use Inventory
2. Town of Janesville Current Land Use Map
3. Town of Janesville Zoning Ordinance and Map
4. Department of Revenue Assessment Data

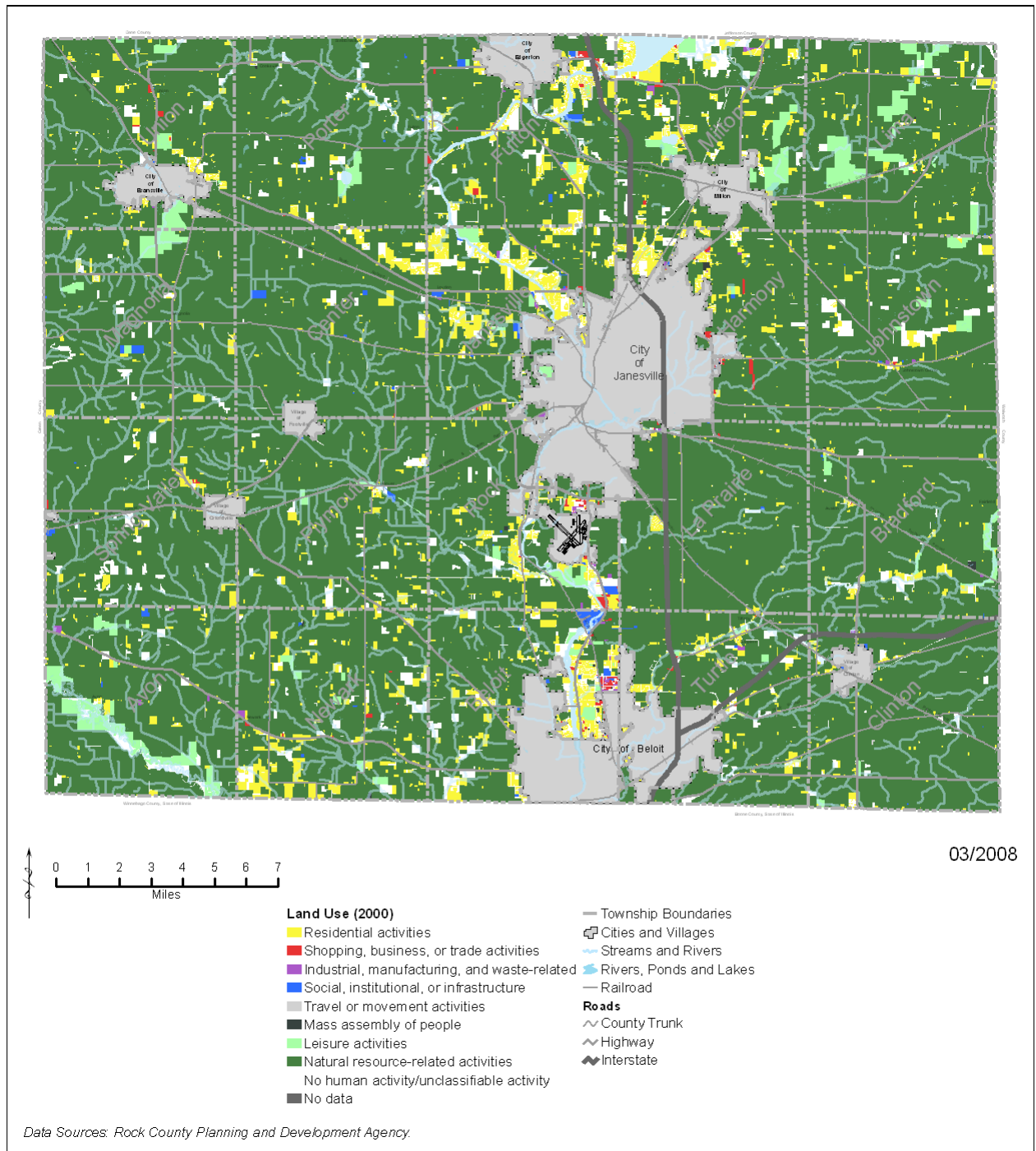
1. 2000 Rock County Land Use Inventory

Studying existing land use activities is an important step in planning for future land use. The 2000 Land Use Inventory is the most current land use map available showing all of unincorporated Rock County (see Map 5.1 next page). It was developed using the American Planning Association's Land Based Classification System (LBCS) and is derived from aerial photographs taken in 2000. This Rock County LBCS map utilizes categorization based on the type of activity that occurs on the land as opposed to one based on the type of structure that appears on the land. According to the American Planning Association, LBCS Project, "activity refers to the actual use of land based on its observable characteristics. It describes what actually takes place in physical or observable terms (e.g., farming, shopping, manufacturing, vehicular movement, etc.)"

Recognizing activity occurring on the land is the best way to describe land use and was therefore selected by Rock County as the method of classifying the land to best represent use. Previous land use inventories done for unincorporated Rock County have used similar, but slightly different ways of identifying and categorizing land use. This fact prevents accurate comparison of the 2000 Land Use Inventory with past inventories to determine how land uses have changed over time. It also poses difficulty for making specific projections about land use in the future, since projections are based on past trends. The 2000 Rock County Land Use Inventory will therefore not be used for this purpose.

Since the Inventory can be separated by town for mapping and analysis purposes, it can be used to compare the way land was used in each town at the time of the Inventory, and it can be used by the Town of Janesville as a consistent and systematic way to categorize unincorporated land uses for comparison with future inventories that are done using the same methodology. The primary use for the 2000 Inventory at this time, however, is to see a snapshot of how land was being used across local jurisdictions, using a consistent method of land categorization throughout the County in the year 2000. A description of each land use categories that appears on Map 5.1 as well as the percentage of each use within the Town of Janesville begins on page 132 (see the *Rock County Comprehensive Plan-2035* for more specific information about the categories used to develop Map 5.1).

Map 5.1
2000 Land Use Inventory
Rock County



Natural Resource-Related Activities (Dark Green 71.1%)

This category includes all types of farming and mining. As expected in Southern Wisconsin unincorporated areas, the largest percentage (nearly 88 percent) of land in Rock County was in agriculture, livestock and mining activities in 2000 and is expected to remain the largest use throughout the planning period. Typical agricultural activities including cropping, livestock and pasturing account for 363,919.8 acres (or 87.07 percent) while mining activities account for only 1,691.7 (or .4%) of the total unincorporated land area.

Residential Activities (Yellow 18.4%)

This category includes activities that occur in all types of residential uses and structures, land with residential ownership characteristics and land within a development that is residential in character (for example: undeveloped lots within a subdivision). This category includes activities that occur in all types of housing (such as single family and multi-family structures, institutions and hotels) and includes other household activities such as transient living.

Residential activity was the second most prevalent activity in unincorporated Rock County in 2000 at 5.75% of the total land use. The most common form of residential use in unincorporated Rock County is single-family residential housing. Some of that housing is in rural subdivisions and some of it is in a scattered housing pattern, often along convenient transportation routes to urban areas. Evidence from town zoning maps and Department of Revenue assessment data (discussed later in this section) confirm residential as the land use that is the most common currently developed use or use that is planned for short-term future development.

No Human Activity or Unclassifiable (White 6.1%)

Areas such as wetlands or forests that are not part of a park would be classified as “No Human Activity”. This category also includes activities that are yet to be determined (1.69 acres). This may include areas where the land use activity was in transition at the time of the inventory. It is unlikely that there will be an increase in land with no human activity in the future however the amount of that is unclassifiable or yet to be determined is likely to vary over the planning period.

Leisure Activities (Light Green 2.8%)

This category includes both passive and active leisure activities such as team sport locations, parks and water activities. Because parks and play areas tend to use a fairly large amount of land, the Leisure Activities category represents a fairly large percentage of the total land uses compared to other developed uses. It is expected that the amount of land in this category will increase as need is indicated and funding is available.

Travel or Movement Activities (Light Grey <.1%)

Activities associated with all modes of transportation such as marinas and parking structures, rights-of-way and linear features such as roads and rails and transportation facilities such as airports and depots are included in this category. As development occurs, it can be expected that the amount of land needed for travel and movement will increase as well.

Institutions, Utilities and Infrastructure (Blue .8%)

All schools, police and fire and other institutional uses, utilities (including lines and plants), water and gas storage and cemeteries are included in this category. Even though these activities are needed by people living in the unincorporated areas of the County, there is still a very low proportion of land use being used for these purposes. It is ultimately up to those living in rural areas to decide where and when more land for these services are needed or wanted within the unincorporated jurisdictions.

Commercial (Shopping, business or trade activities) (Red .2%)

This category represents all uses that are business related, including all retail, office and service activities (such as restaurants). Only about one quarter of one percent of the total land uses in rural Rock County fall into this category, most likely because of the lack of municipal sewer to service commercial users. Although there may be opportunities to increase the proportion of commercial uses in the rural areas, those opportunities will be largely market driven.

Industrial (Purple .5%)

This category includes all industrial, manufacturing, assembly, warehouse and waste management activities, including landfills. As with commercial uses, an industrial user would be likely to have sewage disposal needs that would be best met within city or village limits (i.e.: on a municipal sewage system) and the amount of industry in rural Rock County is not likely to change drastically (see the Economic Development Chapter for a more complete discussion of this topic). Current town land use and zoning maps confirm that little additional land is currently set aside for industrial uses.

Social, Cultural or Religious Assembly (Black <.1%)

The most common use that was classified in the category was most likely churches. Although there are churches or other meeting places in most towns, the amount of acreage needed for that type of use is minimal and therefore represents the smallest percentage of all of the land activity classifications.

No Data (Dark Grey)

The incorporated areas of Rock County (the cities and villages) were omitted in the 2000 Land Use Inventory, therefore, no data was available for these areas.

2. Town of Janesville 2005 (Current) Land Use Map

The Town of Janesville has been using an official Land Use Map first adopted in 1995 with subsequent amendments as a guide for making land use decisions. Map 5.2 (next page) depicts the 1995 Map including all amendments to the Map through 2005 and is titled the 2005 (Current) Land Use Map for the purposes of this discussion. Amendments to the Map have generally been for the purpose of accommodating an immediate need for higher density uses. Many of the planned land uses depicted in the 2005 (Current) Land Use Map has already been built out as of this writing. It is the position of the Town of Janesville that those remaining properties that are shown on the Map with higher density uses than currently exist, should continue to be planned for those uses on their *Future Land Use Map*. The *Future Land Use Map* shown later in this Chapter, therefore, has been derived from this 2005 (Current) Land Use Map and depicts the Town's plan for how to use their land in both the short and long-term future. Figure 5.1 indicates the name and description of each land use appearing on the 2005 (Current) Land Use Map (Map 5.2) and Figure 5.2 shows the number of acres and percent of the total land in the Town in each use.

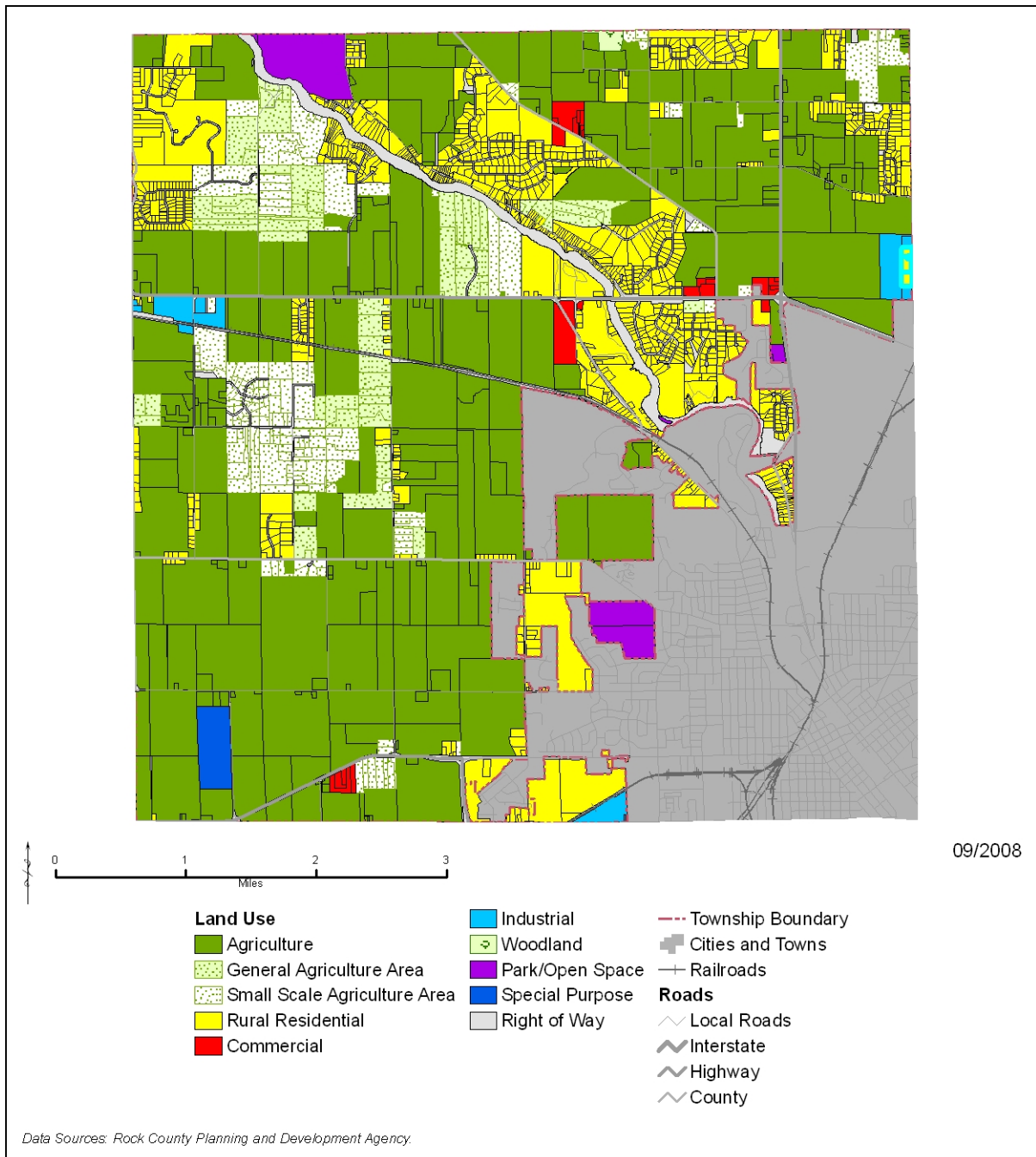
Figure 5.1
Town of Janesville
2005 (Current) Land Use Map Category Descriptions

Agriculture	Agricultural uses generally at or above one dwelling unit per 35 acres;
eral Agriculture	Agricultural uses generally between 10 and 35 acres that are best suited for smaller farm units;
Small Scale Agriculture	A mixture of low density residential and agricultural uses generally on lots that are 3 to 10 acres in size;
al Residential	Residential uses generally on lots of 40,000 square feet to approximately three acres and public buildings (such as schools, town hall, churches, etc.), parks, nurseries and water storage facilities;
ommercial	Limited sales and service facilities that are compatible with residential uses;
Industrial	Uses such as repair, storage, utilities, greenhouses, printing and food distribution;
ial Purpose	Uses that present special problems or hazards or circumstances with regard to the use of land;
Woodland	Wooded areas generally consistent with the C-2 Highland Conservation District;
en Space	Town or county parks golf courses or quasi-public lands.
ial Purpose	Uses that present special problems, hazards or circumstance, i.e. mining operations
ight of Way	Existing roads

Figure 5.2
Number of Acres Per Land Use Category
2005 (Current) Land Use Map

EXISTING LAND USE	Acres	Percent
Exclusive Agriculture	9,976	62.3
General Agriculture	836	5.2
Industrial	192	1.2
Local Commercial	154	1.0
Parks and Open Space	304	2.0
Rural Residential	3,199	20.0
Special Purpose	102	0.6
Small Scale Agriculture	1,236	7.7
Woodland	20	0.1
Total	16,022	100.1

Map 5.2
2005 (Current) Land Use Map
Town of Janesville



Agricultural Uses

Map 5.2 shows that most of the Town's land area was planned for exclusive agricultural use (62.26 percent) on lots of at least 35 acres. Some of the parcels that are shown as agricultural uses on the Map are zoned as Exclusive Agriculture (A-1) and are eligible for Farmland Preservation tax credits.

Residential Development

The Town's primary form of development is single family residential at a density not less than one dwelling unit per 40,000 square feet. This low-density residential development is the result of the need for residences to have adequate space for private sewage systems. The area planned for residential development on the 2005 (Current) Land Use Map includes approximately 165 lots that are still vacant and available for new housing construction.

Commercial/Industrial and Special Purpose Development

There is relatively little Commercial (<1%), Industrial (1.2%) and Special Purpose (<1%) development in the Town of Janesville. These uses typically consist of trucking, agricultural support services and mining operations.

Other Land Uses

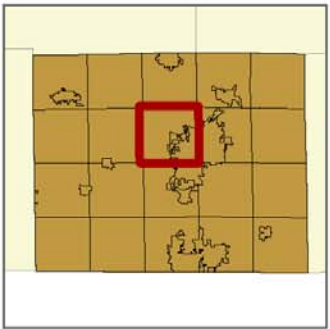
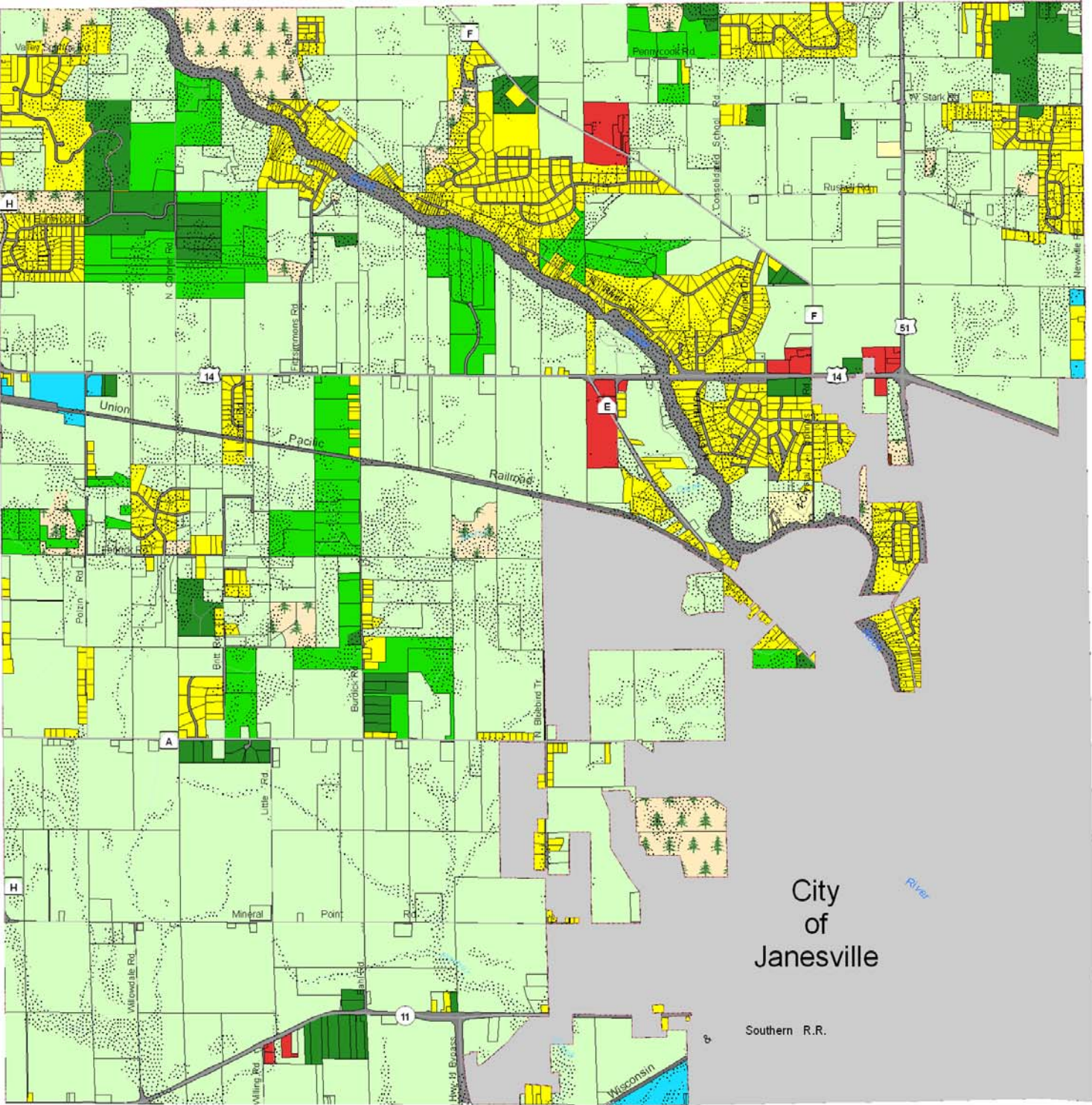
Woodlands and park and open space areas together make up only 324 acres (1.21%) of the 2005 planned land uses in the Town. Woodlands of over 10 acres and in the Managed Forest Land Program are commonly in the Highland Conservancy Zoning District.

3. Town of Janesville Zoning Ordinance and Map

The Town of Janesville *Zoning Ordinance* regulates all uses of the land in the Town by identifying zoning districts, stipulating allowable and conditional uses within those districts, and locating the districts on the official Zoning Map. The Town's Zoning Map has some limitations in determining and representing actual land use because zoning often precedes an actual change in use, however, zoning is usually a good indicator of how land is currently being used or how it is planned on being used in the near future.

Existing use of the Town's land is varied. Agricultural and residential uses predominate, with farmettes, one to ten acre residences and clustered subdivisions throughout the Town. Concentrations of medium (approximately one dwelling unit to one to three acres of land) and low-density (approximately one dwelling unit to three to ten acres of land) rural residential land uses are located primarily in the northern two-thirds of the Town, especially along the Rock River and the major roadways. Limited commercial and light industrial uses are located primarily in areas close to the City of Janesville and along principal highways. Map 5.3 on the next page shows the zoning in the Town of Janesville as of June 2009.

Map 5.3: Zoning



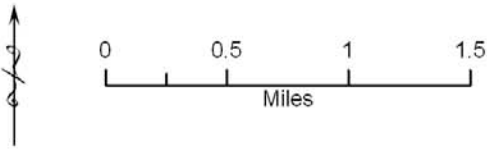
Town of Janesville
Rock County, Wisconsin
06/2009

- Zoning District**

 - A1 - Exclusive Agriculture District
 - A2 - General Agriculture Area
 - A3 - Small Scale Agriculture Area
 - SFRR - Single Family Rural Residential District
 - RR - Rural Residential District
 - B1 - Local Commercial District
 - M1 - Light Industrial District
 - SP - Special Purpose District
 - C2 - Highland Conservancy District
 - C1 - Lowland Conservancy Overlay District
- Roads**

 - Local Roads
 - Interstate
 - Highway
 - County
- Other Features**

 - Town Boundary Lines
 - Cities and Villages
 - Streams and Rivers
 - Rivers and Lakes
 - Railroads



Duplication of this map is prohibited without written consent of the Rock County Planning, Economic and Community Development Agency. The data in this map was compiled using the Rock County Coordinate System. All graphic and attribute information is based on the Rock County Coordinate system. This map is not intended to be a substitute for an actual field survey and is an advisory reference only.

Rock County Geographic Information Systems (GIS)
Planning, Economic and Community
Development Agency
51 S Main St. Janesville, WI 53445
(TEL) 608-757-5587, (FAX) 608-757-5586
email: Planning@co.rock.wi.us

Data Sources: Rock County Planning and Development Agency

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Figure 5.3 on the next page displays the name and general description of all current Town of Janesville Zoning Districts, as well as the number of acres and percent of the total in each District (acreage in Overlay Districts is not shown). The Town's *Exclusive Agricultural (A-1)* zoning district, consisting of the largest minimum lot size and lowest dwelling unit density of all the Town's zoning districts, is the district most conducive to large-scale, productive agricultural activities. Conversely, the *Rural Residential (R-R)*, *Single Family Residential (SF-RR)* and *Mobil Home Park (MHP)* districts are designated strictly for residential uses, at minimum densities ranging between two units per 55,000 square foot lot, to 1 unit per 40,000 square foot lot. None of the residential districts have maximum allowable lot sizes. The *Planned Unit Development Overlay District (PUD)* can be used for planned developments that are at least five contiguous acres. It is meant to allow greater flexibility in neighborhood design to accommodate improved environmental and shared open space, higher density through a mix of residential uses with limited institutional and commercial uses possible. There are currently no properties designated as *PUD* or zoned as *Mobil Home Park* at this writing. Additionally, those areas designated on Map 5.3 as *Dedicated and RRROW (Rural Residential Right of Way)*, both representing less than .01 percent of the zoned districts) are likely to be roads and are being excluded from the zoning district total and analysis for the purposes of this discussion.

The *Lowland Conservancy Overlay (C-1)* district, formulated to restrict development in flood-prone and environmentally sensitive areas is an overlay districts, indicating a zoning district that is superimposed over an underlying district. Property in this district may also be regulated under Rock County's Zoning Ordinances. At this writing, the C1 district is being represented on the map with data for Rock County's Environmentally Significant Open Space Areas (ESOSA). This poses an inconsistency because the C1 district is not defined the same as ESOSA's are and may include areas that contain steep slope or other features contained within ESOSAs. This mapping error causes some areas that are mapped as C1 to not necessarily meet the definition of the C1 district.

Figure 5.3
2008 Zoning Districts
Town of Janesville

Zoning District	Primary Use	Minimum Lot Size	Allowable (Dwelling Units Per Lot	Number of Acres in District	Percent of Total Zoned Acres
Exclusive Agricultural (A-1)	Large-scale agriculture	35 acres	2*	12,051	72.7
Agricultural (A-2)	Small-scale agriculture	10 acres	1*	1,068	6.4
Agricultural (A-3)	Low-density residential, small-scale agriculture	3 acres	1	464	2.8
Local Commercial (B-1)	Commercial operations to serve local public	40,000 square feet	1 commercial unit*	143	.86
Lowland Conservancy Overlay (C-1)	Restrict development in flood-prone areas	35 acres (in A-1 only) No minimum in all other zoning districts	None (1cu)*	0	n/a
Highland Conservancy (C-2)	Protect environmentally sensitive areas	10 acres	None (1cu)*	561	3.4
Rural Residential (R-R)	Low-density residential	40,000 square feet	1*	41	.25
Single Family Residential (SF-RR)	Low-density residential	40,000 square feet	1*	2,153	13.0
Planned Unit Development Overlay(PUD)	Planned residential development	5 acre development	negotiated	0	n/a
Mobile Home Park (MHP)	Mobile home parks and travel trailer camps	Mobile home parks: 10 acre minimum Each Lot: 40,000sq. ft.	1	0	0
Special Purpose (SP)	Uses that present special problems or hazards	5 acres	None, all uses conditional	1	>.01
Light Industrial (M-1)	Industrial	2.5 Acres Subject to parking requirements	None	93	.56
Total				16,575	99.97**

*Conditional uses allow for additional dwelling units.

**Total less than 100% due to rounding

Source: Town of Janesville Zoning Ordinance
Rock County Planning and Development Agency

4. Department of Revenue Assessment Data and Trends

The Wisconsin Department of Revenue (WDOR) classifies taxable property into Statutory Classes of Real Property for tax assessment purposes. These land use classifications were created by the WDOR to fulfill a need to distinguish agricultural uses from non-agricultural uses for the purpose of assessing the land based on use (agriculture) rather than on market value (development potential). This data is a clear and up-to-date source of information about existing uses of the land. Because this data is reported every year it provides an efficient way to compare changes in land use over time and can be used to make projections about future land use needs. However, there are limitations including that site visits are not completed unless there is a change in ownership or structure, practical use may change even when the tax assessment classification does not and that available data only goes back to 2002. Additionally, the data is not mapped and does not provide information on how the land uses appear on the land and how they affect one another. This data will be used to show trends in land use change within the Town, but will only be used to estimate future land demand for commercial and industrial uses.

Definitions of land uses that have been derived by WDOR data are listed below. Some of the WDOR land use classifications have been combined to accommodate the purpose of this analysis (to show historic land use trends). Figure 5.4 (next page) shows the number of acres and percent of the total of each land use using WDOR data and the combined classifications for the year 2002 and 2007.

- **Agricultural:** Lands, exclusive of dwelling units and other improvements, devoted primarily to agriculture (as defined by State of Wisconsin Statute 70.05) and other supporting activities. Also includes lands containing dwelling units and related improvements associated with agricultural use
- **Forest:** Lands producing, or capable of producing, commercial forest products
- **Residential:** Lands containing dwelling units and related improvements not associated with agricultural use
- **Commercial:** Lands, including improvements, devoted primarily to commercial operations, including, but not limited to dining, lodging, and retail sales establishments
- **Manufacturing:** Lands, including improvements, devoted primarily to manufacturing and industrial operations, including, but not limited to, assembling, processing, and fabricating
- **Undeveloped:** Lands generally unfit for any of the aforementioned uses, including, but not limited to, parks, hunting grounds, wetlands, ponds, gravel pits, and road rights of way

Figure 5.4
Land Uses Based on Wisconsin Department of Revenue
Land Categorization:
2002 and 2007
Town of Janesville

WDOR Land Use Category	2002		2007		Change: 2002-2007	
	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent Change
Agricultural (includes Ag Accessory)	10,645 (144)	66.3	10,436 (139)	66.9	-209	-2.0
Forest (includes Ag Forest in 2007)	913	5.7	796 (594)	5.1	-116	-12.7
Residential	3,910	24.4	3,723	23.9	-187	-4.8
Commercial	281	1.8	292	1.9	+11	+3.9
Manufacturing	10	.1	10	.06	0	0
Undeveloped (includes parks and roads)	287	1.8	341	2.2	+54	+18.8
TOTAL	16,046*	100.01**	15,589*	100.1**	-	-

*Only represents acreage categorized for tax assessment purposes, not total land area

**Total is over 100% due to rounding

Source: State of Wisconsin Department of Revenue - Statement of Assessments 2002, 2007

Rock County Planning and Development Agency

"Agriculture" includes the WDOR categories of Agriculture, Ag Forest, and Other (referred to as Ag Accessory in chart)

Figure 5.4 displays the Town of Janesville's land use by WDOA category and indicates the majority of the Town's land was categorized as *Agricultural* in 2002 and 2007. *Residential* uses comprised approximately 24% of the Town's land base in both years, and *Undeveloped* uses accounted for approximately 2% of the land base in both years. *Commercial* and *Manufacturing* uses each comprised less than 3% of the total in both 2002 and 2007.

While the total number of assessed acres went down by nearly 3 percent (most likely due to annexation) between 2002 and 2007, the amount of acreage in each use has stayed very stable with less than one percent difference in the proportion of land uses to the total between 2002 and 2007. During this time period, 141 housing permits and nine commercial permits (see next section) were issued, suggesting that new building has taken place in the Town. At the same time, however, it can be assumed that a fairly balanced amount of land in each use had been annexed into the City of Janesville. The fact that the acreage of residential housing in the Town went down suggests that more housing was annexed into the City than was newly built in the Town. This suggests that more housing is getting connected to urban services even though it may have originally been constructed on private septic, which is a positive trend.

5.4 Factors and Trends Affecting Land Use

Past trends may help to predict the way land in the Town of Janesville is likely to be used in the future. Trends that will be analyzed for the Town of Janesville include supply trends (looking at annexation and the availability of land), demand (looking at trends in new construction by comparing the number and type of building permits issued in each category), the price of land (by comparing the equalized value of different land uses over time) and finally by looking at zoning changes out of the Agricultural Preservation Program.

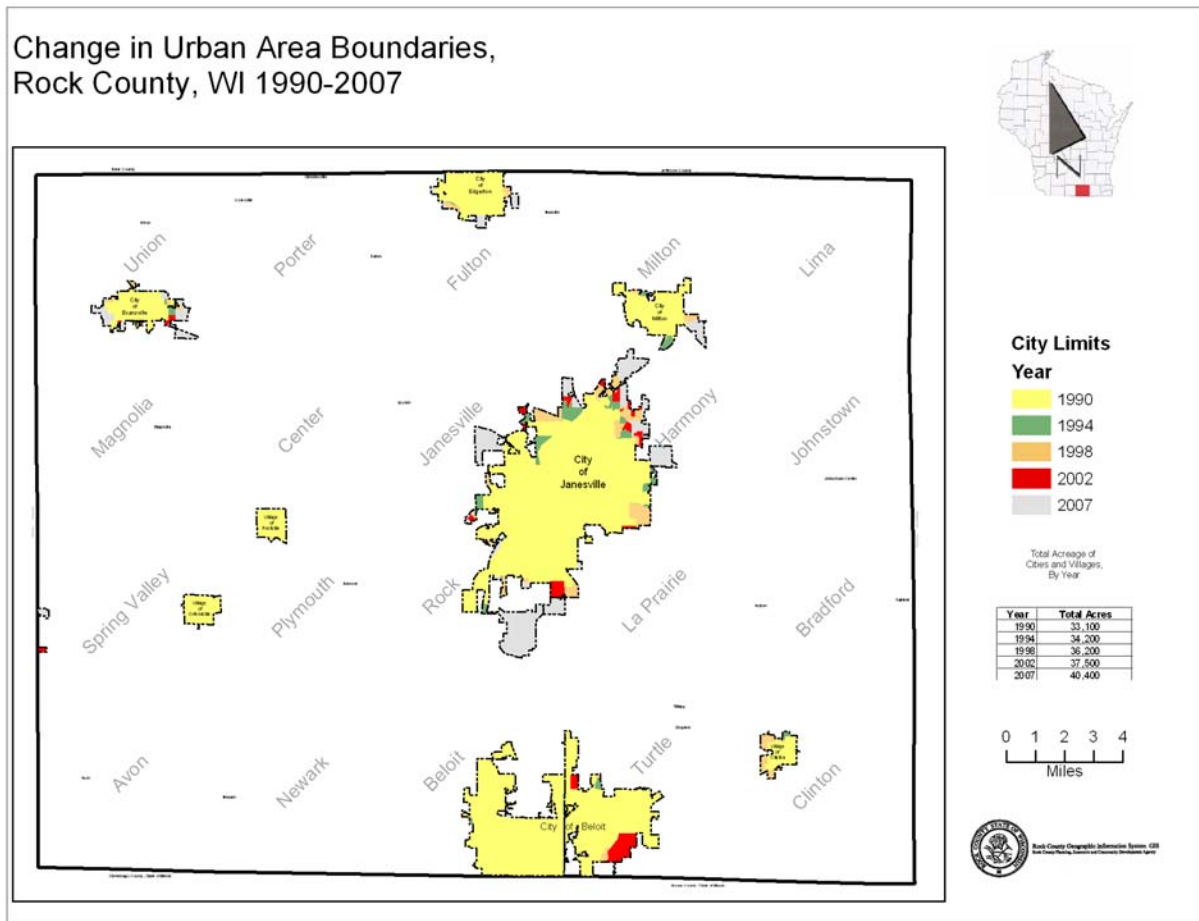
Supply

The greatest factor affecting the supply of land in the Town of Janesville is annexation of land into the neighboring City of Janesville. Figure 5.5 below shows that there were approximately 1,352 fewer acres of land in the Town in 2007 than there were in 1990 (it should be noted that due to changes in technology and data reporting, these numbers are approximate). Map 5.4 on the next page shows annexations into all cities and villages throughout Rock County for the same years.

Figure 5.5
Town of Janesville
Annexations 2002-2007

City	Year	Cumulative Annexed Acres	Acres Annexed per Year
Janesville	1990	4,497	
Janesville	1991	4,714	217
Janesville	1992	4,721	7
Janesville	1993	4,735	15
Janesville	1994	4,784	49
Janesville	1995	5,012	228
Janesville	1996	5,056	43
Janesville	1997	5,092	37
Janesville	1998	5,092	0
Janesville	1999	5,102	9
Janesville	2000	5,102	0
Janesville	2001	5,174	72
Janesville	2002	5,174	0
Janesville	2003	5,196	22
Janesville	2004	5,211	15
Janesville	2005	5,705	495
Janesville	2006	5,710	5
Janesville	2007	5,848	138
Total	-	-	1,352

Map 5.4
Annexations into Rock County Cities
1990-2007



Previous annexation trends in the Town are expected to continue over the 25-year planning period. With annexations, the number of people residing in the Town may be reduced as well as the amount of land available in the Town for future use. The Issues and Opportunities section of this Chapter will address the subject of the Town's future growth given the growth of the neighboring City of Janesville.

Demand

One way to illustrate demand for various types of land uses within the Town of Janesville is to look at the number of building permits that were issued in past years. Figure 5.6 shows the Town issued a total of 453 building permits, an average of 35 permits per year, from 1995 to 2007. Figure 5.6 also shows that the majority of these permits were issued for new residences indicating that there was a fairly high demand for housing and a comparatively low demand for commercial and industrial development in those years.

Figure 5.6
Town of Janesville
New Residential and Commercial Building (Improvements) Permits:
1995- 2007

Type	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	1995-2007	
														Total Number	Average Per Year
Residential	41	48	39	36	32	31	46	19	42	35	27	18	19	433	33
Commercial and Industrial	4	0	3	3	0	0	1	0	0	0	2	3	4	20	2
TOTAL	45	48	42	39	32	31	47	19	42	35	29	21	23	453	35

Source: Town of Janesville 1995 - 2007

Price of Land

Figure 5.7 compares the Town's equalized value for each land use type in 2002 and 2007, utilizing WDOR land use categories. Total equalized value represents the full (fair) market value (most probable selling price) of the Town's land including improvements for all land use categories. Properties in the *Agriculture* category are assessed at the *use value*, and properties categorized as *Agricultural Forest* and *Undeveloped* are assessed at 50% of their full (fair) market value. Total equalized value is determined by the WDOR, with property taxes apportioned to the Town on the basis of this value.

Figure 5.7
Town of Janesville
Total Equalized Value
2002 and 2007

Land Use Category	2002		2007		Change: 2002-2007	
	Total Equalized Value	Percent	Total Equalized Value	Percent	Value	Percent Change
Agricultural	2,753,400	1.2	2,509,000	.7	-244,400	-8.88
Agricultural Accessory	6,587,700	2.8	9,275,300	2.4	+2,687,600	+40.80
Forest (includes Ag Forest)	813,900	.3	997,200	.3	+183,300	+22.52
Residential	213,996,700	90.8	350,051,100	92.4	+136,054,400	+63.58
Commercial	10,547,200	4.5	14,574,000	3.8	+4,026,800	+38.18
Manufacturing	987,900	.4	1,255,300	.3	+267,400	+27.07
Undeveloped	62,000	0	344,500	.1	+282,500	+455.65
TOTAL	\$235,748,800	100.0%	379,006,400	100.0%	+143,257,600	N/A

Source: State of Wisconsin Department of Revenue - Statement of Changes in Equalized Value (Report 2) 2007

Figure 5.7 indicates the *Residential* land use category has seen the highest increase in total equalized value (\$136,054,400) and percent change (63.58%), while the *Agriculture* land use category has seen the highest decrease in value (down \$244,400 and nearly 9%), from 2002 to 2007. As with the number of acres in each use, it should be noted that the relative proportion of the value of each use stayed fairly stable when comparing the two years (i.e.: Residential uses comprised approximately 91% and 92% of the total equalized value in both years). Also important to note as a confirmation of the basic premise of supply and demand is the fact that although the *Agricultural* category comprises the largest amount of acreage in the Town, it has the lowest equalized value in both years and the only negative change in equalized value.

Zoning Changes

Changing zoning also plays a major role in the supply of land in each use. Figure 5.8 indicates almost 2,092 acres in the Town have been rezoned out of the *Exclusive Agricultural District (A-1)* to other zoning districts during the first 22 years that the Town of Janesville was in the Agricultural Preservation Program.

Figure 5.8
Town of Janesville
Exclusive Agricultural Zoning District Acres Rezoned
Out Of Agricultural Preservation Program
1984- 2006

A1 Rezoned To:	Primary Uses	Acres taken out of A1
Agriculture 10-35 Acres and Combined Ag Districts (A2, A2/A3)	Housing, Horse farms, Small-scale farming	846.92
Agriculture 3-10 Acres (A3)		256.29
Combined Agriculture and Residential (A2/RR, A3/SFRR)		256.5
Residential (R1, RR, SFRR)	Housing, Manufactured housing	702.94
Business, Manufacturing, Special Purpose (B1)	Local business, Small industry, Gravel pits, Salvage yards, Landfills	13.67
Conservation, Commercial and Recreation (C2)	Open space, Camp grounds and associated buildings	15.20
Other	Combined districts, Ag Preservation, other	0.0
Total	-	2,091.92

Source: Rock County Planning and Development Agency, 2007

Figure 5.8 also indicates the *Agricultural District (A-2)* (nearly 847 acres) was the zoning district to which the greatest number of A-1 acres were rezoned and that the *Rural Residential District* was second with nearly 702 acres rezoned from A-1 during this period. This change indicates the trend toward smaller scale farming in the Town and also indicates the likelihood of a greater number of residential units in agricultural areas.

5.5 Future Land Use

Formulation of land use projections illustrating possible future housing and land use from 2010 to 2035, can act as a guide for land use decisions made by the Town of Janesville. Those included here are: the projected number of dwelling units expected to be needed according to the Wisconsin Department of Administration (see Figure 5.9 below) and the expected amount of commercial and light industrial acreage needed based on WDOR Statement of Assessment data (see Figure 5.12). Additionally, the expected amount of future housing development that is expected to be needed or desired by the Town of Janesville has been extracted (see Figure 5.11) based on current factors.

Residential Projections

Figure 5.9 shows that there is a 43 percent increase expected in the number of households over the 25-year period, based on previous trends. While this is an accurate representation of what can be expected in the future based on those trends, it is also true that the projections are based on trends that are representative of some of the fastest growth in Town of Janesville history. It is not unreasonable to expect that there may be less housing growth during the planning period given the dramatic downturn in the national economy beginning in 2008. The widespread loss of jobs throughout Rock County may result in larger numbers of vacant units as well as lower housing prices on existing housing, both resulting in the need for fewer new housing units.

It is estimated by the Town that there are approximately 165 residential lots that are currently available and appropriate for residential development in the Town of Janesville. Subtracting those from the total projected housing need in 2035 suggests that the Town needs to plan for where to locate approximately 419 new residential lots/housing units over the planning period:

$584 \text{ (projected household need)} - 165 \text{ (estimated vacant residential lots in 2008)} = 419 \text{ additional lots.}$

Assuming that there is likely to be one house constructed on each of the available vacant lots, it is expected that 419 residential lots with new households can be expected by 2035. By dividing 419 equally over the 25-year period we find that 16.76 new housing units per year can be expected during the planning period. Figure 5.9 shows the expected number of households that are expected to be needed in five-year increments when rounded up to 17 housing units per year, for a total of 425 units over the planning period. The size of the lots that these new housing units are constructed upon determines the amount of land that needs to be planned for. Because the Town of Janesville wishes to remain a rural farming community, it is expected that a fair proportion of those housing units will be constructed on agricultural lots of three acres and up. It is the wish of the Town to be able to provide the opportunity for small and medium-scale agricultural operations as their primary growth initiative.

Figure 5.9
Estimated (DOA) Households in 2005
Projected (DOA) Number of Households
2010 – 2035

	2005 (Estimated)	2010	2015	2020	2025	2030	2035	Change (%) 2010 to 2035
Cumulative projected households	1,246	1,358	1,470	1,581	1,691	1,819	1,942	584 (43.0%)
Need for new households at 17 per year	-	-	85	85	85	85	85	425

Source: State of Wisconsin Department of Administration 2005
Source: Rock County Planning and Development Agency 2008

Commercial and Industrial Projections

There are currently approximately 32 address points (now shown) in the Commercial land use category and about 7 address points in the Industrial land use category on the 2005 (Current) Land Use Map (see page 135). There is not expected to be significant growth in either of these land use categories over the planning period. The Town of Janesville however, has elected to allow a limited amount of Commercial and/or Industrial development in the Planned Mixed Use development area during the planning period given the proper market conditions.

Figure 5.10 displays a projection of the amount of land that the Town can expect to need through 2035 to accommodate current trends in Commercial and Industrial use. This projection was formulated using the 2005 WDOR Statement of Assessment acre/population ratio for the Town's Commercial and Manufacturing (roughly equivalent to the Town's *Industrial* use category) WDOR land use categories, applied to the *Middle (WDOA)* population projection scenario as presented in Figure 1.4 of this *Plan*.

Figure 5.10
Projected Commercial and Industrial Acreage
Above WDOR 2005 Statement of Assessment Total
2010 - 2035

Land Use Category	2011-2015	2016-2020	2021-2025	2026-2030	2031-2035	Total
Commercial	4	4	4	4	4	20
Manufacturing (Industrial)	0	0	0	0	0	0

Source: Rock County Planning and Development Agency 2008

These projections, based on past trends indicate that the Town should plan for an additional 20 acres of Commercial land and no additional acres in Industrial land to accommodate a similar amount of growth through 2035. Assuming approximately one acre of land is needed for each Commercial/Industrial use, the Town is expecting a maximum of 20 additional Commercial or Industrial units in the *Planned Mixed Use* development areas.

Figure 5.11 below shows that by looking at the proportion of addresses (assumed to be housing) in each of the current land use categories where housing currently exists (Rural Residential, Exclusive Agriculture, General Agriculture and Small Scale Agriculture) we find that about 75% of the land is in the Rural Residential category, 13% is in Exclusive Agriculture, 3% is in the General Agriculture category and about 9% is in the Small Scale Agriculture land use category.

Figure 5.11
Number of Address Points in Selected
Current Land Use Categories
Town of Janesville

EXISTING LAND USE	Address Points	Percent
Rural Residential	1,057	75
Exclusive Agriculture	183	13
General Agriculture	38	3
Small Scale Agriculture	125	9
Total Housing Addresses	1,403	100

Source: Rock County Planning and Development Agency 2008

Future Development Guidelines

The Town has chosen to allow for future change to the current proportion of housing in each of the land use categories (see Figure 5.11) to more adequately support small-scale agricultural uses by allowing for the possibility of more housing on three to ten acre lots. Guidelines for where the Town expects to develop future housing is presented in Figure 5.12 below.

Figure 5.12
Projected Number of New Residential Units/Lots
Per Land Use Category and Land Use Type
In 5-Year Increments from 2010 to 2035*

Land Use Type	Land Use Types	2010-2015	2016-2020	2021-2025	2026-2030	2031-2035	Change 2010 to 2035
Planned Mixed Use (65%)	Rural Residential (33%)	35	35	35	35	35	140
	General/Small Scale Agriculture (32%)	30	30	30	30	30	135
Agriculture (35%)	Exclusive Agriculture (17.5%)	10	10	10	10	10	75
	General/Small Scale Agriculture (17.5%)	10	10	10	10	10	75
Total	100%	85	85	85	85	85	425

Source: Rock County Planning and Development Agency 2009

*All percentages are approximate

The Town has chosen to aim for approximately 33% of new housing development to occur in the Rural Residential or similar higher density residential zoning district (usually on lots of 3-acres or less, and often in the form of subdivisions) within the Planned Mixed Use development area on the *Future Land Use Map*. This represents approximately 140 housing units/new lots based on a total of 35 new housing units/new lots every five years. The Town has also decided that about 210 new units/new lots (nearly 50% of the total land use) may be in the General and Small Scale Agricultural use areas (usually on lots of 3-35 acres with a focus on small to medium-scale agricultural operations) with approximately 32% within the Planned Mixed Use area and approximately 18% in the Agricultural areas of the *Future Land Use Map*. Finally, approximately 75 units/lots (18% of the total housing) may occur in the Exclusive Agriculture use (intended to coincide with the A1 zoning district) which is located completely within areas designated as Agricultural (All types) on the *Future Land use Map*. Figure 5.12 shows the approximate number of households/new lots that the Town of Janesville is planning for in each of the land use categories on the *Future Land Use Map* (see Map 5.5 on page 153) through 2035.

While Figure 5.12 is intended to be used as a guide for future land use and development decision-making, it should not be construed to mean that development must be limited to or is required in the exact time periods or in the exact proportions presented. Additionally, the Town intends to review and update these projections on a regular basis throughout the planning period.

Figure 5.13 below shows the approximate number of units that can be accommodated in the Planned Mixed Use development areas on the *Future Land Use Map* based on the preceding guidelines and projections. The “pie” on the *Future Land Use Map* in each of the Planned Mixed Use development areas shows the guidelines for the proportion of each of the allowable uses:

Figure 5.13
Planned Mixed Use Development Areas Guidelines

Use Category	Units	Percent of Planned Mixed Use
Rural Residential	140	47
Small Scale/General Ag	135	46
Commercial/Industrial	20	7
Total:	295	100 %

Source: Rock County Planning and Development Agency 2009

Given the current conditions and the expected future growth of the Town of Janesville, the *Future Land Use Map* (shown on page 153) depicts how the Town plans to grow and use its land over the next 35 years. The *Future Land Use Map* is intended to serve as a guide for future land use decisions made by the Town. Categories used to develop the Map are described on the next page.

The vast majority of future Town population growth, and accompanying residential, commercial, and light industrial development that would result from conditional land uses, rezone, subdivision/land division, and other land development are expected to occur in the *Planned Mixed Use* development areas. These areas, as shown on Map 5.5, provide for more than adequate acreage as required per projections presented in this Chapter. **Thus, not all lands identified in the Planned Mixed Use development area may be appropriate for development. Rather, if development is desired, it should be encouraged in the Planned Mixed Use development areas in a manner and pace consistent with this Plan's policies, and with other Town land use regulations and policies.** While Figure 5.12 gave an approximate number of expected units that can be constructed during the planning period, Map 5.5 on page 153 shows where the Town of Janesville wishes to grow between 2010 and 2035. Figure 5.14 below identifies the number of acres in each of the Land Use categories shown in Map 5.5.

Figure 5.14
Total Acreage in Each Land Use Category
Town of Janesville
Future Land Use Map

Land Use Category	Acres	Percent
Agriculture	10,799	62.8
Urban Transition	274	1.6
Planned Mixed Use	5,347	31.1
Rural Residential	349	2.0
Commercial	167	1.0
Industrial	84	.5
Recreational	177	1.0
Total	17,197	100

Source: Rock County Planning and Development Agency 2009

The *Future Land Use Map*, although officially created to represent planning from 2010 to 2035, is really a plan that takes into account the long term development of the entire area of the Town, and therefore, represents a development pattern that is not expected to change beyond the 25-year planning period. For this reason, there is substantially more development area represented on the Map than is required to accommodate population growth for the next 25 years. The following is a description of each of the land use categories appearing on the *Future Land Use Map* (see next page).

Planned Mixed Use (Tan)

(Pie=47% Rural Residential, 46% General /Small Scale Ag, 7% Commercial/Industrial)

Planned Mixed Use represents areas where the Town is allowing for medium and small-scale agricultural uses, single-family residential lots and subdivisions, limited agriculture related business or industry and limited, conditional use multiple-family residential uses. The proportion of each of these uses is depicted by the pie chart that appears on each of the Planned Mixed Use development areas on Map 5.5. The Planned Mixed Use development area are intended for future medium to high-density (1 dwelling or business unit per every 1- 10 acres) unsewered development. The Town of Janesville plans to implement policy that will encourage and/or require new residential subdivisions to be contiguous to existing residential subdivisions. Possible Town zoning district designations for these areas are: *Rural Residential (R-R)*, *Single Family Rural Residential (SFRR)*, *Planned Unit Development (PUD)*, *Local Commercial District (B-1)*, *Light Industrial District (M-1)*, *General Agricultural District Two (A-2)* and *General Agricultural District Three (A-3)* as defined in the Town of Janesville Zoning Ordinance.

Rural Residential (Yellow)

Yellow represents areas where the Town of Janesville is currently zoned and being used for residential purposes. These areas are designated for future higher-density (1 dwelling unit to 1- 3 acres) unsewered residential development that is contiguous to other residential development and major local transportation corridors and is within the Town zoning district designation *Rural Residential (R-R)*, or *Single Family Rural Residential (SFRR)* as defined in the Town of Janesville Zoning Ordinance.

Agricultural (Green)

Areas where the Town of Janesville is planning to allow land divisions of three or more acres for the purpose of allowing small, medium and large-scale agricultural operations as well as conditional use parcels for family members of up to five acres in areas zoned as A-1. Small and medium-scale agricultural uses are also allowable in the Planned Mixed Use development areas. This area includes Town zoning designations *Exclusive Agricultural District (A-1)*, *General Agricultural District Two (A-2)*, and *Agricultural District Three (A-3)*, as defined in the Town of Janesville Zoning Ordinance.

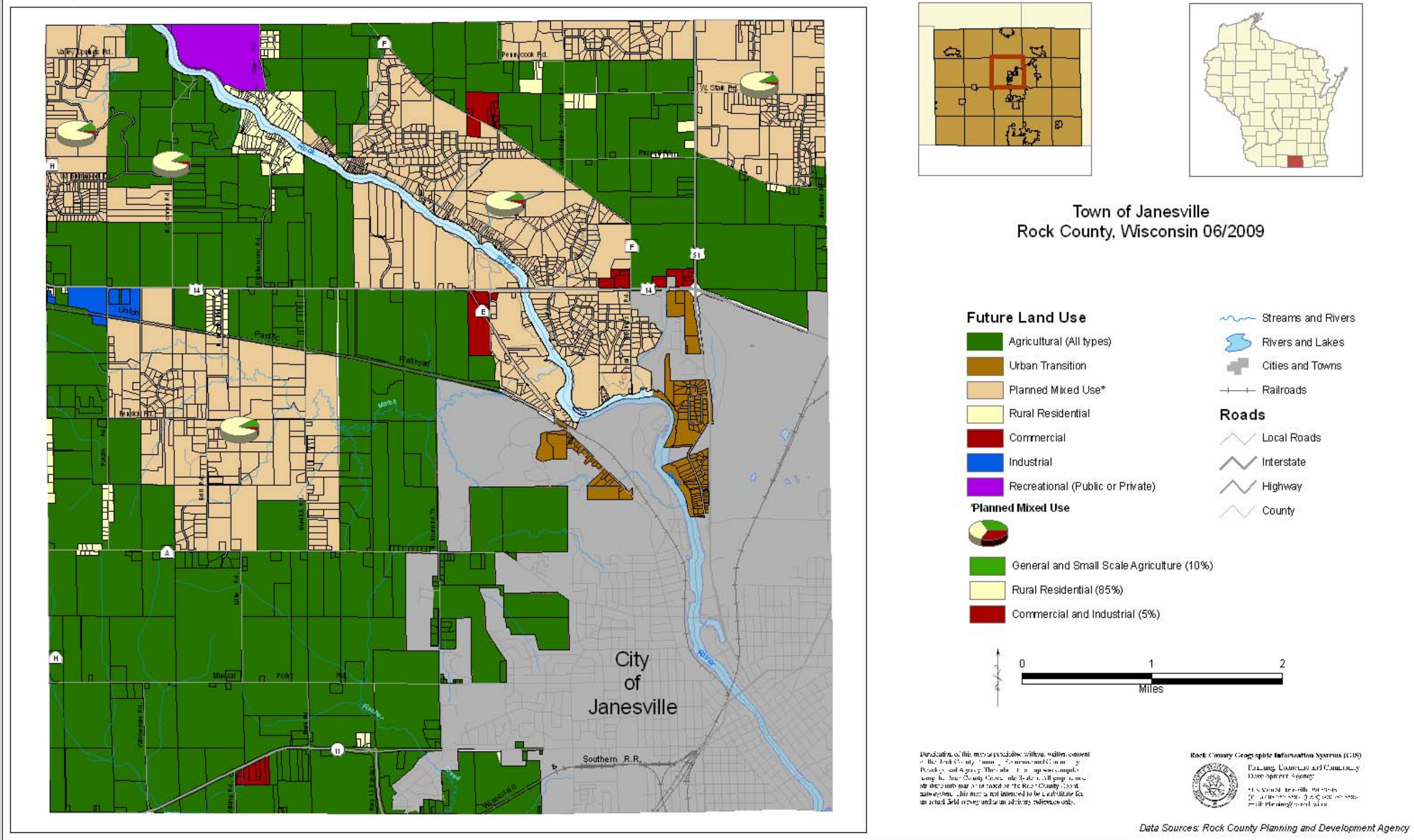
Commercial, Industrial and Park (Red, Blue and Purple respectively)

These are areas in the Town of Janesville that are currently zoned and being used for commercial, industrial and park uses, as designated on the Map. Town zoning district designations in these areas include: *Local Commercial District (B-1)*, *Light Industrial District (M-1)* and *Highland Conservancy (C-2)* as defined in the Town of Janesville Zoning Ordinance.

Urban Transition (Brown)

This area includes some, but not all of the area where the City of Janesville is planning to expand into the Town during the planning period. While the City may be planning for expansion into other areas of the Town in addition to those shown, the Town has elected to reflect their own vision for Town development along the urban boundary on the *Future Land Use Map*. This vision may be in conflict with what the City will allow in their extraterritorial jurisdiction.

Map 5.5: Future Land Use



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5.6 Issues and Opportunities for Land Use

Updates to codes, maps and regulations

The current zoning map and code as presented in this Chapter do not necessarily reflect the intent and direction expressed by the *Future Land Use Map* adopted in conjunction with this Chapter and this *Comprehensive Plan*. Specific changes to the zoning map and code will make it easier to make clear and consistent decisions about land use within the Town. A good land use plan is not good until it has the Ordinances to back it up. Additionally, Wisconsin “Smart Growth” Legislation requires that all decisions that are made by a zoning jurisdiction must be consistent with a comprehensive plan. To that end, the Town of Janesville should begin immediately to review their zoning code and to plan ahead for what revisions, if any, can and should be made to make it clear, useful and consistent.

Annexation and Future Growth

The City of Janesville has been rapidly expanding into the Town of Janesville in recent decades. The land area expansion of the City has been largely due to voluntary annexation by Town of Janesville landowners. The City is planning for continued expansion into the Town of Janesville, as illustrated on the City of Janesville *Future Land Use Map*. It is likely that landowners within the future City growth areas will appropriately and willingly annex into the City as market conditions allow. While it is difficult for some to witness the dwindling size of the Town of Janesville, it is at the same time, appropriate to see new residential, commercial and industrial development taking place on City services, at City densities and contiguous to existing development. Additionally, it is also appropriate to limit rural development in order to preserve the prime agricultural land and natural resources that currently exist in the Town of Janesville and directly in the path of City of Janesville expansion. While most of the agricultural areas in the Town are not planned for City expansion at this time, it is important for the Town to address issues of their own preservation philosophy, and if appropriate, take steps toward finding tools to preserve the existence of the Town of Janesville and the agricultural resources that lie within it.

Environment, Rural Character, Identity, and Aesthetics

Many environmental amenities and concerns have been identified and analyzed in the Agricultural and Natural Resources Chapters of this Plan. At the time of this writing, the Town does not have the tools to protect and preserve desired environmental features from development. The Town should carefully consider environmental conditions and constraints when making land use decisions and should implement ordinances and tools that will help it to efficiently and consistently protect those environmental features that it values most. Two ways that this should be done is through establishing Town Environmentally Significant Open Space policies and through the update and modification of the Lowland Conservation District in the Town of Janesville Zoning Ordinance.

In addition to environmental concerns, residents of the Town of Janesville have indicated the importance of the rural character, identity and aesthetics throughout the planning process. Policies affecting natural resource preservation, land divisions, subdivision development and landscaping are the most effective way to insure rural character and natural aesthetic appeal. The Town of Janesville should continue to consider to what standards it wishes to adhere in order to attain their vision for the future and should make revisions to the zoning code to uphold those standards.

Land Use Conflicts

There have historically been areas in the Town of Janesville where past development decisions have resulted in incompatible or conflicting land uses. In particular, residential development tends to conflict with agricultural operations. It is important for the future of farming in the Town, as well as for the viability of housing developments, that these conflicts are carefully considered before the conflict occurs.

Agricultural Business Promotion

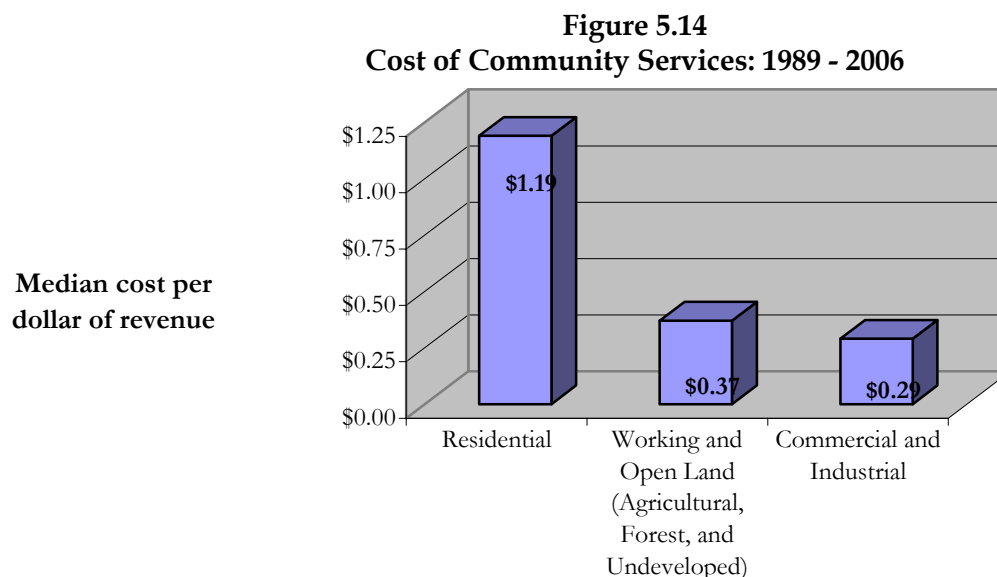
Farming is difficult and expensive business and the difficulties and financial burden that family farmers often face just to keep their businesses afloat has been nationally noted in past years. The Town believes that it has become nearly impossible for the family farmer to compete with corporate farming interests on a large scale and that the best opportunity to keep family farming viable is to allow small-scale farms on land that can be managed by the family itself, on a part-time basis, if necessary. It is the strong belief of the Town of Janesville that allowing small-scale farming is the necessary and best approach to encourage and preserve family farming. The Town therefore, has adopted the policy that it will allow land divisions as small as three acres in the land use category of "General Agriculture" for the specified purpose of small-scale farming. It is not the intention of the Town to allow low-density, single family housing unless that housing is associated with an agricultural purpose. The Town of Janesville plans to implement these policies through the *Agricultural (A-2)* and *(A-3)* zoning districts. Caution must be used, however, as these districts tend to exacerbate the conversion of productive, large-scale agriculture lands into large-lot, low-density residential housing.

Conflicting Jurisdictional Maps

The single largest issue affecting land use in the Town of Janesville is the ability for the City of Janesville to oppose land divisions throughout most of the Town through its extraterritorial jurisdictional powers. The City's future land use map does not agree with the Town's *Future Land Use Map*, making it likely that there may be disagreement in the future over how land within the Town should be divided and used. It was the goal of the Town to resolve conflicting mapping issues through this comprehensive planning process, however that goal was not met. The Town should continue to try to find solutions to conflicting policies and maps during the planning period.

Cost of Community Services

It is often assumed that increasing the housing base is a good way to increase tax base. While this may be true in urban settings where municipal sewer and urban services are readily available, it is often not the case in rural areas. Figure 5.15 below shows a comparison of the cost of residential development, versus agricultural and other types of open land, and commercial and industrial uses. It is apparent from the chart that residential costs are often higher than the revenue it brings in.



Source: Fact Sheet Cost of Community Studies – American Farmland Trust 2006

Housing Strategy

The Town of Janesville recognizes that sprawling development can have an adverse affect on the Town's rural character, agricultural integrity and tax base. In addition, the exclusive agricultural zoning throughout much of the town prohibits sprawl. Accordingly, the Town plans to encourage new development first, on already existing vacant residential lots and second, on clustered lots and/or in conservation-based subdivisions located adjacent to existing residential areas (e.g. in sections 17 and 20). This strategy is consistent with resident opinions heard during the comprehensive planning process, which support a primarily agricultural, rural atmosphere with limited residential development.

Land Conservation

Land conservation is the act of protecting or preserving the land for a particular undeveloped use. One of the goals of Rock County during the future 25-year planning period is to communicate with the people of the county on the concept and viability of land conservation. As the Town of Janesville becomes more developed, it is possible that the preservation of agricultural land may become a primary concern and may apply to more landowners in the Town.

Smart Growth Areas

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

- "Planned Mixed Use" (see Map 5.5) areas where compact and contiguous residential and commercial uses can be allowed in appropriate locations.
- "Urban Transition" (see Map 5.5) areas where urban sewer and services are available for future developments
- Areas for continued infill in existing residential subdivisions
- Areas where revitalization and redevelopment of the existing housing stock is needed and appropriate
- Areas for agricultural and natural resource preservation

More Issues

The proximity of growing urban areas, major transportation corridors, and the Town's existing development influences the Town's future land use. The Town may need to modify its plan for future growth based upon economic changes, physical limitations, and factors beyond the control of the Town.

5.7 Land Use Goal, Objectives and Policies

Goal 1:

Maintain the rural quality of life through well-planned and appropriate development and land use.

Objective 1.1:

Preserve the rural character of the Town and the agricultural areas designated on the *Future Land Use Map* (Map 5.5).

Supporting Policies:

- 1.1.1 The Town of Janesville may require that all development is done in a manner that preserves the Town's rural character and balances the rights of property owners with the Town's collective well being.
- 1.1.2 The Town of Janesville may attempt to phase new development in the Town according to the guidelines on page 150 (increasing the number of units permissible in any five-year increment is allowable if the 2035 total remains the same, i.e.: if the number of units is increased in any one year, then the number of units may be decreased by an equal amount in another year).
- 1.1.3 The Town of Janesville may consider only allowing uses, structures and housing that is farm related in agricultural areas.
- 1.1.4 The Town of Janesville may consciously make decisions that support agricultural and natural resource preservation and promote farming as a viable business in and around the Town.
- 1.1.5 The Town of Janesville may avoid strip development of any kind lining town roads to avoid traffic congestion and loss of rural character.
- 1.1.6 The Town of Janesville may, where possible, require structures to be placed in or near tree lines and wooded areas as opposed to open fields.
- 1.1.7 The Town of Janesville may preserve the Town's Agricultural Preservation Areas (as designated on Agricultural Preservation Plan Map) for continued agricultural use and direct responsible residential and commercial development to areas designated as Planned Mixed Use on the *Future Land Use Map* (Map 5.5).
- 1.1.8 The Town of Janesville may continue to uphold maps and policies that allow for long-term agriculture, natural areas and open space uses.
- 1.1.9 The Town of Janesville may encourage housing development on existing vacant lots first before allowing larger lots to be divided for housing purposes.
- 1.1.10 The Town of Janesville may encourage small-scale agricultural and clustered housing development to preserve open space and the rural quality of the Town.

Objective 1.2:

Continue to foster a productive working relationship with other municipalities to work toward consistent and complimentary implementation of plans, policies, and programs that impact land use in the Town.

Supporting Policies:

- 1.2.1 The Town of Janesville should attempt to work in conjunction with the City of Janesville to resolve existing mapping conflicts.
- 1.2.2 The Town of Janesville should work with the City of Janesville to create and execute a boundary agreement(s).
- 1.2.3 The Town of Janesville should continue to work with the County toward implementation of the POROS Plan.

- 1.2.4 The Town of Janesville may attempt to work in conjunction with the County to create a Purchase of Development Rights (PDR) program at the County or Town level.

Objective 1.3:

Develop Town of Janesville policies and mechanisms for effective land use and development management.

Supporting Policies:

- 1.3.1 The Town of Janesville may utilize the Town's *Future Land Use Map* in review and evaluation of all conditional use, rezone and development proposals, with approval of proposals dependent on consistency with the *Future Land Use Map* (Map 5.5).
- 1.3.2 The Town of Janesville may use the new development guidelines as presented in Figure 5.10 and Figure 5.12 and further depicted in the *Future Land Use Map* (Map 5.5) of this Land Use Chapter to guide future development decisions.
- 1.3.3 The Town of Janesville may develop a standardized process to review and evaluate all conditional use, rezone and development proposals.
- 1.3.4 The Town of Janesville may make all necessary revisions to the zoning code, zoning map and any other Ordinances or regulations to make them accurate, efficient and up-to-date, and bring about consistency between this *Comprehensive Plan* and all regulatory tools used in the Town.
- 1.3.5 The Town of Janesville may consider amending and or updating the Zoning Ordinance (or other appropriate ordinances) to implement the spirit and intent of this *Comprehensive Plan* through including (but not being limited to) the following revisions:
 - a. Ensure protection of TESAs, including, but not limited to, requiring identification each TESA feature in all rezone and development proposals
 - b. Require specific standards for approving development proposals.
 - c. Only permit rezone proposals that are in conformance with this *Comprehensive Plan*
 - d. Only permit development proposals that are in conformance with this *Comprehensive Plan*.
 - e. Criteria and methods for the use of sliding scale zoning.
 - f. Minimize the number and length of driveways along County and Town roads.
 - g. Require erosion control plans to be submitted with a building permit application and implemented during construction.
 - h. Require review and approval of all new streets to avoid traffic hazards and congestion.
 - i. Require single-family homes to be constructed on lots that are a minimum of one-acre until such time as innovation in group private septic systems may allow for more compact development.
 - j. Enforcement of current building codes to ensure minimum standards are upheld for existing and proposed structures.
 - k. Require landowners to obtain sanitary permits prior to any land division.
 - l. Variances will not be allowed unless hardship (not imposed by the landowner) is proven.

- m. Require developers to preserve elements of the landscape that represent rural character such as tree lots, wind breaks and farm structures.
- 1.3.6 The Town of Janesville may encourage developers to minimize the area disturbed on a site to preserve native vegetation.
 - 1.3.7 The Town of Janesville may encourage the placement of structures at the edge of properties that are three or more acres in size.
 - 1.3.8 The Town of Janesville may strictly enforce the zoning ordinance and future updates and amendments.
 - 1.3.9 The Town of Janesville may encourage developers to not locate structures on the top of hills, as these structures are more visible and disruptive to rural character.
 - 1.3.10 The Town of Janesville may consider using Rock County consulting services to research and develop, if necessary, zoning, land division, subdivision and/or other available regulatory policies to ensure successful farming.
 - 1.3.11 The Town of Janesville may consider amending and updating the Town of Janesville Land Division and Subdivision Ordinance to include the following:
 - a. Specific standards for approving or amending all subdivision proposals.
 - b. Requirements based on conservation, traditional neighborhood design, and/or fused grid principles.
 - c. Permit multi-parcel land divisions only in existing residential areas.
 - d. Require review and approval of all new streets to avoid traffic hazards and congestion
 - e. Require new subdivisions to be compact, adjacent and connectable to existing rural subdivisions or on land with low or no agricultural value.
 - f. Require new subdivisions to be in a land use pattern that is compatible with surrounding agricultural and natural resources
 - g. Require costs created by new development to be the accepted responsibility of the developer so that costs to taxpayers are minimized or eliminated.
 - h. Require new housing to be compatible with adjacent land uses with regard to such factors as smoke, noise, odor, traffic, activity and appearance.
 - i. Require developers to provide an analysis of the location and effect of storm water drainage, erosion and any other water or earth moving factors for all new subdivisions.
 - j. Only allow development on soils that have adequate bearing capacity and are suitable for excavation and site preparation.
 - k. Require consideration of the aesthetics of each development during the approval process
 - l. Housing envelope requirements
 - m. Review of new development proposals relative to incompatible nearby farming activities such as noise, odor, appearance, slow or incompatible traffic or other irritants and activities.
 - n. Review of the effects of the development on storm water drainage, groundwater, erosion, natural features/resources, agricultural land and other potential factors that may affect the health and welfare of humans and wildlife.

- 1.3.12 The Town of Janesville may develop a Land Evaluation and Site Assessment (LESA) system that could be used to evaluate land suitability for development or for possible protection through a PDR program or other type of conservation easement program.
- 1.3.13 The Town of Janesville may work in conjunction with the County in undertaking a comprehensive study for Town Board review, including potential criteria for eligible lands and funding sources, regulatory options, and public opinion, among other issues, determining the feasibility of developing a Purchase of Development Rights (PDR) program at the Town or County level.
- 1.3.14 The Town of Janesville may consider as part of a standardized process, using a Land Evaluation and Site Assessment (LESA) system that assesses such factors quality of farm land, septic suitability map, potential groundwater contamination, distance to urban services, historic, archeological scenic and environmental qualities and connection to local planning goals.
- 1.3.15 The Town of Janesville may explore the possibility of formulating a Growth Management Coalition, to guide the pattern and pace of regional growth, composed of Town residents and government officials, as well as those from neighboring municipalities.
- 1.3.16 The Town of Janesville may study and consider PDR and TDR, and their funding mechanisms as possible methods of preserving agricultural land.
- 1.3.17 The Town of Janesville may clearly define policies and standards, and incorporate them into the zoning code for how and where new development will be allowed (i.e.: define exactly what factors will be considered for new developments of every kind and specific standards for approval)

Chapter 6: Housing

6.1 Overview

According to Wisconsin State Statutes 66.1001, the Housing element of a town's comprehensive plan is to provide:

"A compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock".

Housing, beyond fulfilling a basic need, aids a community in achieving a desired growth pace and pattern. Important land use choices that shape and define a community's identity are often dictated by existing, or potential, housing development.

A community undertakes planning for housing with the aim of ensuring its residents quality, affordable, diverse, and suitably located housing. In addition to these factors, a rural community is also tasked with preserving its agricultural resources while concurrently allowing for responsible, appropriate growth, which is often characterized by new housing development.

Comprehensive housing plans provide innovative techniques that encourage the orderly development of new housing, the maintenance and rehabilitation of existing housing and provide information for the utilization of existing housing programs and services. They also provide an analysis of current and projected housing demand.

Residential subdivisions that have been developed since the 1950s tend to be uniform and consist almost exclusively of single-family homes, a trend that has followed in the Town of Janesville. Typically, these subdivisions are separated from other uses (i.e. employment, retail and recreational centers) and housing types. This results in clusters of single-use developments that result in an environment where nearly every trip out of one's home is a significant distance by automobile. In order to create an environment where the number of automobile trips are reduced in number and distance, and where walking and bicycling may be more viable transportation options, careful locating of housing developments and a mixing of housing types and other land uses may be integrated into new developments as well as in redevelopment efforts. Planning and developing housing in this manner aids in reducing environmental degradation and government service costs.

The Town of Janesville's population is steadily growing and changing as new families and households continue to move into the Town, "baby-boomers" approach retirement age, and the population becomes more diverse. With that in mind, it is important that the Town maintain a diverse housing stock, in order to not only gradually attract new residents in appropriate locations, but also to accommodate existing residents as their housing needs change.

A primary focus of this Housing Element is help the Town of Janesville ensure residents of all social and economic characteristics with affordable and varied housing options while at the same time, preserving the Town's rural atmosphere. This Chapter will investigate both the existing housing market and some options for the future development of housing in the Town. The goals and objectives of the Element reflect key concerns addressed by residents of the Town of Janesville throughout the planning process.

6.2 Past and Present Housing Characteristics

The Town of Janesville's existing housing stock, historic housing trends, and projected future housing needs have implications for the planning and development of housing over the planning period. Inventory and analysis of the past and current housing conditions is a vital first step in obtaining an accurate projection of future housing need. Providing a range of housing choices helps a community to maintain a stable housing stock and population base. Therefore, the Town of Janesville plans to continue to provide as wide of a selection of housing choices as the future designated area for housing growth can accommodate (see *Future Land Use Map*, page 153).

The following section examines existing housing in the Town, as well as historic housing trends including the number of housing units and households, persons per household, location, occupancy and vacancy rates, structural type, resident composition, age, value and finally, affordability.

Housing Type and Occupancy Characteristics

This section addresses historical patterns in household composition, which will be used later in this Chapter to draw conclusions about future housing needs for the Town of Janesville. For the purposes of this *Plan*, a housing unit is defined as any structure capable of serving as a residence, and a household is defined as any housing unit occupied or otherwise inhabited. A housing unit is classified as unoccupied if it is in the process of being sold or rented, is a seasonal/vacation home, or is abandoned or otherwise uninhabitable. Figure 6.1 displays Town housing units and households in the years 1980, 1990, 2000 and 2005 to show trends in the amount of housing in the Town.

Figure 6.1
Housing Units, Households, and Persons Per Household
1980 to 2005
Town of Janesville

	1980	1990	2000	2005	Percent Change 1980-2005
Housing Units	934	965	1219	1301	39.3
Households	920	897	1137	1246	35.4
Population	3068	3121	3048	3343	9.0*
Persons Per Household	3.5	2.8	2.7	-	-

Sources: United States Bureau of the Census -1980, 1990 and 2000
State of Wisconsin Department of Administration-2005

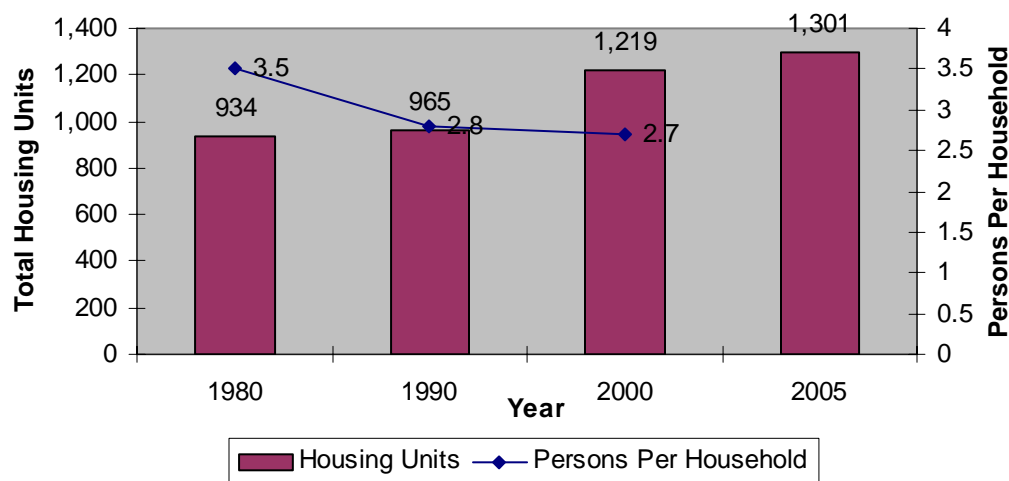
According to the Wisconsin Department of Administration, there were 1,219 housing units and 1,137 housing units in the Town of Janesville as of 2005. The total number of housing units in the Town of Janesville increased moderately from 1980 to 1990, and more considerably from 1990 to 2000. The thirty-nine percent increase in the number of housing units in the Town between 1980 (934 housing units) and 2005 (1,301 housing units) represents significant housing growth.

The number of building permits issued in the first five years of the new century indicates that the pace of housing development in the Town increased dramatically in those years. In the years 2000 through 2006, 218 building permits were issued for construction in the Town of Janesville, introducing an average of over 36 units per year to the Town's housing stock (see Figure 5.6, page 145 for permit information).

Also important to note in Figure 6.1 is the decline in the number of people per household in the same years. Coupled with an increasing population, the trend toward smaller household size intensifies the increased need for additional land to accommodate housing. A graphic representation in Figure 6.2 below illustrates the relationship between an increasing number of households and declining average household size in the Town of Janesville between 1980 and 2005. During that time period, 367 additional housing units were built while the population grew by approximately 275 persons.

Hypothetically, if all the new people who moved into the Town between 1980 and 2005 moved into the housing units that were built in the same time period, there would be an average of 1.3 people living in each of the new housing units. This suggests a disproportionate number of houses were built compared to the increase in population between 1980 and 2005. This is a good illustration that the last twenty years of the 20th century were marked with rapidly decreasing household size and rapidly increasing home construction. While the Town as well as the nation was experiencing a lull in the housing market beginning in 2008, it is without question that development pressure can be expected to be strong in the Town of Janesville if and when the market recovers.

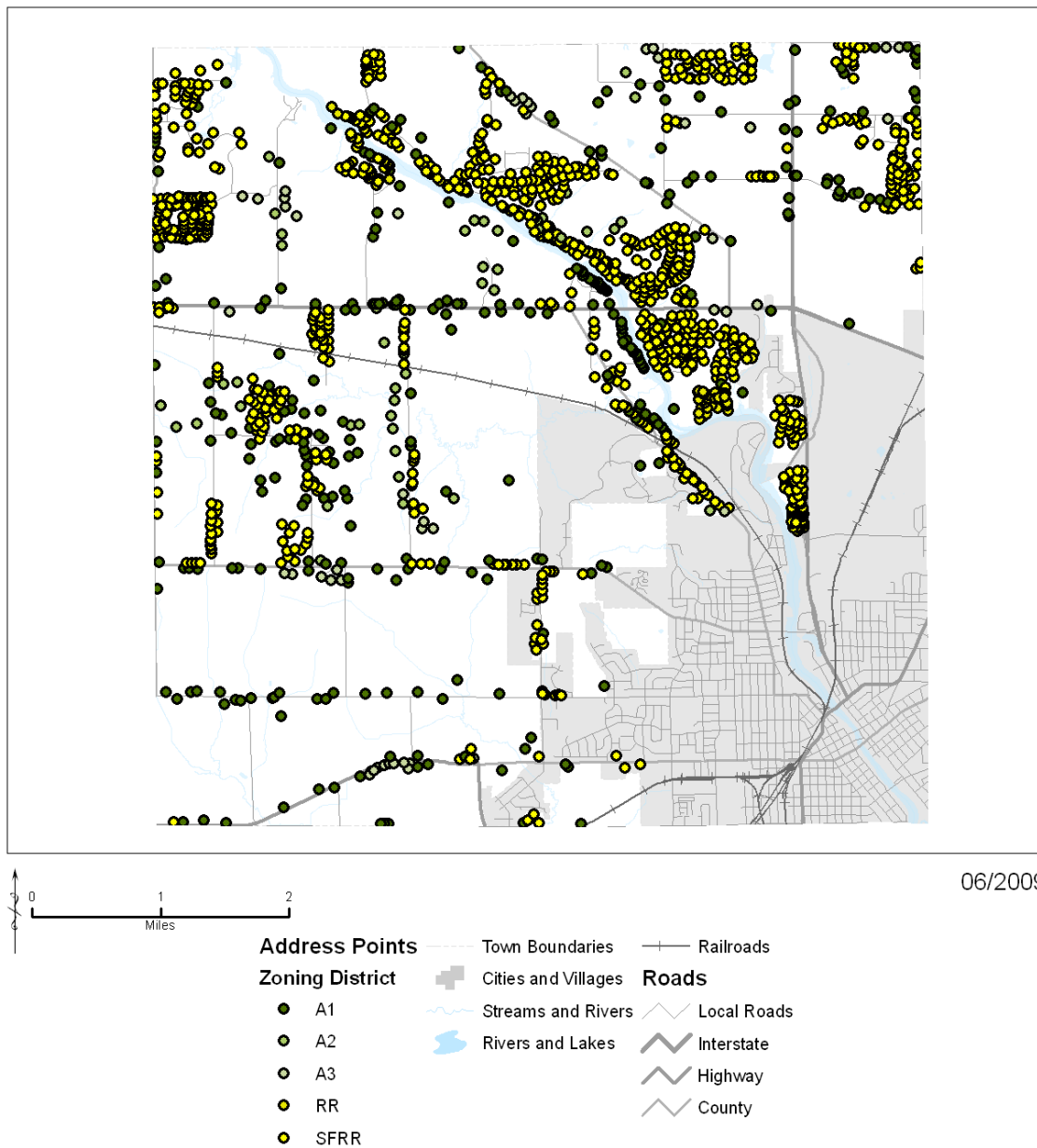
Figure 6.2
Number of Housing Units & Household Density --
Town of Janesville (1980 - 2005)



Source: U.S. Bureau of the Census, 1980-2005.

Traditionally, the majority of housing in the Town has consisted of single-family structures located on small to medium sized rural residential lots (typically 1-5 acres) and scattered farmsteads on large agricultural parcels, both of varying age and value. Additionally, three to 35 acre single-family non-farm residences have emerged in recent years on lots that are zoned for agriculture, but do not have a primarily agricultural use. Rural residential subdivisions also exist on relatively small (one to three acre) lots and are generally located in various locations throughout the Town. Map 6.1 below shows the location of address points in the residential districts of the Town of Janesville. Although it is possible that not every address point in the A2 and A3 zoning districts represents housing, the Map is still a good indicator of where housing exists in the Town.

Map 6.1
Address Point Locations
Town of Janesville



Data Sources: Rock County Planning and Development Agency.

Figure 6.3 below illustrates the type of housing stock in the Town of Janesville in the Census year 2000. A very high number, over 92 percent, of homes in the Town were single-family detached structures. This proportion of single-family homes is significantly higher than it was in the County (72.6 percent) and statewide (66 percent) during the same year. Accordingly, the Town had far fewer multi-family homes than either the County or State. Figure 6.3 indicates the other types of housing units available in 2000 in the Town of Janesville were: 27 1-Unit Attached units, 38 2-Unit structures, five 3 or 4 unit structures and 17 5 to 9 unit structures.

Figure 6.3
Housing Types, 2000

Units in Structure	Janesville	Percentage	Rock County	Percentage	Wisconsin	Percentage
1-Unit Detached	1,128	92.5%	45,150	72.6%	1,531,612	66.0%
1-Unit Attached	27	2.2%	1,960	3.2%	77,795	3.4%
2 Units	38	3.1%	4,799	7.7%	190,889	8.2%
3 or 4 Units	5	0.4%	1,745	2.8%	91,047	3.9%
5 to 9 Units	17	1.4%	2,589	4.2%	106,680	4.6%
10 to 19 Units	0	0.0%	1,197	1.9%	75,456	3.3%
20 or More Units	0	0.0%	2,758	4.4%	143,497	6.2%
Mobile Home	4	0.3%	1,958	3.1%	101,465	4.4%
Boat, RV, van, etc	0	0.0%	31	< 0.1%	2,703	0.1%
Total	1,219	99.9%	62,187	100.0%	2,321,144	100.0%

Source: U.S. Bureau of the Census (sample data), 2000

Households and Householders

Figure 6.4 on the following page provides an examination of the trends in household occupancy characteristics in the Town of Janesville between 1980 and 2000. This Figure provides a detailed look at many changes that have occurred in the Town since 1980. Although household dynamics have been fairly constant in the Town, there was a parallel decrease in the percentage of “Family Households” to the increase in “Non-family Households” over the period shown. This suggests there may be a decreasing need for family oriented housing, an observation that is consistent with an aging population. These data prove to be valuable not only in understanding the makeup of Town of Janesville households in 2000, but also in the forecasting of future residential need.

Figure 6.4
Household Dynamics (1980 - 2000)
Town of Janesville

	1980	As a % of Total Households	1990	As a % of Total Households	2000	As a % of Total Households
Total Households	872	-	897	-	1,137	-
1. Family households	721	82.7%	726	80.9%	908	79.9%
a. Married-couple family	668	76.6%	679	75.7%	824	72.5%
i. With children under 18 years	Not Reported	-	304	33.9%	350	30.8%
ii. Without children under 18	Not Reported	-	375	41.8%	474	41.7%
b. Female householder, no spouse present	32	3.7%	30	3.3%	51	4.5%
i. With children under 18 years	Not Reported	-	14	1.6%	22	1.9%
ii. Without children under 18 years	Not Reported	-	16	1.8%	29	2.6%
2. Non-family households	151	17.3%	171	19.1%	229	20.1%
a. Householder living alone	125	14.3%	Not Reported		174	15.3%
i. Householder 65 years & over	Not Reported	-	38	4.2%	53	4.7%

Source: U.S. Bureau of the Census, 2000

Figure 6.5 on the next page provides a comprehensive examination of trends in housing occupancy and vacancy in the Town of Janesville since 1980. These data are telling, as they illustrate a moderate increase in the number of housing units in the Town, accompanied by a fairly dramatic shift in occupancy type. This shift was characterized by a rise in housing units occupied by owners and a rise and fall in units occupied by renters. At the same time there was an increase in the vacancy rate for both rental units and owner-occupied units. Note the decline in the overall vacancy rate, attributable to, in large part, the decline in seasonal (vacation, recreation, or occasionally occupied) housing.

According to the Federal Department of Housing and Urban Development (HUD), an overall vacancy rate of around 3% allows consumers adequate choice and mobility where owner-occupied vacancy rates around 1.5% and renter-occupied vacancy rates around 5% are considered acceptable. As Figure 6.5 indicates, the Town's total vacancy rate of 24.9% in 2000 was considerably higher than the HUD-prescribed rate. This rate is as high as it is because of the large number of seasonal units in the Town, which are considered vacant in this analysis. While the overall vacancy rate is quite high, both the homeowner vacancy rate and the rental vacancy rate are right on target with the HUD recommendations. Overall, these data show that the Town has shown increased success since 1980, and especially since 1990, in maintaining a healthy amount of available housing options for those who wish to own **and** for those who wish to rent.

Figure 6.5
Occupancy and Vacancy Statistics, 1980 – 2000
Town of Janesville

	1980	1990	2000	Change Number Percent
Total Housing Units	1,593	1,240	1,637	44 2.8%
Vacancy Rate	38.7%	14.9%	24.9%	-13.8%
Owner-Occupied	837	885	1,081	244 29.2%
Renter-Occupied	139	170	148	9 6.5%
Vacancy Rate (Homeowner)	0.8%	0.6%	1.5%	0.7%
Vacancy Rate (Rental)	4.8%	2.3%	5.1%	0.3%
Seasonal Units	554	150	359	-195 -35.9%

Source: U.S. Bureau of the Census, 1980 – 2000.

Conditions may have changed substantially in the Town of Janesville since these figures were compiled in 2000, so it is recommended that the Town do an updated analysis of vacancy when the 2010 Census statistics become available, or sooner as available data allows.

Housing Age, Value and Affordability Characteristics

The overall condition of housing in the Town of Janesville can generally be assessed through Census data, including general characteristics of structural age, presence of complete plumbing facilities, and overcrowding. In 2000, none of the Town's housing units lacked plumbing facilities, and only 32 units (2.7%) of the Town's housing units were considered "overcrowded," a term used when a housing unit has more than one person per room. These figures indicate that lack of plumbing and overcrowding were not principal concerns in 2000. It is not expected that these issues will become a concern, however the Town of Janesville should continue to confirm this expectation throughout the planning period.

Figure 6.6 illustrates the age of the Town's housing stock compared to Rock County and Wisconsin totals, based on the 2000 Census. As is evident from this Figure, a significantly higher percentage of Town of Janesville homes were built in the 1970s and the 1990s than in Rock County and Wisconsin as a whole. Over 70% of homes in the Town were constructed within forty years prior to the 2000 Census, with comparatively few homes (about 27% of the housing stock) being built prior to 1960.

Figure 6.6
Year of Housing Construction as a Percent of 2000 Housing Stock,
Town of Janesville Comparison

	1939 or earlier	1940- 1959	1960- 1969	1970- 1979	1980- 1989	1990- 2000
Town of Janesville	170 (13.9%)	164 (13.5%)	135 (11.1%)	239 (19.6%)	131 (10.7%)	380 (31.2%)
Rock County	26.5%	19.3%	14.4%	15.5%	8.7%	15.5%
Wisconsin	23.4%	20.3%	11.9%	16.9%	10.8%	16.8%

Source: U.S. Bureau of the Census, 2000.

At the time of the 2000 Census, nearly 42 percent of the existing housing stock in the Town was 20 years old or newer and only about 14 percent of the homes were over sixty years old. Those older homes will likely show signs of wear over the planning period. This could potentially increase the necessity for and interest in housing rehabilitation resources or historic preservation and restoration. In general however, the Town of Janesville is characterized by newer housing stock, as much of the first decade of the twenty-first century has been marked by rapid new housing development, almost entirely of the single-family detached, owner-occupied variety.

Value Characteristics

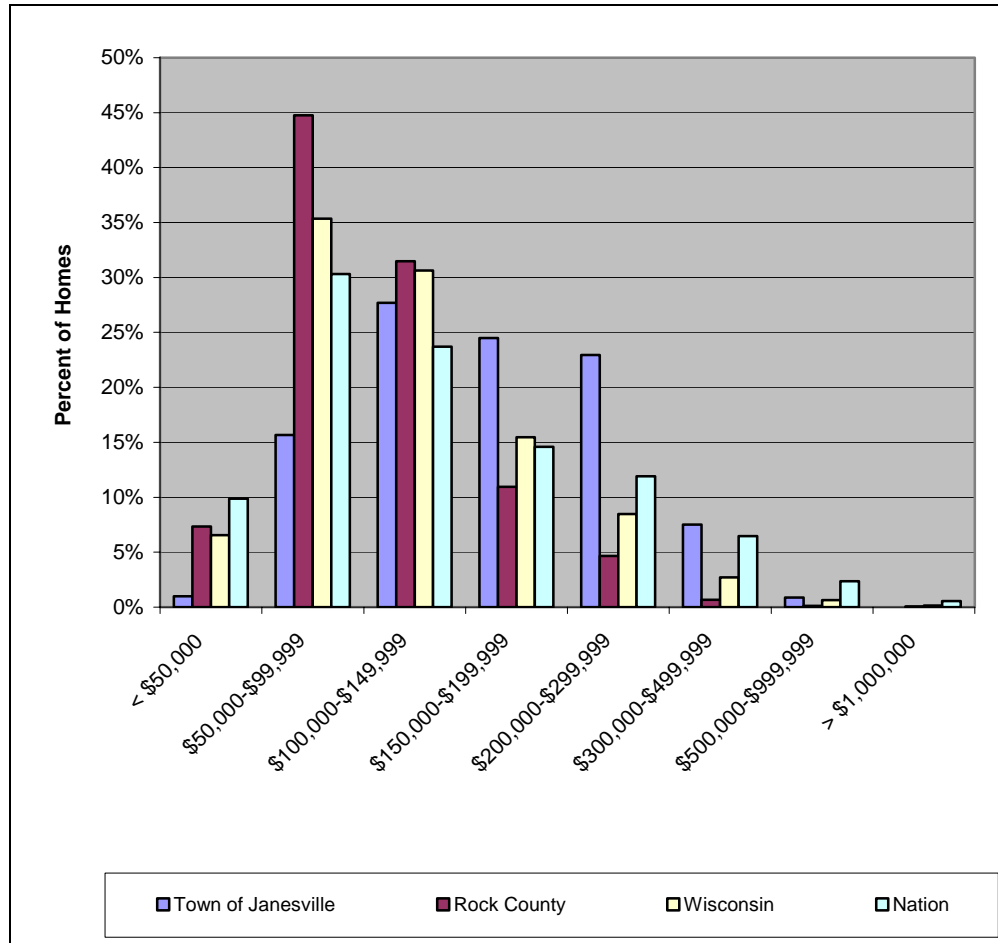
According to the 2000 census, the largest percentage of homes in the Town (28%) ranged in value from \$100,000 to \$149,999. Figure 6.7 below, compares the range of home values in the Town of Janesville with the County, state, and nation as reported by the 2000 census. Figure 6.7 also indicates that about 45% of the Town of Janesville's homes were valued below \$150,000. This lower value range however, is far more prominent in Rock County as a whole (over 80%) and the state (over 70%). Furthermore, only about 17 percent of the Town of Janesville's homes were valued below \$100,000 in 2000.

The Town had a greater percentage of homes in the \$200,000-\$299,000 range and the \$300,000 to \$499,999 than did the County, state or nation. These figures suggest that there was a sufficient variety of housing price options for buyers in the Town of Janesville in 2000. Market volatility in the first decade of the new century has made it clear that attempting to project housing value for the planning period would most likely produce an inaccurate picture of the future, and is therefore, omitted. Eventually however, residential property values are likely to stabilize and may even continue to climb, possibly making homeownership a progressively more financially daunting goal. The Town may assess average housing value during the planning period as needed.

Figure 6.7
Home Value- 2000
Town of Janesville

Value	Specified Homeowner Households	
	Number	Percent
\$49,999 and less	9	1
\$50,000 to \$99,999	142	16
\$100,000 to \$149,999	251	28
\$150,000 to \$199,999	222	25
\$200,000 to \$299,999	208	23
\$300,000 to \$499,999	68	8
\$500,000 to \$999,999	6	1
\$1,000,000 or more	0	0
TOWN TOTALS	906	100
MEDIAN VALUE	\$137,800	

Figure 6.8
Range of Home Values Comparison -2000



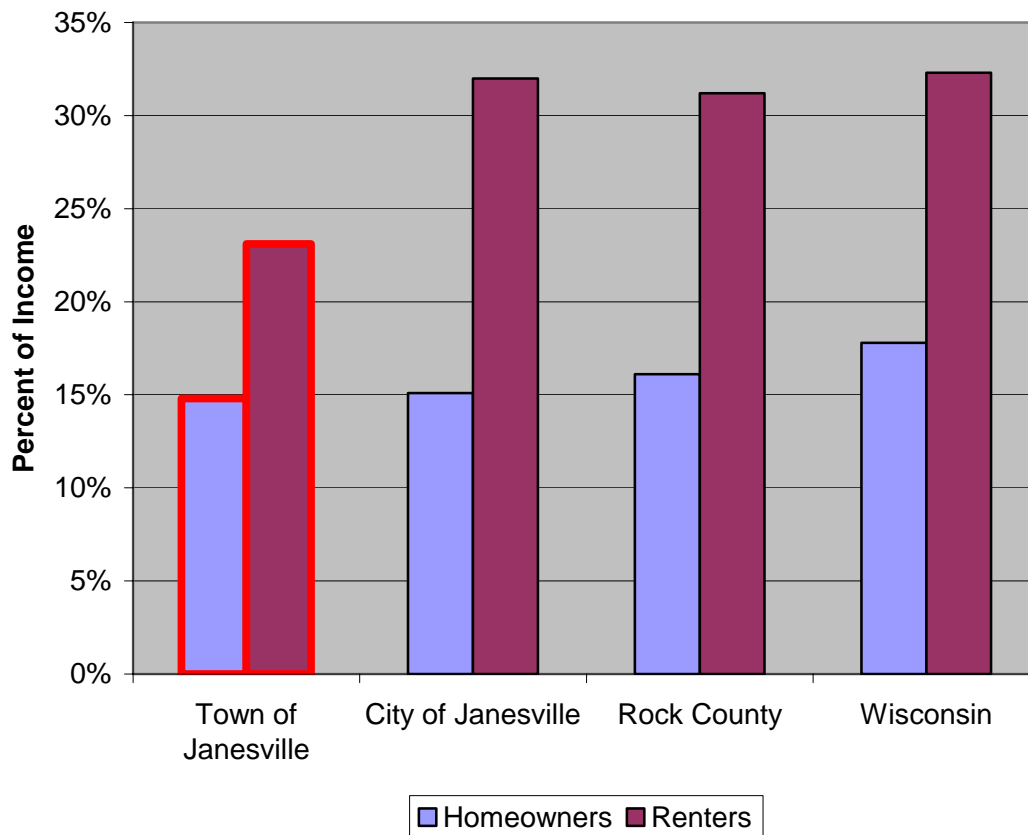
Source: United States Bureau of the Census, 2000.

Housing Affordability

One of the most effective methods of gauging housing affordability is by measuring the proportion of household income spent for rent or homeownership costs. The national standard, established by HUD, for determining whether rent or home ownership costs comprise a disproportionate share of income is set at thirty percent of gross household income. Households spending more than thirty percent of their income for housing are at a higher risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events.

In 1999 (as measured by the 2000 census), only 11.5 percent of homeowners and 16.7 percent of renters in the Town of Janesville were paying thirty percent or more of their income on housing, indicating that housing was affordable for most people living in the Town. This compares favorably among the Town's neighbors, Rock County, the state, and the nation (see Figure 6.8 on the previous page) and all other Rock County towns and exhibiting among the lowest proportion of homeowners and renters in the County exceeding this thirty percent threshold. This suggests that although average housing prices are higher in the Town of Janesville than they are in Rock County as a whole, that those who live in the Town of Janesville are generally still able to easily afford their housing (i.e.: despite higher housing costs, homeowners and renters are still using less than thirty percent of their income on housing).

Figure 6.9
Housing Affordability, 1999



Source: U.S. Bureau of the Census, 2000.

Figures 6.10 and 6.11 below further detail the relationship between income and housing in the Town of Janesville for those homeowners who responded to the Census question in 2000. Although the Figures show a fairly optimistic view of housing affordability in the Town of Janesville, it is important to keep analyzing this important relationship over the planning period. Lower incomes caused by unstable economic conditions and widespread job loss throughout Rock County beginning in 2008 may cause these numbers to shift significantly. This issue is exemplified by an increasing number of foreclosures throughout Rock County in 2008.

Figure 6.10
Affordability: Homeowner Housing Costs and Income
Town of Janesville
2000

Monthly Homeowner Costs As Percent of Household Income	Number of Households	Percent
19.9% or less	519	57.3
20.0 - 24.9%	128	14.1
25.0 - 29.9%	122	13.5
30.0 - 34.9%	50	5.5
35.0% or more	84	9.3
Unknown	3	0.3
TOWN TOTAL	906	100

Source: United States Bureau of the Census - 2000

Figure 6.11
Affordability: Renter Housing Costs and Income
Town of Janesville -2000

Rent (Gross) As Percent of Household Income	Number of Households	Percent
19.9% or less	29	37.2
20.0 - 24.9%	0	0
25.0 - 29.9%	18	23.1
30.0 - 34.9%	4	5.1
35.0% or more	14	17.9
Unknown	13	16.7
TOWN TOTAL	78	100

Source: United States Bureau of the Census -1990 and 2000

Figure 6.11 (below) shows that the Town's median home value in 2000 was \$163,100, which is considerably higher than the County (\$98,200) and state (\$112,200) figures. Median household income as a percentage of home value was also comparatively high indicating that Town of

Janesville homeowners are, on average, more easily able to afford their homes than the average homeowner in Dane County or Wisconsin as a whole.

Figure 6.11
Affordability by
Home Value and Income
2000

Municipality	Median Home Value	Median Household Income	Median Household Income as Percent of Median Home Value
Town of Janesville	163,100	68,567	42.0%
Rock County	\$98,200	\$45,517	46.4%
Dane County	\$146,900	\$49,223	33.5%
Wisconsin	\$112,200	43,791	39.0%

United States Bureau of the Census - 2000
Rock County Planning and Development Agency - 2008

6.3 Housing Needs Analysis

Household Forecasts

The Housing Element now shifts from an analysis of the housing supply toward an analysis of future housing demand in the Town of Janesville. The existing housing framework provides an overall picture of the housing market in the Town of Janesville. By observing conditions and trends, the housing needs of current and future Town of Janesville citizens can be assessed and planned for.

In 2000, there was a low supply of vacant homeowner housing units and a high supply of rental vacancies overall (See Figure 6.5, p. 170). In the first half of the decade since then, an economic slowdown and dramatic drop in interest rates have caused the demand for rental units to decline county wide, bringing the Rock County rental vacancy rate to about 8 percent, according to a 2004 study by the United States Department of Housing and Urban Development (HUD). The demand for owner-occupied housing, according to the study, has shown very little change over the same time period.

Overall Housing Need

Utilizing the Wisconsin DOA method for projecting housing and population growth (as presented in Chapter 1 of this Plan), it is estimated that 638 additional housing units (584 households) will be needed in the Town of Janesville between 2010 and 2035 to accommodate growth. These projections were developed assuming that vacancy rates will remain consistent throughout the projected planning period. Figure 6.13 below shows the expected number of housing units and households needed in the Town by five-year increments through 2035.

While this methodology allows the Town to look forward several years into the future, it is imperative that these trends are investigated frequently. Periodic update and revision will allow the Town to recognize when and if there exists a need for additional housing and of what occupancy types.

Figure 6.13
Projected Housing Units and Households*
2010 – 2035

	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
Housing Units	1484	1607	1728	1848	1990	2122	638	43.0
Households	1358	1470	1581	1691	1819	1942	584	43.0

Source: State of Wisconsin Department of Administration - 2005

Rock County Planning and Development Agency - 2008

Due to economic downturn in 2008, these projections may be higher than the actual expected number given new conditions.

This number of additional housing units reflects a declining average household size during the period. According to these estimates, the Town's average household size will continue to decrease from its 2005 rate of 2.7 to 2.45 in 2035. As a larger percentage of the Town population approaches retirement age and families continue to have fewer children, there may be an increasing demand for multi-family housing options.

At this writing, the Town of Janesville has approximately 165 vacant residential lots that are available to accommodate new housing, leaving the need for an additional 419 new residential lots to accommodate the remainder of the expected new housing in the Town.

It is difficult to predict with certainty how occupancy trends will progress in the future. It does appear, however, that owner-occupancy in the Town of Janesville (and most of unincorporated Rock County) is likely to continue, while a more constant and diverse distribution of occupancy choices will continue to exist within the cities and villages.

The Housing Element now builds upon these forecasts by identifying existing and projected trends and characteristics of the housing stock, providing recommendations on how to foster a stable housing market, and illustrating how to provide for the development of new and innovative housing practices.

6.4 Housing Programs

This Chapter has shown that as the Town of Janesville's population continues to grow, age, and diversify, the need for a wide range of affordable and equitable housing options will persist, if not increase. A number of programs exist to provide the Town of Janesville and its residents with housing opportunities that may not otherwise be possible. Although the list of programs is not necessarily exhaustive, it provides many of the possible programs that are available to the Town when exploring a variety of housing options.

The County's Housing and Community Development Program, housed within the Planning and Development Agency, oversees and addresses housing issues in the Town. The Program administers the County's housing programs and loan portfolio to ensure the provision of quality and affordable housing for County residents. The Program's day-to-day operations include providing information, technical assistance, and developing planning documents, in addition to

administration of grant contracts providing housing rehabilitation and down payment assistance. Additionally, the Program oversees the County's Housing Authority, created in 2005 and tasked with aiding those individuals and/or families in the County with low to moderate income in the purchase or maintenance/rehabilitation of housing.

The Town of Janesville may, through the Housing & Community Development Division, utilize the Community Development Block Grant (CDBG) program, which allows the Town to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Over \$500,000 annually in CDBG funds is available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation, minor home repair, handicapped accessibility modifications, down-payment assistance for first-time homebuyers; and housing education, training, and counseling.

Other housing programs available to Town of Janesville residents include home mortgage and improvement loans from WHEDA and grants from the U.S. Department of Agriculture – Rural Development. The Home Investment Partnerships Program (HOME) funds down-payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Additionally, there are several state and federal housing programs in place to assist private and non-profit developers in providing (and rehabilitating) affordable, elderly, and assisted housing in the Town. Further information on these programs can be obtained by contacting WHEDA.

Some of the programs that can assist both individual homeowners and the Town of Janesville are listed below:

Affordable Housing Programs

- ***Home Investment Partnership Program (HOME):*** The HOME program is a federally funded and state-administered initiative focused on expanding home ownership opportunities to low- and moderate-income households. The HOME program funds down-payment and rehabilitation costs with loans at below-market interest rates, or provides repairs or accessibility improvements based on a non-competitive application for assistance. Applicants' eligibility is based upon earning below the median county income.
- ***Section 8 Voucher Program:*** This federal program provides rent assistance to eligible low-income households based on family size, income, and fair market rents. Typically, the tenant's share of the total rent payment does not exceed 30 percent of annual income under this program.
- ***Multi-family Mortgage Program:*** This state-administered program provides construction and/or permanent financing in the form of below-market interest loans to private non-profit groups and for-profit entities for the development of multi-family rental units.
- ***Easy Close Option Loan Program:*** This state-administered program provides purchase assistance to low-income households by securing necessary closing costs. Qualifying households must have a total income of less than \$35,000 annually and complete a non-competitive loan application.
- ***Affordable Housing Tax Credits:*** This federally funded, WHEDA-administered program provides tax credits to for-profit and non-profit developers of affordable rental housing, based upon a competitive application for aid.
- ***Lease-Purchase Down Payment Assistance:*** This state-funded and administered program provides down payment assistance to governmental or non-profit agencies that

acquire, rehabilitate, or construct affordable housing. The housing is initially leased to a low-income household with the intent that the property will be purchased by that household within three years. This program is offered to families at or below 80 percent of the county median income (adjusted for family size) that complete a non-competitive grant application.

- ***Property Tax Deferral Loan Program (PTDL):*** This state-funded and administered program provides loans that enable low- and moderate-income elderly homeowners to pay local general property taxes and special assessments on their homes so that they can afford to remain in them. To be eligible, applicants must be age 65 or older with a spouse at least 60 years of age, unless one of them is disabled.
- ***Housing Cost Reduction Initiative (HCRI):*** This state-administered program provides funding to local public and non-profit agencies to reduce housing costs for low- and moderate-income households. Funds are administered through a competitive application process and become available for emergency rental aid, down payment assistance, homeless prevention efforts, and related housing initiatives.
- ***Other WHEDA Programs:*** WHEDA administers a variety of programs designed to assist low- and moderate-income homeowners and renters. WHEDA programs also promote the availability and development of affordable and low-income multiple-family housing through various incentives and programs. Local government support is an essential component of such projects. The WHEDA (www.wheda.com) website contains information on the most up-to-date programs available.

Rehabilitation/Maintenance/Repair Programs

- ***Community Development Block Grant (CDBG):*** The CDBG program provides grants to county and local governments for housing rehabilitation programs that primarily benefit low- and moderate-income households. Using CDBG funds, communities may establish rehabilitation loans or grants to assist owner occupants with repairs. CDBG is locally administered by the county as well as within the cities of Janesville and Beloit.
- ***Lead Hazard Reduction Loan Program:*** This program is administered by the county outside the cities of Beloit and Janesville, as well as by Community Action, Inc., for the purpose of elimination identified lead hazards in low- to moderate-income households with children under the age of 6. The program can help with home purchase costs as well as rehabilitation and repair costs.
- ***Home Improvement Loan Program (HILP):*** This program is administered by the State of Wisconsin's Department of Veteran's Affairs, and provides loans to income-eligible Wisconsin veterans for rehabilitation and improvements to owner-occupied housing.
- ***Low Income Energy Assistance Program (LIEAP):*** This state-administered program provides payments to utility companies or to individuals upon billing to help pay for home heating costs. This program is funded by both the state and federal governments, and is only available to individuals below 150 percent of the federal poverty level.
- ***Weatherization Assistance:*** Through the State of Wisconsin Department of Administration-Division of Energy, this program provides federal funding through local weatherization operators for units occupied by low-income persons.
- ***Targeted Home Performance with Energy Star:*** This program assists consumers in incorporating energy efficiency improvements to their home. Low-income households are provided with grants for installed efficient energy measures as well as information and resources to help save on energy bills.

Special Needs & Other Programs

- ***Rock County Homeless Task Force:*** This is a consortium of representatives from governmental, private, and non-profit agencies in the county that provides assistance to the homeless and at-risk populations by preparing grant requests to the State of Wisconsin for emergency shelters and transitional housing. There are a number of providers of temporary, transitional, and emergency shelter in the county, mainly concentrated within the cities of Janesville and Beloit.
- ***Rural Development:*** This is a nonprofit agency active throughout Wisconsin whose mission is to enhance the ability of rural communities to develop, to grow, and to improve their quality of life by targeting financial and technical resources in areas of greatest need through activities of greatest potential. Among these activities are a number of programs targeted at the preservation and rehabilitation of rural homes and the procurement of housing for rural residents with low- or moderate-incomes.
- ***Community Action, Inc.:*** This is a private, non-profit community service and development agency. Community Action provides emergency shelter, down payment assistance, and home rehabilitation assistance, among other services aimed at assisting individuals in attaining self-sufficiency.
- ***Habitat for Humanity:*** Habitat for Humanity has been active in promoting home ownership to people of low- or moderate-income in Rock County. This unique organization asks able-bodied purchasers to help build their new home, and in return they receive low interest loans.
- ***Shelter for Disabled Persons:*** Housing options exist in Rock County, again mainly within the cities of Janesville and Beloit, for residents with physical disabilities. Such facilities range in what they offer, from family-style living to more independent-style living.
- ***Housing Opportunities for People With AIDS (HOPWA):*** This program is designed to provide resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of persons with HIV-AIDS and their families. HOPWA funds can be used to secure emergency housing, single-room occupancy, rental assistance, and community residence.

6.5 Issues and Opportunities for Housing

This Housing Element of the *Town of Janesville Comprehensive Plan* provides information relating to the different housing types that the Town might wish to encourage, as well as the tools that the Town can utilize to encourage a range of housing options for an increasingly diverse population. Additionally, this Element will examine the ability of the Town to regulate housing availability to control the number and location of new housing units in order to help preserve of agricultural and natural resources.

New Housing Development

The Land Use Chapter of this Plan contains a Map depicting those areas that the Town of Janesville has designated for mixed-use development. It is expected that the majority of development in those areas will be housing. It is recommended that the Town of Janesville only allow housing development that is associated with agriculture in areas designated as Agriculture.

Housing Affordability in the Near Future

The census data provided above reveal that a relatively low percentage of Town residents at the time of the 2000 Census, were overly “burdened” by housing costs when using the HUD prescribed 30 percent rule as a measuring stick. In the short time since that Census, a number of trends have emerged, which, along with the projections provided through various sources, indicate that housing affordability may become a more serious issue soon. It is very possible that the continual rise in the costs of homeownership might very well outpace and out-price many of the people living in or looking for homes in the Town. It is important to think of these data not only as they relate to persons who presently live in the town, but also as they relate to persons who may wish or need to move to the town from elsewhere. It is important for the Town of Janesville to continue to analyze the affordability of housing in the Town on an ongoing basis.

Cost of Development

The cost of providing basic services (such as police and fire protection) to rural subdivisions has been explored in various “Cost of Service” studies have indicated that it is usually not profitable for a rural community to allow subdivisions in areas detached from urban service.

Land Evaluation and Site Assessment (LESA)

LESA is a method of evaluating the suitability of land for development or preservation through a scoring system that analyzes soil quality and other site-specific features. This type of system is easily usable to help make land use decisions more consistent and objective. The Town of Janesville may consider the implementation of a LESA system to aide in future land use decisions.

Traditional Neighborhood Design

Traditional neighborhood design utilizes the grid road pattern and incorporates compatible development, ultimately producing higher-density, compact, mixed-use development. Traditional neighborhood design increases road connectivity and pedestrian transportation options and would be most suitable for the highest density type of residential development close to the urban fringe.

Conservation Subdivisions

Conservation design (often utilized in rural areas or the urban fringes) clusters housing development with smaller lot sizes and curvilinear and cul-de-sac road patterns, thereby developing less land. The conservation design pattern protects open-space lands, but limits pedestrian transportation options, road connectivity, and efficient traffic flow.

Fused Grid

The fused grid model combines the mixed-use and open-space land protection ideals of traditional neighborhood and conservation design, as well as their road patterns. The fused grid model is conducive to pedestrian transportation options, road connectivity, and efficient traffic flow, while concurrently protecting open-space lands.

Figure 6.14
Fused Grid Design



More Issues

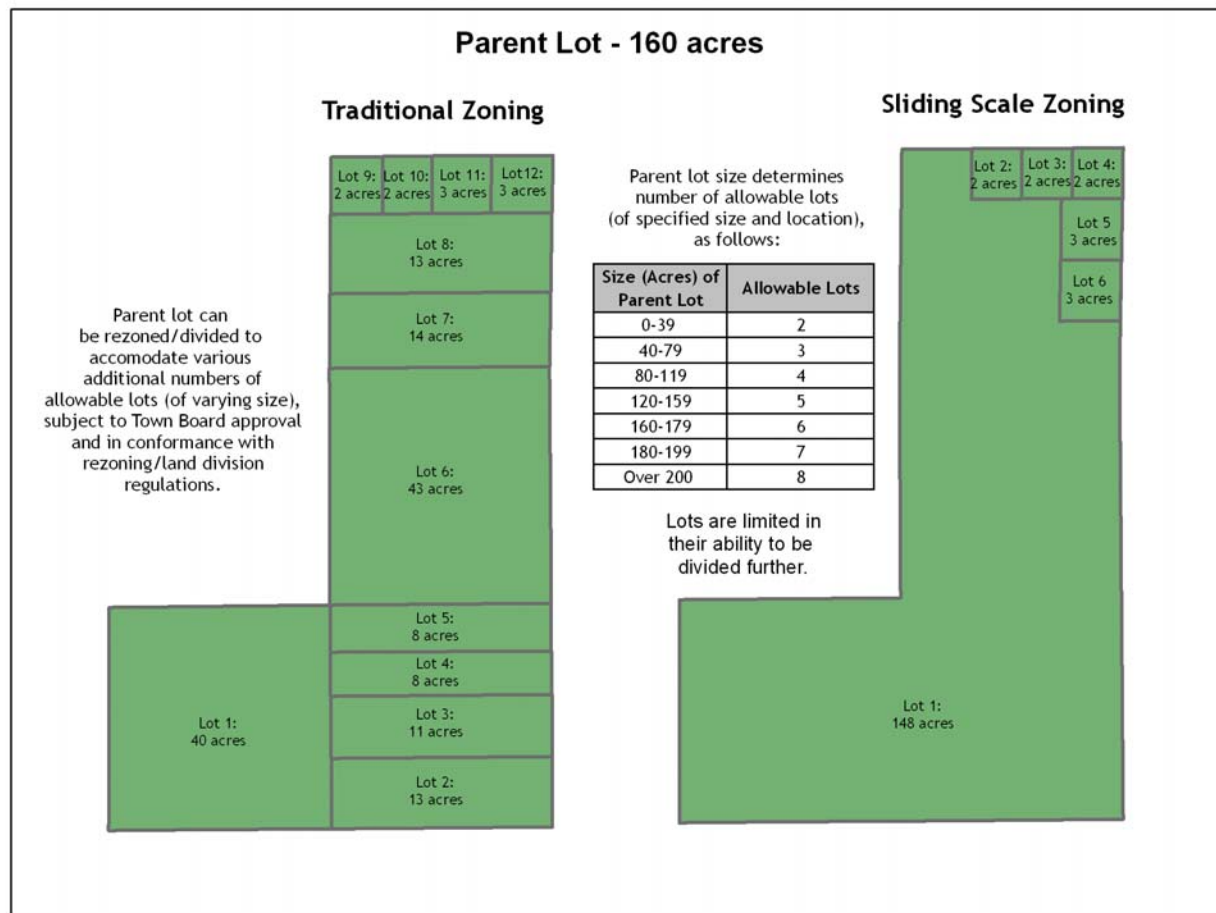
Trends and projections indicate the Town will experience growth in housing units and households. The location, type, quality, value, and cost of these additional housing units/households will aid in determining the Town's growth pace and pattern, and its quality of life.

- The Rock County Housing and Community Development Program provides various services vital in ensuring adequate housing for all Town residents. Maintaining and expanding existing programs and services, and developing new programs and services, is vital in ensuring continued adequate housing for all Town residents.
- The large majority of non-farm housing in the Town has historically been located in close proximity to the City of Janesville, however, trends in the new century have shown that there is pressure to develop rural subdivisions that are farther away from the urban center. While development pressure is likely to continue during the planning period, it is the desire of the Town of Janesville to limit residential development to those areas designated on the *Future Land Use Map* (see Map 5.5)

- The majority of non-farm housing in the Town is located in subdivisions with lots that are approximately 1-5 acres and located in relative isolation from other, compatible land uses. The Town should watch for emerging new techniques for group septic systems that can utilize smaller lot sizes in closer proximity to other housing and compatible uses. New development techniques may be considered in new housing development to aid in reducing environmental degradation and more efficiently and effectively provide service and manage the Town's resources.
- The City of Janesville has seen substantial growth in recent years, and subsequently, has annexed Town lands to accommodate additional housing. Infill development offers an alternative to annexation, allowing for City and Village growth and preservation of Town land. Infill development utilizes vacant land, or restores/rehabilitates existing infrastructure, in areas with existing public services. Infill development, consisting of housing and/or a variety of other compatible uses, often attracts significant public and private sector investment, and effectively reduces governmental service costs.
- One possible way to encourage infill development is to use a Transfer of Development Rights Program.
- Other State of Wisconsin Counties have formalized infill programs, relying on community development block grants as a source of funding, that have completed projects of varying scope in municipalities within their jurisdiction, effectively conserving agricultural lands, rehabilitating blighted areas, attracting investment, and decreasing governmental service costs.
- The Town's overall (homeowner and renter) vacancy rate is low, as stated by HUD. Near optimal vacancy rates need to be maintained in the Town to ensure both adequate choice for consumers. As the economic crisis continues, the Town may experience an increase in vacancy rates.
- Single-family units are the predominant housing structural type located in the Town. Increasing the amounts of other types of housing units will likely aid in ensuring the Town a diverse and dynamic population.
- About one quarter of the housing in the Town is 40 years old or more as of 2009. Subsequently, County housing programs and services offering maintenance and rehabilitation should be utilized.
- Housing affordability is a key concern to many Town residents. Although data indicates homeownership in the County and Town is relatively affordable in comparison to surrounding counties, trends indicate that owning and renting a home in the Town is becoming increasingly costly, in terms of income versus homeowner/renter costs. Additionally, increasing home prices in Dane County, and the recent mortgage crisis, are likely to increase barriers to owning a home in the Town. A sufficient supply of affordable housing and rental units need to be available in the Town to ensure a stable and robust housing market.
- Maintaining quality housing units of varying age, structure, value, cost, and location will ensure continued desirable housing sales numbers and stabilization of the Town's housing market.

- The Town has historically experienced a slow, steady rate of decline in persons per household. This trend is likely to continue in the future, with a projected 2.49 persons per household in the Town in 2035.
- Sliding-scale zoning can be applied to large agricultural parcels to allow for housing development and protect valuable agricultural lands. Sliding-scale zoning limits the number of times an agricultural parent parcel (a parcel existing at the time of zoning adoption) can be divided (split), based on the size of parcel. Sliding-scale zoning ordinances stipulate that the larger the agricultural parent parcel, the more splits it is entitled to. As an example, a 40-acre agricultural parcel may be allowed one split, with an additional split being allowed for every additional 40 acres. That is, an 80-acre parcel would be allowed two splits, a 160-acre parcel four splits and so on. Sliding-scale zoning ordinances stipulate the newly created parcels are to be of a certain size (often 1 to 5 acres) and in a specified location and configuration. The remainder of the parent agricultural parcel is then permanently restricted from further land division and can be placed in a conservation easement for permanent protection.

Figure 6.15
Sliding Scale
Zoning



6.6 Housing Goals, Objectives and Policies

The goals, objectives and policies stated in this Housing Element are a strong starting point for the improvement and sustainability of the distinct character of the Town's housing stock. They represent the actions that should take place in order to meet the recommendations presented throughout the Chapter.

These goals, objectives and policies may be used as rules or courses of action to be followed in order to assure Town of Janesville citizens that the *Plan* is being implemented. They may be used by Town decision-makers on a day-to-day basis. As examples, the Town may apply the intent of these goals, objectives and policies when:

- Considering proposals to rezone property, review site plans, or issue conditional use permits.
- Revising and/or creating housing-related ordinances and documents such as the zoning or subdivision ordinance.
- Communicating with the private sector so that the Town's expectations are known in terms of the location, timing, and quality of residential development.

Goal 1:

Provide for planned and orderly development and redevelopment of residential areas in such a way that farm/agricultural land is preserved, adverse environmental impacts are minimized and public services are efficiently provided.

Objective 1.1:

Implement strategies to maintain or redevelop existing housing and to allow new housing in appropriate locations that do not negatively impact agricultural land or operations.

Supporting Policies:

- 1.1.1 The Town of Janesville may consider directing new housing development (or subdivisions) to areas with substantial amounts of existing residential development and public services.
- 1.1.2 The Town of Janesville may encourage housing development in areas that are already zoned and/or subdivided for housing
- 1.1.3 The Town of Janesville may consider supporting a countywide or regional housing approach and help to provide and encourage new housing programs that will protect agricultural and environmentally significant land.
- 1.1.4 The Town of Janesville may consider developing and encouraging programs at the Town level that will discourage housing development on agricultural or environmentally significant land.
- 1.1.5 The Town of Janesville may allow housing development to occur at a controlled pace consistent with recent development trends, and at densities and types consistent with the Town's predominantly rural setting.
- 1.1.6 The Town of Janesville may consider smaller-lot residential development in areas that can be served with existing or future public utilities.
- 1.1.7 The Town of Janesville may consider the use of sliding scale zoning.
- 1.1.8 The Town of Janesville may consider developing clear criteria for rezoning of Exclusive Agriculture into other types of agricultural zoning or Residential zoning.
- 1.1.9 The Town of Janesville may consider developing zoning criteria that ensure the least amount of negative impact on agriculture and environmentally significant areas.
- 1.1.10 The Town of Janesville may consider enacting policies to guide the rate, density and type of development for consistency with previously established development and environmental goals.
- 1.1.11 The Town of Janesville may help to stabilize the physical condition of older housing structures by creating and enforcing property maintenance codes, developing funding

programs, and applying for grants that are geared toward housing rehabilitation and maintenance, and buffering residential areas from incompatible land uses.

Objective 1.2:

Enact policies and mechanisms that will uphold housing goals by providing for conscientious, consistent, efficient, cost effective housing development.

Supporting Policies:

- 1.2.1 The Town of Janesville may update the Zoning and Subdivision Ordinances, as appropriate.
- 1.2.2 The Town of Janesville may consider adopting or amending the Zoning, Subdivision or Land Division Ordinance ordinances in the following ways:
 - a. To specify allowable residential uses, densities, intensities, and ancillary uses allowed in the Town.
 - b. Provide for a variety of housing options within subdivisions.
 - c. Promote, where permitted, the principles of conservation neighborhood design in laying out new subdivisions with 5 or more lots.
 - d. Define residential design and building maintenance standards to ensure quality and energy-efficient housing.
 - e. Require the use of conservation or fused grid subdivisions in targeted residential areas that have significant natural or open space features.
 - f. Require subdividers and developers to phase the construction of new housing so that public infrastructure can keep pace with increased demand.
 - g. Require the submittal of a site plan showing the relationship of the proposed building(s) and lot(s) to applicable natural features prior to granting development approval.
- 1.2.3 The Town of Janesville may consider conducting a public facilities needs assessment(s) to determine the need for impact fees within a proposed new subdivision.
- 1.2.4 The Town of Janesville may consider investigating the use of, and requiring subdividers to pay an impact fee for improvements.
- 1.2.5 The Town of Janesville may encourage developers to provide a mix of lot sizes in larger developments
- 1.2.6 The Town of Janesville may encourage future residential developments and neighborhoods to be located within a well-defined road system that keeps non-local traffic from passing through local streets in residential developments.
- 1.2.7 The Town of Janesville may, in rural areas, direct the location of medium and high-density multi-family development to more urbanized areas, where adequate public facilities and services are available.

Objective 1.3:

Adhere to the spirit and intent of the Land Use Element, especially the Future Land Use Plan, Land Use Guidelines and the policies and intent of the Agricultural, Natural and Cultural Resources Element and when making housing decisions.

Supporting Policies:

- 1.3.1 The Town of Janesville may adhere to the *Future Land Use Map* for residential zoning and development decisions unless there is a compelling overall community reason to change the Land Use Plan and Map.
- 1.3.2 The Town of Janesville may guide new residential development into the Planned Mixed Use areas of the *Future Land Use Map* contained in this *Town of Janesville Comprehensive Plan-2035*.
- 1.3.3 The Town of Janesville may update the zoning ordinance to assure consistency with the *Town of Janesville Comprehensive Plan-2035*.
- 1.3.4 The Town of Janesville may plan for a sufficient supply of developable land for housing in areas designated for housing on the *Future Land Use Map* (Map 5.5).

- 1.3.5 The Town of Janesville may develop and implement strategies for new residential development to minimize consumption and/or fragmentation of farmland and reduce the potential for farm versus non-farm conflict.

Goal 2:

Meet the housing needs of existing and potential Town residents.

Objective 2.1:

Allow residential development (in areas designated on the *Future Land Use Map*) for the purpose of providing a variety of quality, healthy, affordable housing opportunities for all segments of the Town of Janesville's population; including farm workers, senior citizens, low-income, and disabled residents.

Supporting Policies:

- 2.1.1 The Town of Janesville may encourage infill development that provides additional housing opportunities.
- 2.1.2 The Town of Janesville may encourage re-investment into the existing housing stock in order to maintain property values and strong neighborhoods.
- 2.1.3 The Town of Janesville may promote cooperation among agencies, both public and private, that provides affordable housing.
- 2.1.4 The Town of Janesville may encourage the accommodation of existing residents, as their housing needs change.
- 2.1.5 The Town of Janesville may encourage the development of housing for an aging population, where appropriate.
- 2.1.6 The Town of Janesville may encourage, in appropriate locations in the Town, a variety of housing types.
- 2.1.7 The Town of Janesville may consider investigating the use of Community Development Block Grants (CDBG) and other programs to address the needs of low and moderate-income families and individuals.
- 2.1.8 The Town of Janesville may consider coordinating with Rock County in seeking Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing for all income and age levels.
- 2.1.9 The Town of Janesville may direct residents to information on area housing agencies and programs that address special needs.
- 2.1.10 The Town of Janesville may reassess housing needs and affordability after 2010 Census information becomes available.
- 2.1.11 The Town of Janesville may encourage the repair, improvement, and rehabilitation of existing housing.
- 2.1.12 The Town of Janesville may continue to monitor occupancy/vacancy rates of owner vs. renter housing to remain aware of what types of housing are needed in the town at any one point in time.
- 2.1.13 The Town of Janesville may encourage and support cooperation among agencies, both public and private, that provide affordable housing.
- 2.1.14 The Town of Janesville may consider a variety of options for senior housing, including condominium, zero-lot line duplex, smaller lot single-family and other available options including assisted living and nursing homes.

Objective 2.2:

Support the development of clear housing policy, well-planned new housing, and the maintenance of existing housing in the Town.

Supporting Policies:

- 2.2.1 The Town of Janesville may preserve, enhance and expand single-family housing in planned development areas.
- 2.2.2 The Town of Janesville may encourage a mix of residential densities and types in development areas.
- 2.2.3 The Town of Janesville may discourage high intensity residential uses within the Town and encourage them in areas with urban services.
- 2.2.4 The Town of Janesville may encourage cluster housing and **group sanitary sewer systems** (if available and when appropriate) and the inclusion on appropriate small-scale commercial uses that are compatible with rural housing development.
- 2.2.5 The Town of Janesville may innovative housing design and clustered housing on smaller lots shall be encouraged.
- 2.2.6 The Town Janesville may designate areas for residential development that will be reserved and protected for that use.
- 2.2.7 The Town of Janesville may consider requiring existing incompatible, non-residential uses to move from residential development areas.
- 2.2.8 The Town of Janesville may residential types and densities may be mixed in the same development.
- 2.2.9 The Town of Janesville may improve and maintain the existing and potential residential resources of the area.
- 2.2.10 The Town of Janesville may encourage housing rehabilitation instead of new housing construction.

Chapter 7 – Economic Development

7.1 Overview

Per State of Wisconsin Statute 66.1001, *Comprehensive Planning*, (2) (b), the Economic Development Element of a community's comprehensive plan is to provide:

"A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit."

Economic development is defined as the act of creating and/or retaining jobs in a community, increasing both the community's tax base and its resident's incomes, and ultimately maintaining and improving that community's quality of life.

Planning for economic development is vitally important in assuring a community remains vibrant. In simplest terms, economic development, in the form of a revenue stream, pays the bills for the community. Various studies have shown that commercial, industrial, and working land uses often generate more tax revenue for a community than they cost the community to provide services. An increased tax base ensures a community is able to provide vital, high-quality services to its residents. More importantly, economic development helps to ensure the viability of business, thereby creating jobs and providing for the overall welfare of citizens.

Town of Janesville residents desire quality goods, services, and jobs in close proximity to where they live, as provided by business, industry and working lands. The Town recognizes that factors such as location, existing and potential facilities, operating costs, climate, markets, work force characteristics, community resources, other compatible businesses and quality of life all contribute to the Town's ability to attract and retain and expand business.

In planning for the future, the Town of Janesville is essentially tasked with preserving its agricultural lands, while concurrently allowing for a limited amount of responsible, appropriate business/industrial growth and development. This Chapter addresses that task by looking at past and current economic conditions in the Town and doing thoughtful and comprehensive economic development planning that aims to ensure continued community vibrancy through 2035.

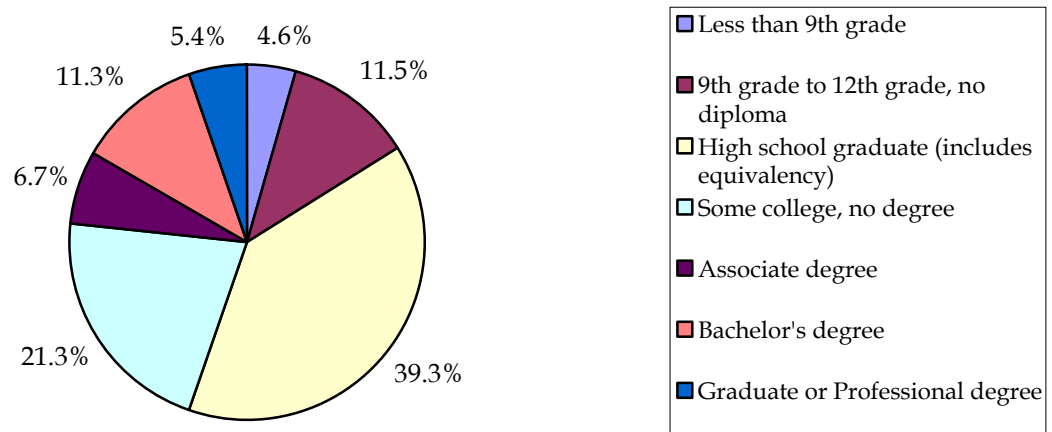
7.2 Existing Conditions and Trends

The Town of Janesville's existing economic development conditions and historic trends have implications for future planning and development. Inventory and analysis of these factors provides for a more accurate assessment of future needs. Addressed in this section are basic historical employment data including educational attainment, employment status, industries of employment, occupation of employed persons, commuting and income data, and current business and industry location.

Educational Attainment

Educational attainment is a useful tool in indicating workforce potential and the overall economic health of an area. Figure 7.1 displays Census year 2000 data for the highest level of education attained for citizens age twenty-five and over in the Town of Janesville. As the pie graph indicates, nearly one quarter of Town residents had attained the level of Associates Degree or higher, however, 16% did not graduate from high school.

Figure 7.1
Educational Attainment*
Town of Janesville: 2000



Source: U.S. Bureau of the Census, 2000.

*Figures represent percentage of population age 25 & over only.

Workforce

Perhaps the most accurate and effective way to gauge the economic health of a community is to analyze the characteristics of the area's workforce and labor opportunities. A community's work force provides the foundation for existing and potential economic development opportunities. For the purposes of this *Plan*, "workforce" is defined as those members of the Town's population aged 16 years or older who are employed or who are seeking employment.

This section addresses basic workforce data including employment status, industry and occupation of employed persons, commuting data, and income characteristics. This background information allows the Town to more accurately predict and plan for future economic issues.

Employment Status

Crucial to the understanding of economic health is determining the personality and scope of the people who work in an area. Figure 7.2 on the next page displays the employment status of the Town's population aged 16 years and older in 1980, 1990 and 2000. As of 2000, 1,850 of the Town's 3,022 working-age people considered themselves to be in the work force (including those who are employed and those who are unemployed). This represented an increase in the workforce of 41 percent since 1980. Also notable is the nearly 69% increase in the number of employed persons in the Town, which is influenced by the increase in the rate of employment from approximately 81% to over 96% among persons who considered themselves in the work force during the same time period.

Parenthetic numbers have been included to indicate percent of the workforce in addition to the percent of the population over age 16. Figure 7.2 indicates that in 2000, 1,785 (59.1%) of the Town's 3,022 working-age people (those age 16 and over) considered themselves to be in the workforce. This represented an increase of over 40 percent over the number of people in the workforce since 1980, but only a slight increase in the proportion of the total population (73.3%-72.8% =.5%). Of the 1,850-person workforce, 1,785 (96.5%) were *Employed*, and 65 persons (3.5%) were *Unemployed* in 2000. This indicates a significant improvement in unemployment from 1980 when 251 (19.2%) members of the workforce were unemployed, but much closer to the 1990 unemployment rate of 5.8%. Although data is not currently available, based on current economic conditions it is expected that there may be a dramatic increase in unemployment at the time of the 2010 Census.

Figure 7.2
Town of Janesville
Employment Status of Workforce and Population over Age 16: 1980-2000

Employment Status	Population Aged 16 Years and Older							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent*
Employed Workforce (% Civilian Workforce*)	1057	45.6% (80.8%)	1260	47.5% (94.2%)	1785	59.1% (96.5%)	+728	+68.8% (+15.7%)
Unemployed Workforce (% Civilian Workforce*)	251	10.8% (19.2%)	78	2.9% (5.8%)	65	2.2% (3.5%)	-186	-74.1% (-15.7%)
Total Civilian Workforce*	1308	(100.0)	1338	(100.0)	1850	(100.0)	+542	41.4%
Total Not in Workforce	1008	43.5%	1314	49.5%	1172	38.8%	+164	-16.3%
Total Population Over Age 16	2,316	100%	2,652	100%	3,022**	100%	+716	31.0%***

Source: U.S. Bureau of the Census, 1980, 1990, & 2000.

**Percentages are represented as the percent of the Civilian Workforce, not the total population over 16.*

***This number includes the institutional complex population.*

****This number represents the percent in crease in the number*

Significant changes in the national economy beginning in 2008 suggests that unemployment in the Town of Janesville, as well as in Rock County and across the nation, may be on the rise again. The closure of the General Motors assembly plant, as well as other supporting industries has put approximately 4,000 people out of work. It can only be assumed that this situation has affected some residents of the Town of Janesville. Updated unemployment information may be analyzed as new information becomes available.

Occupation and Industry

Categorization of a community's employed work force helps to identify opportunities for future economic development and diversification. Figure 7.3 displays the Town's employed workforce based upon occupation and industry for 1980, 1990, and 2000. Most notable in regard to these data is the increase in the proportion of the workforce employed in the occupational categories labeled "Service", "Sales and Office" and "Construction... etc." jobs, and the remarkable decline in farming and related occupations. It should be noted that the definition of "Management, Professional & Technical" occupations was expanded to include farmers running their own business, which accounts for some of the decline in the "Farming..." occupation category, but probably not all of it as evidenced by the fact that "Management, Professional & Technical" occupations did not show a parallel increase over the 20 years shown.

Also evident in the Industry portion of Figure 7.3 is the dramatic increase in workers in the “Transportation...” and the “Service” industries and the decline of workers employed in “Wholesale and Retail Trade” industries. Figure 7.3 indicates the “Service” industry (specifically the Education, Health and Social Services category, not shown) and the “Manufacturing” industry employed the largest segments of the Town’s employed work force 2000.

Figure 7.3
Occupation and Industry of Workforce
Town of Janesville: 1980-2000

Occupation	1980 No.	1980 Percent	1990 No.	1990 Percent	2000 No.	2000 Percent	1980-2000 Change	1980-2000 % Change in number
Management, Professional, & Technical	359	34.0%	401	31.8%	576	32.3%	217	+60.4%
Service	87	8.2%	121	9.6%	200	11.2%	113	+130.0%
Sales and Office	189	17.9%	294	23.3%	381	21.3%	192	+101.6%
Farming, Fishing, and Forestry	108	10.2%	27	2.1%	10	0.6%	-98	-90.7%
Construction, extraction, maintenance, production, transportation, and material moving	314	29.7%	417	33.1%	618	34.6%	304	+96.8%
Total Employed	1057	100.0%	1260	99.9%	1785	100.0%	728	+68.9%
Industry of Employed	1980 No.	1980 Percent	1990 No.	1990 Percent	2000 No.	2000 Percent	1980-2000 Change	1980-2000 % Change in number
Agriculture, Forestry, Fishing & Hunting, and Mining	108	10.2%	23	1.8%	28	1.6%	-80	-74.1%
Construction	49	4.6%	95	7.5%	102	5.7%	53	+108.2%
Manufacturing	292	27.6%	419	33.3%	525	29.4%	233	+79.8%
Transportation, Warehousing & Utilities (warehousing not in '80 and '90 figures)	35	3.3%	72	5.7%	157	8.8%	122	+369.7%
Wholesale & Retail Trade	237	22.4%	219	17.4%	215	12.0%	-22	-9.3%
Finance, Insurance, & Real Estate	73	7.0%	57	4.5%	73	4.1%	0	0%
Services	263	24.9%	375	30.0%	685	38.4%	+422	+160.5%
Total Employed	1057	100	1,260	100	1,785	100	728	+68.9%*

Source U.S. Bureau of the Census, 1980, 1990, & 2000

The commuting method of a community's workers has implications for local and regional land use. Figure 7.4 displays current and past trends in commuting method of the Town's employed work force, and mean commuting time.

Figure 7.4 indicates that the largest segment of the Town's employed work force (90.5%) utilized a *Car, Truck, or Van - Singularly Occupied* in all three Census years. Between 1970 and 2000, the percentage of those commuting to work in a singularly occupied vehicle rose by approximately 20%. Figure 7.4 also indicates those workers in the Town who commute by carpool experienced the largest percent decrease (-11.1%) between 1980 and 2000. According to the 2000 Census, the mean commuting time to work was 19.5 minutes. Commute time data for 1980 and 1990 is unavailable.

Figure 7.4
Commuting Method of Employed Work Force
1980, 1990, 2000

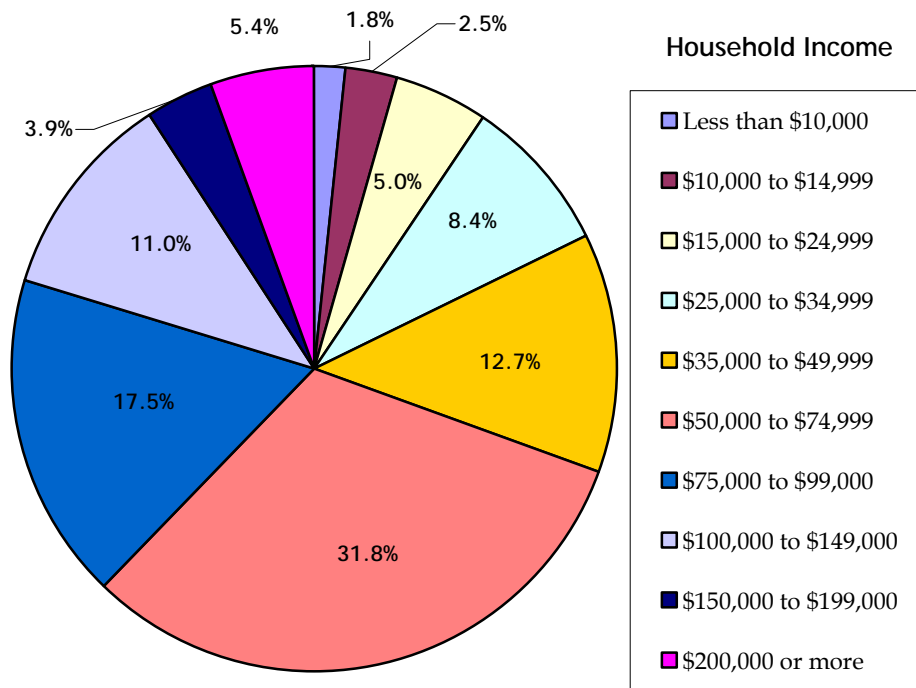
Commuting Method	Employed Work Force							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent of Total change
Car, Truck, or Van - Singularly Occupied	720	71.4	1,073	86.7	1,583	90.5	+863	+19.1
Car, Truck, or Van - Carpool	162	16.1	106	8.6	87	5.0	-75	-11.1
Public Transit (including Taxi)	0	0	0	0	5	.3	+5	+3
Walk or Work at Home	Walk=41 Work at Home=81	11.1	59	4.8	65	3.7	+6	-7.4
Other Means	5	.5	0	0	10	3.3	+10	+2.8
TOWN TOTAL	1,009	100	1,238	100	1,750	100.0	512	-
MEAN COMMUTING TIME (MINUTES)	n/a		n/a		19.5		n/a	n/a

Source: United States Bureau of the Census - 1980, 1990, and 2000

Income

The study of trends in personal income is often used as an indicator of an area's economic health. Figure 7.5 indicates the largest percentage (31.8%) of households in the Town earned \$50,000 to \$74,999 in 2000, however over one- quarter (17.7%) earned \$34,999 or less. It is likely, however, that the national economic downturn beginning in 2008 has significantly affected income.

Figure 7.5
Median Household Income: 1999



Source: United States Bureau of the Census – 2000

Figure 7.6 indicates the Town's median household income (\$68,567) in 1999 was among the highest compared to other neighboring communities as well as the County and the State in the years 1979, 1989 and 1999. This information carries with it implications about the buying power and potential economic viability of the Town, as well as the ability of Town residents to afford rising costs of living. Figure 7.6 *also* indicates the Town is in the upper range in both number (\$) and percent (%) increase in median household income, compared to other relevant communities from 1979 to 1999.

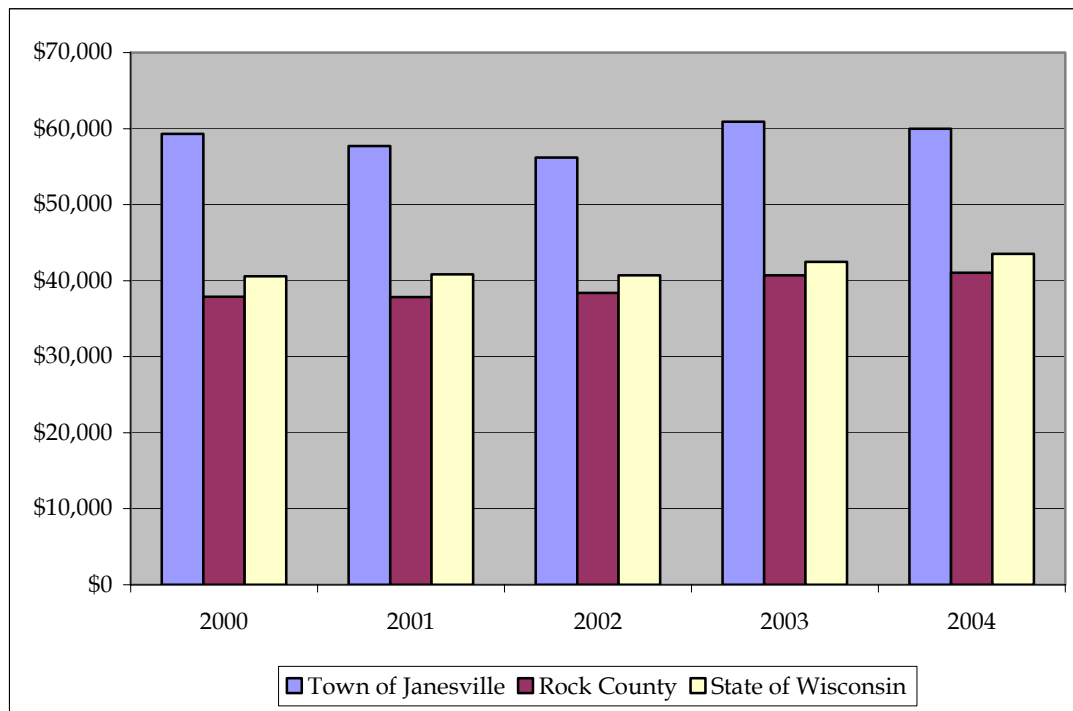
Figure 7.6
Median Household Income Location Comparison: 1979-1999

Community	1979	1989	1999	Change: 1979 - 1999	
				Number	Percent
Town of Fulton	\$20,648	\$33,900	\$56,691	\$36,043	174.6%
Town of Center	\$19,632	\$34,423	\$59,479	\$39,847	203.0%
Town of Harmony	\$25,665	\$44,957	\$73,173	\$47,508	194.9%
Town of Janesville	\$24,375	\$46,471	\$68,567	\$44,192	181.3%
Town of Milton	\$20,133	\$32,348	\$60,151	\$40,018	123.7%
Town of La Prairie	\$21,211	\$38,125	\$52,813	\$31,601	149.0%
Town of Johnstown	\$18,050	\$32,212	\$55,313	\$37,263	206.4%
Town of Porter	\$18,555	\$34,118	\$51,250	\$32,695	176.2%
City of Edgerton	\$18,057	\$24,528	\$44,540	\$26,483	146.7%
City of Janesville	\$19,783	\$31,583	\$45,961	\$26,178	132.3%
City of Milton	\$17,652	\$28,702	\$43,201	\$25,549	144.7%
Rock County	\$19,154	\$30,632	\$45,517	\$26,363	137.6%
State of Wisconsin	\$17,680	\$29,442	\$43,791	\$26,111	147.7%

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 7.7 below compares more recent data from the Wisconsin Department of Revenue showing short term income trends as expressed by the average adjusted gross income (AGI) of tax payers in the Town of Janesville, Rock County and Wisconsin for the years 2000 through 2004. The Town of Janesville's adjusted gross income (AGI) per tax return has historically been significantly higher than both the County and State. The most recent reported year lists the 2004 average AGI for the Town at \$59,983, a slight decrease of \$938 from the highest reported AGI in 2003 of \$60,921. Although Town of Janesville residents have typically had above average income, it is likely that the economic downturn beginning in 2008 is affecting incomes in the Town and across the nation.

Figure 7.7
Average Adjusted Gross Income Per Tax Return
Town of Janesville Compared to State and County
2000 - 2004



Source: State of Wisconsin Department of Revenue, *Municipal Per Return Income Report*, 2000 - 2004.

Existing Agribusinesses and Industries

The Town of Janesville's existing agri-business/industry reflects its rich agricultural tax base. Historically, the economy of the Town of Janesville, as well as Rock County has been firmly rooted in agriculture. The presence of basic agricultural production leads to the need for many supporting businesses. The dairy farm for instance, requires milk haulers, grain and feed haulers, suppliers, implement dealers and service providers which all help to expand the economic foundation of the Town. Map 7.1 on the next page displays the names and locations of all businesses located in the Town that had their own structure or location in 2008 (i.e.: in-home businesses are not included on this Map).

Brownfield Sites

Brownfields are abandoned, idle or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, age, and past use. They can be anything from a five hundred acre automobile assembly plant to a small, abandoned corner gas station.

Because these properties present public health, economic, environmental and social challenges to the rural and urban communities in which they are located, both federal, state and local governments have an interest in cleaning up and returning brownfields to productive use. In Wisconsin, there are an estimated 10,000 brownfields of which 1,500 are believed to be tax delinquent.

Map 7.2 on page 197 shows potential sites that may be appropriate for economic development because they have or once had contaminated soil and/or groundwater (as determined by the Wisconsin Department of Natural Resources). The Town may consider these sites for their redevelopment capability.

Brownfield Site Locations and Cleanup Status:

Graff Property (ongoing cleanup)
5416 County Highway A

Leyden Country Store (completed cleanup)
US Highway 14 and County Highway H

Twin State Engineering and Chemical Company (completed cleanup)
3631 Polzin Road

ThermoGas Company (completed cleanup)
3988 N. Polzin Road

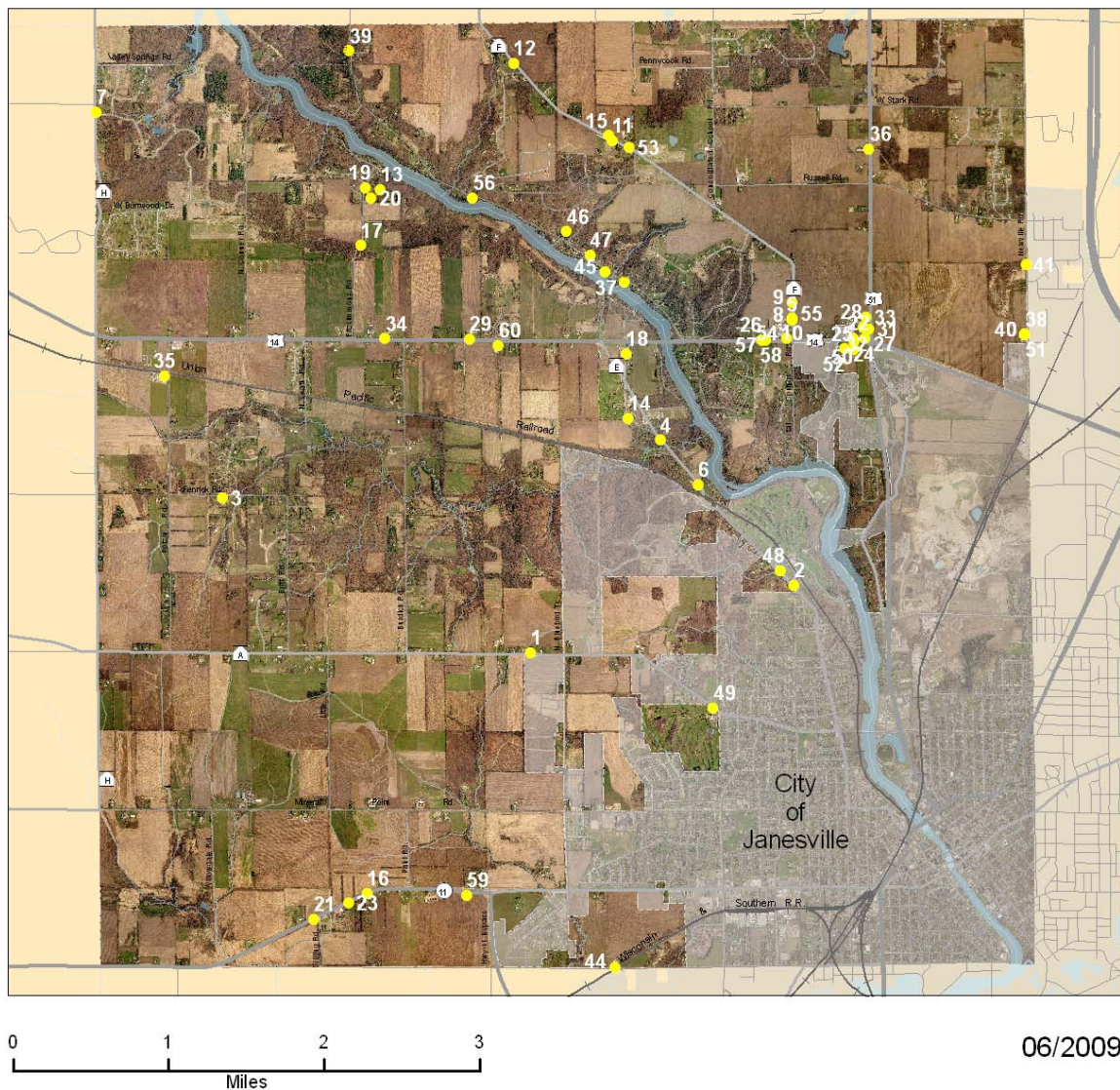
Helgeson Property (completed cleanup)
4021 County Highway F

Jacobus Quickflash (completed cleanup)
1604 US Highway 14

Pine Ridge Development Company (completed cleanup)
State Highway 14 (west of County Highway F)

Beloit Beverage Company
4023 Newville Road (completed cleanup)

Map 7.1
Existing Business and Industry with Structures: 2008



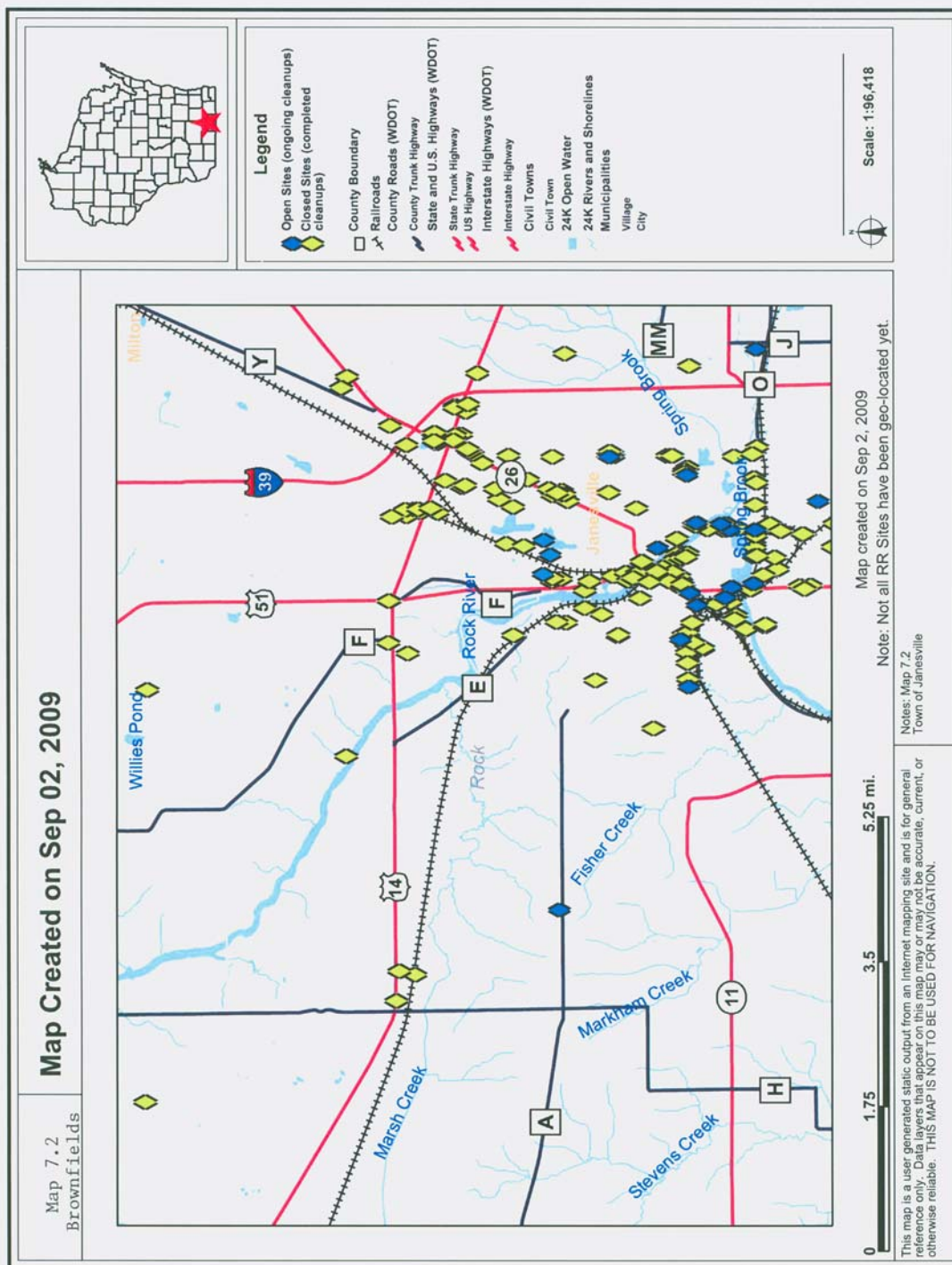
Businesses

- | | | | |
|---------------------------|---------------------------|---------------------------|---------------------------|
| 1 - QUINTS AUTO REPAIR | 15 - COUNTRY DOORS | 31 - TRI COUNTY DAIRY SUP | 48 - ELKS CLUB |
| 2 - WEDGES INN | 16 - UTZIG TANNENBAUM ACR | 32 - CONROY'S PET FEED | 49 - JV COUNTRY CLUB |
| 3 - COUNTRY ROADS KENNEL | 17 - JUNKYARD TOWING | 33 - SCHAUDER BUILDING IN | 50 - COUNTRY LAKES REALTY |
| 4 - 3 BS TAVERN | 18 - REDWOOD MOTEL | 34 - COUNTRYSIDE MOTEL | 51 - TJ MACHINING |
| 5 - HELGESON PARTS | 19 - DARLENES DC | 35 - LIQUID GROW FERT | 52 - AUSTIN OIL INC |
| 6 - SHADY NOOK TAVERN | 20 - GRAHAM APT | 36 - MOTEL 51 KITCHENETTE | 53 - NEHLS STORAGE |
| 7 - | 21 - HELGESONS HARPOS | 37 - MCCRAYS ORGAN REPAIR | 54 - MILLENNIUM MEATS |
| 8 - AMER SPORTSMAN TAXID | 22 - JV RV CTR | 38 - QUALITY FAB INC | 55 - A.C. CONTRACTING |
| 9 - SEWARD SELF STORAGE | 23 - HANOVER SOD FARM | 39 - CAMP INDIAN TRAILS | 56 - KIMBALL TREE SERVICE |
| 10 - J.S. AUTO | 24 - ALLTEC SERVICE CTR | 40 - FIRST SAFETY INC | 57 - SCHUH PLUMBING |
| 11 - BOAT CAR STORAGE | 25 - FARM CREDIT SERVICES | 41 - RC NEWVILLE PIT | 58 - PS AUTO GLASS |
| 12 - RANGER TREE SERVICE | 26 - LLOYDS PLUMBING HEAT | 44 - RC AG CENTER INC | 59 - ARNESON TRUCKING |
| 13 - RIVERWOOD CONDO | 27 - LIONS QUICK MART GAS | 45 - SUE LARSON SALON | 60 - T AND K HELGESEN |
| 14 - HACKBARTH HILLS GOLF | 28 - RACING COLLECTIBLES | 46 - ARCHIES SEAPLANE | |
| | 29 - RIVERVIEW PONY FARM | 47 - REDLINE PRODUCTS | |

- Streams and Rivers
 Rivers and Lakes
 Town Boundaries
 Cities and Villages
Roads
 Local Roads
 Interstate
 Highway
 County

Data Sources: Rock County Planning and Development Agency Rock County 911 Communications.

Map 7.2
Brownfields



Business and Employment Trends

Following tremendous job growth in the 1980s and 1990s the State of Wisconsin Department of Revenue-Division of Research and Policy reported in the 2004 Metropolitan Area Outlook that employment in the Janesville-Beloit Metropolitan Statistical Area (MSA), which includes the Town of Janesville, declined for the first five years of the decade. Much of this was due to the regional decline in manufacturing jobs, a trend that stabilized and actually reversed in 2004, but then sharply decreased in the MSA in 2008.

Janesville has historically had higher unemployment rates than the state. The unemployment rate rose from 4.1% in 2000 to 6.1% in 2002 and 6.2% in 2003. The unemployment rate then fell to a low of 5.1% in 2006, before creeping back up to 5.6% in 2007.

Total personal income growth in the Janesville MSA increased 3.0% in 2007. The closing of one of General Motors (GM), which also forced and will continue to force many of its suppliers and contractors to also shut down, will cause sharp drops in employment in the Janesville MSA. All total, over 4,000 workers have been laid off. These layoffs will weigh heavily on the region in future years. The unemployment rate in the Janesville MSA is the highest in the state, reaching 6.5% in 2008, and 8.2% (seasonally adjusted) in the fourth quarter.

Total non-farm employment is expected to decrease 5.5% in 2009, followed by no change in 2010 and weak growth of 0.6% in 2011. By sector, Manufacturing is being hit the hardest, with a 26.7% decline in employment in 2009 followed with an expected 8.3% decrease in 2010. Growth is likely to resume in 2011 in this sector. Trade, Transportation, and Utilities is also expected to experience declines, with employment expected to fall another 3.8% in 2009 and 2.9% in 2010. Like Manufacturing, growth is predicted to resume in 2011.

Despite these sharp declines, not all sectors face declining employment. Education and Health Services are expected to continue to see employment increases, with a 0.9% increase in 2009, 2.4% growth in 2010, and 1.8% growth in 2011.

The Janesville MSAs largest industry in 2008 was Trade, Transportation and Utilities, which equaled 23.6% of total nonfarm employment. Other large industries in the area include Manufacturing (18.2%), Education and Health Services (15.4%), and Government, including state and local education (12.7%).

Because of Janesville MSAs diverse economy, however, there are many other large employers in the area. One is Mercy Healthcare, which already employs over 1,000 workers. Additional large employers in the Janesville MSA include Lab Safety Supply, Staff On-Site, and Beloit Memorial Hospital. Unfortunately for the region, a proposed hospital by St. Mary's of Madison was recently postponed due to the tight credit market.

7.4 Future Business, Employment and Commercial Site Development

Business and Employment Forecasts

Because of the recent dramatic change in employment opportunities in Rock County and the lack of data on how this change has affected workers in the Town of Janesville, presentation of available future business and employment forecasts would be misleading. Additionally, there is no current available data for producing accurate projections for the Town of Janesville or the metropolitan area therefore, Town level employment projections have been omitted.

Future Site Development

The Town of Janesville has designated areas on its *Future Land Use Map* as “Planned Mixed Use” for the future development of small business and light industrial uses. It is impossible to pre-determine specific sites where these types of developments might be appropriate, thus the use of the “Planned Mixed Use” land use designation (see Map 5.5). Sites that the Town may want to encourage for future development, however, include those at already existing intersections or along major traffic corridors. The Town may consider attempting to provide needed small business services within walking distance of any newly developed residential areas.

Additionally, as already stated, the Town may wish to investigate the appropriateness of previously environmentally contaminated sites for commercial development. These sites often are unsuitable for other types of uses and are in need of redevelopment or rehabilitation, making commercial development a good choice.

7.5 Existing Programs

Following is a short inventory of County, state, federal and non-government resources available to the Town and/or individual businesses for economic development projects and programs. Check agency websites for additional information.

Rock County Economic Development Agency

Provides services to Rock County including business development, community/organizational capacity building, demographic analysis, intergovernmental affairs, marketing, planning, program/policy advocacy, and Real Estate and workforce development.

Rock County Development Alliance

A regional group that collectively addresses and finances various industry, marketing, research and workforce initiatives. A recognized vehicle utilized to leverage scarce resources and reduce duplicative services. www.rockcountyalliance.com

The Wisconsin Housing & Economic Development Authority (WHEDA) provides financing to investors and local governments to stimulate housing, small business and agribusiness development. Contact info: www.wheda.com, (608) 266-7884.

Rural Business Opportunity Grants CFDA: 10.773, Agency: RBS

Grant funds may be used to assist in the economic development of rural areas by providing technical assistance, training, and planning for agribusiness and economic development.

Farm Operating Loans CFDA: 10.406, Agency: FSA

These loans enable operators of not larger than family farms through the extension of credit and supervisory assistance, to make efficient use of their land, labor, and other resources, and to establish and maintain financially viable farming and ranching operations.

Interest Assistance Program CFDA: 10.437, Agency: FSA

This program provides a 4 per cent subsidy to farmers and ranchers, who do not qualify for standard commercial credit. Guaranteed loans are serviced by a lender who has entered into a Lenders Agreement with the agency.

Farm Ownership Loans CFDA: 10.407, Agency: FSA

This program assists eligible farmers, ranchers, and aquaculture operators, including farming cooperatives, corporations, partnerships, and joint operations to: Become owner-operators of not larger than family farms; make efficient use of the land, labor, and other resources; carry on sound and successful farming operations; and enable farm families to have a reasonable standard of living.

Agricultural Development and Diversification (ADD) Grant, Agency: DATCP

This program provides grants to fund demonstration projects, feasibility analysis, and applied research directed toward new or alternative products, technologies and practices that will stimulate agricultural development and diversification of economic activity within agriculture.

Buy Local Wisconsin Grant Program, Agency: DATCP

This program invites proposals for projects that are likely to stimulate Wisconsin's agricultural economy by increasing the purchasing of Wisconsin grown or produced food by local food buyers. Proposals will be accepted from individuals, groups, businesses and organizations involved in Wisconsin agriculture production, Wisconsin agriculture tourism, Wisconsin retail food establishments or Wisconsin food processing, distribution or warehousing.

Value Added Dairy Initiative, Agency: DATCP

This initiative is intended to help restore and reinvigorate Wisconsin's transitioning dairy sector. The initiative is federally funded, and matched by in-kind contributions of agencies and organizations within Wisconsin's dairy sector.

Grazing Grants, Agency: DATCP

As part of a comprehensive plan to reinvigorate dairy and livestock agriculture, the state is responding to a need for research, education and technical know-how for management intensive grazing (MIG).

7.6 Issues and Opportunities for Economic Development

- The Town of Janesville is a largely agriculture-based economy wishes to continue this tradition by allowing and encouraging farmers to maintain their agricultural land base with minimal disruption from urban land uses.
- Due to the lack of infrastructure available to support industry, the Town may wish to support the regional goal of directing industry to locations with full urban services.
- There is a minimum critical amount of contiguous acreage of open land required for efficient agricultural production as well as some degree of separation from urban influences. The Town may continue to preserve these productive agricultural lands by adhering to the Future Land Use Plan contained in Chapter 5 (Map 5.5).
- The Town currently has a diverse agricultural base. The Town may continue to explore methods to diversify its agricultural business/industry base and should encourage and promote agriculture related businesses that support the current farming industry.
- The opportunity to increase nature and/or agricultural tourism as well as niche farming exists for the Town of Janesville landowners. Businesses such as corn maze, farm tours and education, specialty cheese production and sales, roadside produce sales, and many other agriculture-related businesses are all income producing possibilities in the Town of Janesville.
- The Town of Janesville is primarily composed of agricultural land uses with rural residential land uses dispersed throughout the Town. Although the agricultural industry is by far the predominant land use in the Town, it is not the industry that employs the most workers who live in the Town. According to the 2000 Census, the Agriculture, Forestry, Fishing and Mining industries employ a low percentage (1.6% in 2000) of Town residents but comprise the greatest amount of land use. It is desirable to keep as much land as possible in agriculture, but to capitalize on the land that is no longer in agriculture or that is planned for other uses over the term of this Plan.
- The location of the Town has and will continue to contribute to the regional economy given its proximity to Interstate 90/39 and the City of Janesville. This provides the opportunity for appropriately sized and located region-oriented businesses to locate within the Town.
- Because of its proximity to the urban center and medium to high-density housing, the Town has the opportunity to promote new small, service industry businesses that support residential development in the areas designated as Planning Mixed Use on the *Future Land Use Map* (see Map 5.5).
- At the time of the 2000 Census, 96.5% of the Town's civilian work force was employed. The *Services* (38.4%) and *Manufacturing* (29.4%) industries were the two industries that employed the greatest number of residents at that time. Given regional trends, including the recent closing of the General Motors assembly plant in Rock County and other supporting manufacturing companies in the area, it is likely that the segment of the Town's employed work force in the *Manufacturing* industry will decrease, and that employment opportunities in other industry sectors will need to increase.
- Based on the above data, the shut down of the General Motors assembly plant is likely affecting the employment status of many Town of Janesville workers. There is likely to be a need for retraining and/or relocation of this now unemployed segment of the workforce. The Town does not have the ability to provide new jobs by attracting new large-employee based businesses or to retrain its workers, however the Town can and should support, in any way possible, any and all job creation efforts made by other local jurisdictions.

- The Town's population trends and projections have projected a steady population increase until 2035. Population trends and projections for neighboring communities such as the City of Janesville are also projecting growth. If the population does, in fact, increase despite the dramatic change in the national economy, it can be expected that the size and diversity of the Town's work force will continue to increase as well.
- The Town's median household income has historically been high compared to other relevant communities, as has its historical income increase. These trends indicate an affluent community; a contributing factor in attracting and retaining businesses.
- The vast majority of the Town's employed work force commutes utilizing a *Car, Truck, or Van - Singularly Occupied*. Being immediately adjacent to the City of Janesville, and its numerous employment opportunities this trend is likely to continue, and will have various implications for the location of new agri-business/industry in the Town. The Town will likely influence this trend through its future land use planning.
- The Rock County Economic Development Division provides various services vital in ensuring adequate agricultural economic development opportunities for the Town and its residents. The Town may wish to maintain and expand relationships with this service organization.

7.7 Economic Development Goal, Objectives, and Policies

Goal 1:

Support and encourage responsible economic development that sustains a stable tax base so as to provide vital, high-quality services to Town residents while supporting and promoting and maintaining agricultural activities in the Town.

Objective 1.1:

Encourage appropriately sized and located commercial or small industrial businesses in the Town of Janesville.

Supporting Policies:

- 1.1.1 The Town of Janesville may encourage economic growth in the Town by supporting small, independent businesses that can provide needed services in the Planned Mixed Use area on the *Future Land Use Map* (see Map 5.5).
- 1.1.2 The Town of Janesville may promote appropriate commercial or small industrial uses in appropriate non-agricultural locations.
- 1.1.3 The Town of Janesville may seek partnerships with the City of Janesville on infrastructure improvements (and other necessary improvements) for new development in areas agreed upon by both the Town of Janesville and the City of Janesville.
- 1.1.4 The Town of Janesville may consider creating specific economic development rules and guidelines for future inclusion in this *Comprehensive Plan*.

Goal 2:

Support and encourage new and existing farming operations and agriculture support businesses that enhance, sustain and preserve agricultural assets in the Town of Janesville.

Objective 2.1:

The Town of Janesville may actively aim to attract agricultural related businesses and industries to further enhance the Town's agricultural economic potential.

Supporting Policies:

- 2.1.1 The Town of Janesville may support and allow nature and agricultural tourism in the Town.
- 2.1.2 The Town of Janesville may encourage programs and marketing initiatives that support local agricultural products.
- 2.1.3 The Town of Janesville may encourage and support economic initiatives (such as PDR/PACE) that aim to protect economically productive areas, including farmlands and woodlands.
- 2.1.4 The Town of Janesville may continue preservation of agricultural areas through the enforcement of the Town Zoning Ordinance and the Future Land Use Plan (Map 5.5).

Objective 2.2:

Support and encourage commercial and industrial uses in the most appropriate locations.

Supporting Policies:

- 2.2.1 The Town of Janesville may support and encourage improvement of existing commercial and industrial uses within the Town.
- 2.2.2 The Town of Janesville may discourage new industrial uses within the Town.
- 2.2.3 The Town of Janesville may allow small neighborhood and agriculture related businesses where such uses are needed and appropriate within the Planned Mixed Use development areas.
- 2.2.4 The Town of Janesville may support the development of commercial and industrial businesses that encourage employment opportunities to be located in surrounding communities with full urban services.
- 2.2.5 The Town of Janesville may identify potential commercial development areas outside of the Town but accessible to Town residents.
- 2.2.6 The Town of Janesville may work with the City of Janesville and other communities, where possible to provide needed retail and commercial services that will serve Town residents but will be located in areas where urban services are available.
- 2.2.7 The Town of Janesville may support existing industrial development and encourage new industry and job centers in convenient locations outside of the Town.

Chapter 8: Intergovernmental Cooperation

8.1 Overview

State of Wisconsin Statute, Comprehensive Planning, 66.1001 (2) (g), states the Intergovernmental Cooperation Element of a community's comprehensive plan is intended to be:

"A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under [s. 66.0301](#), [66.0307](#) or [66.0309](#). The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts."

The primary goal of a governmental unit is to best serve the interests of its constituents in the most responsible, efficient, and economical manner. In the Town of Janesville, an array of overlapping governmental units provide various services to the Town. Efficiently acquiring these services requires a cooperative, constructive relationship between the Town and the other units of government. This can sometimes be difficult, as these governmental units will likely have disparate opinions and methods for how to most responsibly, efficiently, and economically serve the population. Furthermore, impediments to cooperative, constructive intergovernmental relations are often exacerbated when one governmental unit has complete control over the cost and type of services it provides to the residents of another governmental unit.

Thus, in the Town of Janesville compromise and communication between governmental units is vital to ensure constructive, cooperative intergovernmental relations, so as to ultimately achieve the goal of serving all Town residents in the most responsible, efficient, and economical manner.

8.2 Inventory of Possible Cooperative Entities

This section identifies these various governmental units that have some type of jurisdiction or effect on the Town of Janesville. Their governing structure, duties and powers, and long-term planning interests are included in most cases. Also included are some non-governmental entities that the Town can use or collaborate with to achieve the most efficient use of services and other Town interests.

General-Purpose Districts - Town, County, and City

General-purpose districts provide a wide array of vital services, including but not limited to, police and law enforcement, street repair and maintenance, and water management, to residents living within their borders. These districts, termed local government units, conform to municipal boundaries and include Towns, Counties, and Cities. General-purpose districts are organized, with powers and duties granted, per *State of Wisconsin Statutes, Chapters 59, 60, 62, and 66*. These *Statutes* designate Counties and Towns as unincorporated local government units, generally providing a narrower array of services to a predominately rural population, and Cities as incorporated government units, generally providing a broader array of services to a predominately urban population. The Town is served directly by two general-purpose districts (Town of Janesville and Rock County) and shares a border with, or is in close proximity to, several other general-purpose districts (three Towns and one City) in the State of Wisconsin. The Town may need or want to collaborate with some of these entities in the future over such issues as land use and service provision. Some agencies are listed to identify services or programs that the Town may want to take advantage of.

Town of Janesville

The Town is governed by a Town Board of five elected supervisors, one serving as Chair. The Town Board oversees the daily operations of Town services and sets the Town's long-term policies by creating, modifying, or repealing Town ordinances, approving the Town budget, and appointing a seven-member Planning and Zoning Committee. The Committee hears planning and development proposals, providing a recommendation regarding the proposal to the Town Board. The eastern boundary of the Town of Janesville borders the City of Janesville and a small portion of the Town of Harmony. The Town of Janesville has fixed boundaries, and its long-range planning interests include preservation of productive agricultural lands and responsible housing, commercial and industrial development in appropriate, designated locations.

Rock County

Rock County, comprised of 20 Towns, three Villages, and six Cities, is governed by a Board of Supervisors, consisting of 29 elected members representing the County's various geographical regions. The County Board of Supervisors, headed by a Chair, sets the County's long-term policies by creating, modifying, or repealing County ordinances, approving the County budget, and staffing various committees governing the County's services. The Board of Supervisors also appoints a County Administrator, responsible for overseeing the daily operations of County services. The Town is within Rock County. The County has fixed boundaries, and its long-range planning interests include preservation of productive agricultural lands and responsible housing, commercial, and light development in appropriate, designated locations.

Rock County Planning and Development Agency

The primary role of the Planning and Development Agency is to guide, coordinate and assist in the preparation of plans and recommendations for orderly development and improvement across time and governmental boundaries to best promote public health, safety, morals, order, convenience and prosperity for the general welfare of County residents. This includes strategic and comprehensive planning services, development review and land divisions enforcement, economic development, housing and community development, and engineering and geospatial support services.

Rock County Land Conservation

The County's Land Conservation office provides educational, technical and conservation planning assistance to landowners, land users and communities throughout Rock County. They have a staff of five, and are governed by a committee comprised of County Board Supervisors as well as one representative from the USDA-FSA.

Some of the programs Land Conservation is involved in include the Farmland Preservation Program, the Land and Water Resource Management Program, Conservation Reserve Enhancement Program (CREP), Animal Waste Management Program, Well Abandonment, and Wildlife Damage Claim Program. They also work with the Town of Beloit to acquire funds for the Gypsy Moth Program, and the organize a

yearly Clean Sweep, where Rock County residents can safely dispose of household and agricultural hazardous waste.

UW-Extension

Rock County UW Extension extends the knowledge and resources of the University of Wisconsin to the people where they live and work. Cooperative Extension offices develop practical educational programs tailored to local needs and based on university knowledge and research.

The program areas that the local extension office is involved in are 4-H Youth Development, Nutrition Education, Horticulture, Family Living and Agricultural. A popular program organized by the office is the Community Garden Program located adjacent to the sheriff's department off of Highway 14. This past season 140 plots were rented to local gardeners.

Town of Fulton

The Town of Fulton is governed by a Town Board, comprised of five elected supervisors, with one serving as Chair. The Town Board oversees the daily operations of Town services and sets the Town's long-term policies by creating, modifying, or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. The Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Town Board. The Town has fixed boundaries, and its long-range planning interests include preservation of productive agricultural lands and responsible housing development in appropriate, designated locations.

Town of Harmony

The Town of Harmony is governed by a Town Board, comprised of five elected supervisors, with one serving as Chair. The Town Board oversees the daily operations of Town services and sets the Town's long-term policies by creating, modifying, or repealing Town ordinances, approving the Town budget, and appointing a nine-member Planning Commission, as well as a number of committees, which Town Board members also sit upon. Plan Commissioners hear planning and development proposals, and provide recommendations regarding those proposals and applications to the Town Board. The Town also employs the following staff positions: Clerk, Treasurer, Assessor, Zoning Administrator and Building Inspector. The Town has fixed boundaries, and its long-range planning interests include preservation of productive agricultural lands and responsible housing development in appropriate, designated locations.

Town of Center

The Town of Center is governed by a Town Board, comprised of three elected supervisors, with one serving as Chair. The Town Board oversees the daily operations of Town services and sets the Town's long-term policies by creating, modifying, or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee with one alternate. The Committee is chaired by a Town Board member. The Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Town Board. The Town has fixed boundaries, and its long-range planning primarily focuses on agricultural preservation.

Town of Rock

The Town of Rock is governed by a Town Board, comprised of three elected supervisors, with one serving as Chair. The Town Board oversees the daily operations of Town and appointing a five-member Planning and Zoning Committee with one alternate. One elected person serves as the Clerk/Treasurer. The Town has fixed boundaries, and its long-range planning primarily focuses on agricultural preservation.

City of Janesville

This City is governed by a Council, comprised of seven elected members, with one serving as President. The Council sets the City's long-term policies by administering, creating, modifying, and/or repealing City ordinances, approving the City budget, and staffing various committees governing the City's services, as well as appointing citizen committees. The Council also appoints the City Manager, tasked

with overseeing the daily operations of City services. This City borders the *Town of Janesville* to the east. The City of has fluctuating, expanding boundaries, and its long-range planning interests, include responsible housing, commercial, and light industrial development in appropriate, designated locations. The City adopted a Comprehensive Plan in March of 2009, with assistance from Vandewalle and Associates

Special-Purpose Districts – School and Other

Special-purpose districts differ from general-purpose districts by providing a single, or a few, focused services, including but not limited to, public education, fire protection, sewer service, and water management, to residents living within their borders. These districts often cross general-purpose district boundaries, and are organized, with powers and duties granted, per *State of Wisconsin Statute, Chapter 60* and *120*. Special-Purpose districts that are effective in the Town of Janesville include the following:

Edgerton School District

Two elementary schools in the District: “Community Elementary” serving 782 students and “Yahara Valley Elementary” serving 121 students. This is also one Middle School and one High School for a total District enrollment of approximately 1,900 students. Only the northwestern most corner of the Town lies within this District, which mainly serves Town children from nearby rural subdivisions.

Evansville School District

This District has one elementary (grades K-2), one intermediate (grades 3-5), one middle (grades 6-8) and one high school. A portion of the western side of the Town is served by this District.

Janesville School District

This District serves over 10,400 students. It has 12 elementary schools, three middle schools, two high schools and five charter schools. A School Board of nine elected members governs the District with a Superintendent to oversee the District’s daily operations. This District covers the largest amount of Town land of the four school districts serving the Town.

Milton School District

This District serves over 3,300 students. It has four elementary schools, one intermediate school, one middle school and one high school. A School Board of seven elected members governs the District, with a Superintendent to oversee daily operations. A large northeastern corner of Town of Janesville is served by this District and the “Consolidated Elementary School” is located directly in the Town.

Janesville Area Metropolitan Planning Organization

The Janesville Area Metropolitan Planning Organization (JAMPO), comprising the Cities of Janesville and Milton, the Town of Janesville, and the Towns of Harmony, La Prairie and Rock, is tasked with regional transportation planning within these jurisdictions. The Federal government requires metropolitan planning organizations be organized for all urbanized areas with a population greater than 50,000. JAMPO consists of a 16-member Policy Board, comprising elected officials from JAMPO jurisdictions, a 23-member Technical Advisory Committee (TAC), consisting of planning and engineering staff from these same jurisdictions, in addition to *County*, State, Federal, and industry representatives, and a full-time staff person, housed in the City of Janesville’s Community Development Department.

City of Janesville Housing Authorities

The City of Janesville Community Development Authority (CDA) has the authority to plan and implement the community development programs, housing projects and redevelopment projects. The CDA reports to the City Council and consists of five citizen members and Council members.

Economic Development Corporations

The Rock County Economic Development Alliance is a cooperative effort by economic development professionals, to promote development efforts throughout the County. They aim to attract business and industry to the area. They maintain economic and demographic data and market available industrial properties in the County.

Additionally, the non-profit association called *Forward Janesville* works to ensure the continued health and prosperity of business and industry in the Janesville area and may include work in the Town of Janesville.

State Government

State governments wield all governmental powers reserved to them, per the United States Constitution. The State of Wisconsin's Constitution dictates the structure of the State government, delineating three branches, the Executive, Legislative and Judicial. The State's Constitution is carried out through various statutes, administrative codes, and legislative acts. Administration and enforcement of these statutes, codes, and acts is undertaken by State agencies. The Town is served by various State agencies. The following list identifies some of these agencies and the legislative districts pertaining to the Town:

Legislative Districts

The Town can be heard on matters that are decided by the State through communication with its State Senators and Representatives. There are 33 State Senators and the Town of Janesville is in State Senate district 15, which covers most of Rock County. There are 99 members of the State Assembly and district 43 covers the Town of Janesville. Many issues concerning the Town of Janesville are controlled through the State and awareness of and participation in these issues can be vitally important to the Town.

Department of Transportation (WisDOT)

This Department plans, promotes and financially supports statewide air, rail, water, bicycle, and pedestrian transportation systems. This Department is responsible for planning, building, and maintaining the network of state highways and the Interstate highway system in the State of Wisconsin, and also shares the costs of building and operating County and Local government transportation systems. WisDOT has a central office in the City of Madison. The Town is also in the Department's Southwest Region, with offices located in the City of LaCrosse and Madison.

Department of Natural Resources (WDNR)

This Department is dedicated to the responsible management of the State of Wisconsin's natural resources. This Department is responsible for implementing the laws of the State and the Federal government (where applicable) that protect and enhance the State's natural resources, as well as coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for citizens of, and visitors to, the State of Wisconsin. WDNR has a central office in the City of Madison. The Town is also in the Department's southcentral Region, with an office located in the City of Janesville.

Department of Agriculture, Trade and Consumer Protection (DATCP)

This Department is responsible for protecting water and soil, and animal and plant health, promoting the State of Wisconsin's agriculture at home and abroad. DATCP has a central office located in the City of Madison. The Town is also in the Department's Madison Region, with an office located in the City of Madison.

State of Wisconsin Housing and Economic Development Authority (WHEDA)

This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities, by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. The WHEDA office located in the City of Madison serves the Town.

Federal Government

The United States Government is organized on principles put forth in its Constitution. The United States Constitution delineates three branches of government, the Executive, Legislative, and Judicial, and reserves numerous rights for States. The Constitution is carried out through various laws, regulations, and legislative acts. Administration and enforcement of these laws, regulations, and acts is undertaken by Federal agencies. The Town is served by various Federal agencies and districts, the most common of which are identified below:

Congressional Districts

There are eight representatives and two Senators representing the Wisconsin to the United States government. The Town of Janesville lies within congressional district #2 (which covers the entire western portion of Rock County) to the United States House of Representatives and by Senatorial district #1.

United States Department of Agriculture (USDA)

This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing food borne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. A USDA field office located in the City of Janesville serves the Town.

United States Housing and Urban Development Agency (HUD)

This Agency is responsible for national policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. The Town is in HUD's Region 5, with an office located in the City of Milwaukee.

United States Environmental Protection Agency (EPA)

This Agency implements federal regulatory laws, through enforcement and by setting national standards that states enforce through their own regulations, to protect human health and the environment. Almost half of this agency's budget goes towards grants to state environmental programs, various non-profits organizations, and other entities. Additionally, this agency works with various partners, including state and local governments to conserve water and energy, minimize greenhouse gases, re-use solid waste. The Town is in EPA's Region 5, with an office located in the City of Chicago, Illinois.

8.3 Issues and Opportunities for Intergovernmental Cooperation

Potential Concerns and Conflicts

Potential conflicts among jurisdictions are not uncommon. Solutions should attempt to be agreed upon to address these issues, help achieve consensus and improve efficiencies. Some of the perceived current and potential conflicts for the Town of Janesville are reported below (not in any specific order):

- Conflict exists over the configuration and location of the proposed Highway 11 bypass that may run through the Town of Janesville.
- Conflict sometimes arises between the Town and Rock County over costs and timely service of snow plowing, road maintenance and road construction.
- A primary conflict situation for the Town of Janesville exists with the City of Janesville regarding extraterritorial jurisdiction and annexation. The Town of Janesville may wish to negotiate a Cooperative Boundary Agreement with the City of Janesville to help stave off land use disagreements.
- Conflict sometimes arises over the extension of sewer and/or water services to properties that are near the urban boundary. Forced annexation can become a sensitive source of conflict in this situation. A possible solution to this issue would be for landowners to pay special fees for unincorporated properties to be served with utilities while not being required to annex.
- Conflicts can potentially arise when a developer proposes to develop a piece of property that lies within an area that the Town would like to have remain in agriculture.
- Conflicts can arise when annexation causes the Town to not only lose agricultural land base, but also to lose the revenue that was produced by that land.
- Conflicts arise over the cost of providing fire, emergency service and police protection to the Town.

Sharing of Provisions

The Town of Janesville, like all local governments, has the task of providing essential services to taxpayers. Effectively providing those services, without increasing taxes or relying on ever dwindling federal and state aid, is becoming more of a challenge. For that reason, it makes sense to explore opportunities to share provisions, such as equipment and labor.

Shared Vision and Cooperation

Each government within Rock County has their own goals, their own agendas and issues to address. Unfortunately, there are times when they do not agree with one another, or they even allow themselves to be competitive with other jurisdictions in the region. However, with coordination and a shared regional vision, the area can pool resources and, particularly when it comes to economic development, work to compete against other regions when it comes to attracting industries, and creating jobs. It will be easier to achieve the goals set forth by the Town of Janesville, if cooperativeness and a unified regional vision can first be embraced.

Land Use Planning

The coordination of land use planning is perhaps the preeminent smart growth issue in Rock County. Each town has their own vision for the development of lands within their borders. However, neighboring municipal jurisdictions often have opposing plans for the areas within their extraterritorial jurisdiction areas. They sometimes annex properties, thus taking those properties off of the towns' tax rolls, making it more difficult for the towns to provide services to their residents.

Often in Rock County, the towns have a greater desire to protect agricultural land from development, and to maintain a rural character. These desires can be impeded by municipal aspirations for growth. In such cases, it is imperative that each jurisdiction come to the table, prepared to listen and to compromise.

Boundary Agreements

Some jurisdictions in the County have established Boundary Agreements, which focus on shared values, shared vision, compromise, and often an agreement for revenue sharing. As more land use clashes occur, between municipalities and towns, as well as between two municipalities that are growing into each other, the potential to offset future adversarial positions via boundary agreements should be applied when appropriate.

Park and Recreation Planning

Trails often need to cross numerous jurisdictions to be vast and interconnected enough to attract users, and the Town of Janesville may continue to cooperate with neighboring jurisdictions in this regard. Additionally, park and recreation facilities in the Town have the potential to provide more and improved offerings if facilities and maintenance are shared. The availability of parks, open space and trails is a key facet in the overall quality of life of Town of Janesville residents. Intergovernmental cooperation is necessary to best provide these amenities and there are many opportunities for improvement.

To provide a vast network of interconnected trails, such trails would ideally cross jurisdictional boundaries through municipalities and towns, and on into neighboring counties and/or states. Opportunities to extend and improve the trail networks available to Town residents may be explored in the future.

Park facility offerings could increase and be improved if joint school/municipal parks are established and if school district facilities are available for park district activities and events. The sharing of provisions could be applied specifically to park districts. For example, lawn maintenance equipment could be shared or in joint ownership, to save each district money.

Preservation Planning

Efforts to preserve and protect open space will best be achieved if a multitude of jurisdictions agree to make it a priority. It is crucial that what actually constitutes an open space, worth protecting, be agreed upon. For this reason, the Environmentally Significant Open Space Areas (ESOSAs) identified by the County should be revisited by the County, and perhaps redefined, and then considered for identification by the Town in the form of Town Environmentally Significant Areas so that there is little room to questioned what lands will be preserved.

8.4 Intergovernmental Cooperation Goals, Objectives and Policies

Goal 1:

Build and maintain consensus among adjoining governmental entities, to achieve cooperation and a unified vision.

Objective 1.1:

Continue open communication with adjoining communities, school districts, Rock County and state agencies.

Supporting Policies:

- 1.1.1 The Town of Janesville may participate in a Growth Management Coalition led by Rock County.
- 1.1.2 The Town of Janesville may work with adjacent jurisdictions to utilize comprehensive plans so that long-range decisions are well thought out and consistent.
- 1.1.3 The Town of Janesville may participate in an annual “summit” with adjoining municipalities to discuss comprehensive planning and any long-range developments that may affect the Town.
- 1.1.4 The Town of Janesville may, in order to reduce conflict, suggest holding periodic meetings between officials of adjacent communities to discuss common issues, potential problems, and to acquire an understanding of the position of the other municipalities.
- 1.1.5 The Town of Janesville may pursue the development of a boundary agreement with the City of Janesville to establish future expansion areas. An attempt should be made to coordinate this effort with neighboring jurisdictions.
- 1.1.6 The Town of Janesville may continue to work with Rock County to assure that the County understands the Town’s goals so they can partner together on Town planning and zoning issues.
- 1.1.7 The Town of Janesville may emphasize agricultural economic development with adjoining municipalities as a regional benefit.
- 1.1.8 The Town of Janesville may continue to work with county, state and federal agencies in providing sound transportation planning for the Town including consideration of multi-modal forms of transportation.
- 1.1.9 The Town of Janesville may continue to share meeting agendas and minutes with adjoining communities.
- 1.1.10 The Town of Janesville may participate in and encourage regional transportation, land use and economic development efforts.
- 1.1.11 The Town of Janesville may continue open communication with neighboring communities

Objective 1.2:

Create an atmosphere of cooperation among neighboring towns and cities and the County.

Supporting Policies:

- 1.2.1 The Town of Janesville may create avenues of communication between the Town of Janesville, neighboring communities and the City of Janesville.
- 1.2.2 The Town of Janesville may strive to increase its awareness of the procedures and policies driving annexation.
- 1.2.3 The Town of Janesville may create and maintain a relationship with decision makers in other governmental units.
- 1.2.4 The Town of Janesville may work together with other governments and decision makers to create mutually acceptable policies about land use, consumption and preservation of agriculture and natural resources.
- 1.2.5 The Town of Janesville may explore avenues of cooperation with the City of Janesville to avoid annexation of Town property and subsequent loss of tax revenue.
- 1.2.6 The Town of Janesville may utilize the Town of Janesville's unique advantage of location (access to major highways, proximity to the City of Janesville, easy regional access) to attract recreational and economic investment.

Goal 2:

Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Rock County.

Objective 2.1:

Encourage mutually beneficial methods to increase efficiencies, for cost savings so as to provide better services to taxpayers.

Supporting Policies:

- 2.1 The Town of Janesville may explore opportunities and benefits of potential contracting, service consolidation, and/or provision sharing between the Town and other jurisdictions.
- 2.2 The Town of Janesville may hold a joint meeting with adjoining municipalities to discuss efforts to avoid duplication of services and the potential for consolidation government services.
- 2.3 The Town of Janesville may encourage mutually beneficial methods to increase efficiencies, for cost savings and to provide services to taxpayers more efficiently.
- 2.4 The Town of Janesville may stay informed on activities of the School Districts to ensure the Town has the opportunity to be involved in decisions that affect town residents, such as building improvements, tax issues and transportation.
- 2.5 The Town of Janesville may maintain open communication and cooperation among area governmental entities, while improving efficiencies and cost savings by sharing services and provisions.

Chapter 9 – Implementation

9.1 Overview

State of Wisconsin Statute 66.1001 – Comprehensive Planning (2) (i) states the Implementation Element of a community's comprehensive plan is to be:

“A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in [pars. \(a\) to \(h\)](#). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.”

A plan must be implemented for it to have an effect. Simply stated, an unimplemented plan is an unused plan. Plan implementation can falter due to the plan's failure to clearly delineate a framework for implementation. Plan development can sometimes become the end of the planning process, rather than the beginning to achievement of goals and objectives through policy implementation. Planning for implementation is a key to ensure achievement of a community's goals and objectives.

Identification of policy tools and timelines, and the process for plan adoption, updates and amendments offers a path toward developing an implementation framework, ultimately ensuring full, timely, and efficient plan implementation. This Chapter lists policy tools in the form of government agencies/departments, plans, and programs, government regulations, and government and non-government partnerships that the Town of Janesville may use to implement the policies stated herein. The addition of a timeline delineating a specified time period in which a policy may be implemented provides a way to evaluate the progress of *Plan* implementation. *Plan* adoption provides a legal basis for implementation and *Plan* updates and amendments ensure the plan will continue to evolve and adapt to unforeseen issues and opportunities, new trends and concepts, and public and political sentiment.

This *Plan's* policy tools and timelines were developed utilizing the professional expertise of Agency staff, as well as input gathered from various stakeholders, including Town residents, elected and appointed officials, and other interested parties, per the Citizen Participation Plan. These tools and timelines were so identified as they provide the surest means to fully implement this *Plan's* policies in the most timely and efficient manner, ultimately assuring achievement of this *Plan's* goals and objectives.

9.2 Implementation Tools Inventory

The inventory below identifies and recommends “tools” in the form of organizations, mechanisms and procedures that the Town of Janesville may utilize toward achieving full, timely, and efficient implementation of this *Comprehensive Plan*. This inventory is not meant to be exhaustive list of tools, but to provide adequate choices for Plan implementation.

The tools are grouped into five categories, as follows:

1. Existing Government Agencies/Departments, Programs, and Plans
2. Potential Government Agencies/Departments, Programs, and Plans
3. Existing Government Regulations
4. Potential Government Regulations
5. Government and Non-Government Partnerships

All tools are codified indicating the tool’s category (as stated above), jurisdiction level (Town, County, Regional, State, or Federal), the applicable Agency/Department, Program, or Plan and, if relevant, the Agency/Department Division. As an example, the existing Parks Division of the County’s Public Works Department is codified as 1.2.C.b where 1.=Existing Government Agencies (general category), 2.=County, C. =Public Works Department, and b.=(Parks Division)

1. Existing Government Agencies/Departments, Programs, and Plans

1.1. Municipal -Town, Village, City

- 1.1.A *Local Comprehensive Plans*: Like this *Comprehensive Plan*, all local jurisdictions in Rock County (including cities, villages and towns) also have their own comprehensive plans that provide inventories and make recommendations on issues including agricultural and natural resources, transportation, housing, utilities and community facilities, economic development and intergovernmental cooperation and land use. Each local plan details policies for future growth.

1.2 County

- 1.2.A. *Planning, Economic, and Community Development Agency*: This Agency provides technical assistance and oversight on various planning and development activities in the County. The Agency is comprised of five service Divisions, including:
- a. *Strategic and Comprehensive Planning Division*: This Division formulates, or assists in the formulation, of plans, programs, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The *County’s Agricultural Preservation Plan - 2005 Update* and comprehensive plans for various County municipalities were developed by this Division.
 - b. *Development Review, Land Divisions, and Enforcement Division*: This Division administers and enforces plans, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County’s Zoning Ordinance (Chapter 32 – Municipal Code of the County of Rock) and Land Division Regulations (Chapter 15 – Municipal Code of the County of Rock) are both administered and enforced by this Division.
 - c. *Economic Development Division*: This Division provides consultative services to County municipalities, promoting activities and programs that position and prepare the municipalities for economic development opportunities. *The Rock County Economic*

Development Plan – 2020, to be completed by this Division in 2011, will provide a comprehensive framework in which to guide the County’s economic development, and this Division’s work plan, to the year 2020.

- d. *Housing and Community Development Division*: This Division administers the County’s housing programs and loan portfolio (Federal Community Development Block Grants) to ensure the provision of quality and affordable housing for County residents, including aiding those individuals and/or families in the County with low to moderate income in the purchase or maintenance/rehabilitation of housing.
 - e. *Administrative, Engineering, and Geospatial Support Services Division*: This Division provides various products and services vital to planning and development activities in the County, including transportation and municipal water quality service area development planning, Geographic Information System (GIS) mapping and data development, and administrative support.
- 1.2.B. *Land Conservation Department*: This Department works to conserve the County’s soil and wildlife habitat, ensure a quality water supply, and provide invasive species abatement and hazardous chemical collection. This Department achieves these ends by administering and enforcing the County’s Construction Site Erosion Control (Chapter 27 – Municipal Code of the County of Rock), Storm Water Management (Chapter 28 – Municipal Code of the County of Rock), Non-Metallic Mining Reclamation (Chapter 31 – Municipal Code of the County of Rock), and Animal Waste Management (Chapter 30 – Municipal Code of the County of Rock) Ordinances, various Federal and State regulations, and providing technical assistance, education, and outreach.
- 1.2.C. *Public Works Department*: This Department oversees the management of various services and infrastructure vital to County residents. This Department is comprised of three service Divisions, including:
- a. *Highways Division*: This Division maintains all Federal, State, and County highways, in addition to Town roads in which the Division is contracted, by performing routine (snow-plowing, grass cutting, etc.) and major (road repair and expansion, etc.) maintenance. This Division annually lists current and future County road and bridge projects.
 - b. *Parks Division*: This Division manages all County park properties, ensuring adequate and diverse outdoor recreational opportunities for County residents and visitors. This Division manages these properties according to the *County’s Parks, Outdoor Recreation, and Open Space (POROS) Plan - 2009-2014*.
 - c. *Airport Division*: This Division manages the Southern Wisconsin Regional Airport (JVL). This Division ensures the air transport needs of the area’s existing and potential businesses are met, vital in providing the opportunity for immediate and continued economic development opportunities in the County.
- 1.2.D. *Rock County 2009-2014 Parks, Outdoor Recreation and Open Space Plan (POROS)*: This Plan, updated in 2009, outlines policies to ensure the effective and efficient management of the County’s park properties and specified environmentally sensitive open space lands and natural features (referred to as Environmentally Significant Open Space Areas, see below). It also aims to ensure diverse outdoor recreational opportunities. The Rock County Bicycle and Pedestrian Plan, a component of the Plan, identifies existing and proposed off-road bicycle/pedestrian routes, lanes, and trails, and associated infrastructure in the County, providing existing and potential connections between communities and other social centers in a direct and safe manner.

- a. *Environmentally Significant Open Space Areas*: Rock County has analyzed and defined fourteen Environmentally Significant Open Space Areas (ESOSAs) in the POROS Plan. ESOSAs are natural features that can be protected through conservation easements. Some must be monitored according to State or Federal mandate, while others have been recognized by Rock County as requiring protection or identification. These areas, when protected from development, serve to aid against the depletion of wildlife habitat, clean air and water, and open space. It is likely that ESOSAs will be updated and added to the Land Division Regulations during the term of this *Plan*.
 - b. *Conservation Easements*: Conservation easements can be compulsory or voluntary. Compulsory conservation easements occur when a governmental unit designates (through approved policy and/or through code) land or environmental conditions that are not acceptable for building. The government entity may prevent these areas of concern from being built upon by placing a permanent conservation easement (deed restriction) on the portion of the land where those conditions exist. In Rock County some features of Environmentally Significant Open Space areas are protected through compulsory conservation easements.
- 1.2.E. *Agricultural Preservation Plan: 2005 Update*: This *Plan*, updated in 2005, aims to ensure preservation, and continued utilization, of productive agricultural lands in the County. A County Agricultural Preservation Plan, certified by the State of Wisconsin, is a requirement of the State's Farmland Preservation Program, offering tax credits to County agricultural landowners enrolled in the Program.
- 1.2.F. *Natural Hazard Mitigation Planning Manual and Plan*: This *Plan*, completed in 2004, outlines policies designed to protect the County's residents, critical facilities, infrastructure, private property, and environment in the event of a natural disaster, including but not limited to, floods, high winds, extreme winter weather events, and agricultural drought.
- 1.2.G. *Rock County Lands Records Modernization Plan (2009-2014)*: This *Plan*, due to be adopted in 2009, is designed to guide the process of land records modernization in the County, including development and maintenance of a fully functional Geographic Information System (GIS).
- 1.2.H. *Rock County Land and Water Resources Management Plan (LWRMP)*: The LWRMP (updated in 2009) serves as a long-term strategic conservation plan for the Rock County. The LWRMP, in coordination with this *Comprehensive Plan* discusses issues related to land use, physiography, soils, surface water (including wetlands) and groundwater, within the framework of watershed management. The LWRMP also includes discussion of other natural resource concerns including threatened and endangered species, forests and woodlands, invasive species, identification of priority farms for agricultural preservation efforts, and State and local regulations used to implement the *Plan*.
- 1.2.I. *208 Water Quality Plans*: The principal purpose of the 208 Water Quality Plans is to develop a long-range sanitary sewer service boundary for areas with large concentrations of population. In Rock County, the Cities of Janesville and Beloit and the Town of Beloit would fall into this classification. The urban sanitary sewer service area boundary identifies the geographic land area within which sanitary sewer service COULD be made available in a cost-effective and environmentally acceptable manner.

1.3. Regional

- 1.3.A. *Janesville Area Metropolitan Planning Organization (JAMPO)*: This Organization (JAMPO), comprising the Cities of Janesville and Milton, and portions of the Towns of Harmony, LaPrairie, Janesville, Rock and Milton, is tasked with regional transportation planning within these areas. JAMPO Plans include:
- a. *2005-2035 – Janesville Area Long Range Transportation Plan*: This Plan, adopted in 2006, identifies JAMPO's "existing transportation conditions and those areas where improvements are needed to adequately provide a cost-effective and efficient transportation system over the next 30 years."
 - b. *2007-2012 - Transportation Improvement Program – Janesville Planning Area*: This Plan, completed in 2006 and updated annually, is a staged six-year program of transportation improvement projects within JAMPO areas.
- 1.3.B. *State Line Area Transportation Study (SLATS)*: This Organization comprising the Cities of Beloit, Wisconsin, and South Beloit, Illinois, the Village of Rockton, Illinois, the Towns of Beloit and Turtle, Wisconsin, and Rockton Township, Illinois, is tasked with regional transportation planning within these areas. SLATS plans include:
- a. *South Central Wisconsin Commuter Study*: This Study, currently in development, aims to improve transit options from the Cities of Janesville/Beloit area to the Chicago, Illinois metropolitan area and Dane County, Wisconsin. Various elements of the Study have been completed or are currently underway, including a market analysis examining traffic flows to and from South Central Wisconsin. This Study will continue the market analysis, developing a Purpose and Needs Report, setting a framework for the Study's goals and objectives.

1.4. State

- 1.4.A. *Department of Natural Resources (WDNR)*: This Department is dedicated to the preservation, protection, effective management, and maintenance of the State of Wisconsin's natural resources. WDNR plans and programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Managed Forest Law (MFL) Program*: This Program is designed to encourage sustainable forestry on private lands by providing property tax incentives to forest landowners. Lands entered in this Program are required to have a written management plan, prepared by a certified plan writer or WDNR forester.
 - b. *Brownfield Remediation and Redevelopment Program*: This Program, and the State of Wisconsin's Department of Commerce Blight Elimination and Redevelopment Program, both have a wide range of financial and liability tools available to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
 - c. *Wisconsin State Trails Network Plan*: This Plan, completed in 2001, provides a long-term, big-picture vision for establishing a comprehensive state trail network. This Plan identifies existing and proposed trails and connections that would serve as the main corridors for a Statewide system, focusing on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors such as the Ice Age National and State Scenic Trail.

- d. *Land and Water Conservation Fund, Federal Recreation Trails, and Stewardship Local Assistance Grant Program:* These Programs, administered jointly by the National Parks Service and WDNR, offer up to 50% match grants to State and local governments to acquire land for State and local recreation areas, trails, urban green space, river and stream corridors, flowages and lakeshores, and develop and improve visitor amenities at State and local parks and recreation areas.
 - e. *State Natural Areas (SNA) Program:* This Program protects outstanding examples of the State's native landscape of natural communities, and significant geological formations and archeological sites. Areas are included in the Program by several methods, including land acquisition, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the Program by formal agreements between the WDNR and the landowner.
 - f. *Natural Heritage Inventory (NHI) Program:* This Program conducts field surveys for rare species and natural communities throughout the State that provide, or potentially provide, critical landscape functions, including movement corridors, undisturbed habitat, and ecosystem support. This Program initially inventories sites to determine their ecological significance. Some sites determined to be ecologically significant are designated as [State Natural Areas](#) while others are purchased by private land trusts or conserved through State and local government planning efforts.
- 1.4.B. *Department of Transportation (WisDOT):* This Department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities in the State of Wisconsin, including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT plans and programs relevant to the *Plan* include, but are not limited to, the following:
- a. *Translink 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century:* This Plan, completed in 1994, provides policies for State transportation planning, including automobile, rail, air, water, transit, bicycle, and pedestrian, through 2020. This Plan calls for the creation of a State grant program to aid local government transportation plan development, the provision of State funds to small communities to assist in providing transportation services to elderly and disabled persons, and development of a methodology to assess local/regional government transportation needs.
 - b. *Connections 2030 Plan:* This Plan, currently being developed as a successor to the *Translink 21 Plan*, is a multi-modal policy plan addressing long-range transportation issues, including highways, local roads, and air, water, rail, bicycle/pedestrian, and public transit options. This Plan's policies pertain to specific transportation corridors throughout the State, five of which incorporate portions of the County, including:
 - Alpine Valley Corridor – Janesville/Beloit to Milwaukee
 - Blackhawk Corridor – Madison to Chicago via Beloit
 - Rock River Corridor – Janesville/Beloit to Oshkosh
 - Southern Tier Corridor – Janesville/Beloit to Kenosha/Racine
 - Cheese Country – Dubuque to Rock County
 - c. *Wisconsin State Highway Plan 2020:* This Plan, completed in 1999, focuses on State-managed highways and bridges, developing policies for improvement over the next 20 years. This Plan identifies Interstate 90/39 as a "Corridors 2020 Backbone route,"

classifying it as a connector of major population and economic centers, providing economic links to national and international markets.

- d. *Rustic Roads Program*: This Program, created by the State of Wisconsin Legislature in 1973, aids citizens and local governments in preserving the State's scenic, lightly-traveled country roads. These roads allow for vehicular, bicycle, and pedestrian travel in a leisurely manner. Rustic roads have a scenic, aesthetic appeal, can be linked with off-road bicycling/pedestrian trails to create a regional trail network, stimulating economic development from homebuyers, tourists, and recreational users.
 - e. *Wisconsin Rail Issues and Opportunities Report*: This Plan, completed in 2004, inventories State rail infrastructure and identifies rail transportation issues and opportunities. This Plan is intended to direct the rail element of the *Connections 2030 Plan*.
 - f. *Wisconsin State Airport System Plan 2020*: This Plan, completed in 2000, inventories State airport facilities and identifies air transportation issues and opportunities.
 - g. *Wisconsin Bicycle Transportation Plan 2020*: This Plan, completed in 1998, aims to "establish bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin." A map identifying existing County bicycling conditions is a component of this Plan.
 - h. *Wisconsin Pedestrian Policy Plan 2020*: This Plan, completed in 2002, outlines State and local government measures to increase walking as a viable transportation mode, including promote pedestrian safety.
 - i. *Wisconsin Information System for Local Roads (WISLR)*: This Internet-accessible System aids local governments and WisDOT in managing local road data, ultimately improving decision-making and meeting State statute requirements. This System combines local road data with interactive mapping functionality, allowing users to produce maps and tables specifying the location of road-related data, identifying trends in road use and volume.
 - j. *Local Government Programs*: WisDOT provides a myriad of programs designed to aid local governments in maintaining and developing their transportation systems. The programs are grouped into five categories, and include Highways and Bridges, Public Transportation, Specialized Transit, Transportation Coordination, and Other Aid. Additionally, the Local Roads and Streets Council, an advisory body of local officials, is tasked with addressing the continuing impact of Federal and State policy changes on local government transportation.
- 1.4.C. *Department of Agriculture, Trade, and Consumer Protection (DATCP)*: This Department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State of Wisconsin's agriculture industry both domestically and internationally. DATCP programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Farmland Preservation Program*: The Wisconsin Farmland Preservation Act of 1977 created what is known as the Farmland Preservation Program. The Program consists of three components: land use planning, soil and water conservation and tax credit. Wisconsin residents who own at least 35 acres of farmland, meet farming income requirements, and have a County certified Land Conservation Plan (plus meet other criteria) are eligible to participate in the Program. The amount of tax credit varies, depending on the household income and the amount of real estate taxes on the farmland. The Farmland Preservation Program is expected to be changed and updated

significantly to be more effective as an agricultural preservation tool during the planning period

- b. *Grant/Loan/Technical Assistance Programs*: DATCP provides a myriad of programs designed to aid local governments and individuals in preserving agricultural lands and bolstering the State's agricultural industry.

1.4.D. *Wisconsin Housing and Economic Development Authority (WHEDA)*: This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities, by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. WHEDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: WHEDA provides a myriad of programs designed to aid local governments and individuals in maintaining existing, and developing new, housing.

1.4.E. *Department of Commerce*: This Department promotes safe and healthy communities by ensuring the State of Wisconsin is a viable place in which to live and do business. This Department strives to retain and create quality jobs in the State by providing development assistance in areas such as marketing, business and community finance, exporting, small business advocacy, and manufacturing assessments. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: This Department provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.

1.4.F. *Department of Workforce Development*: This Department is charged with building and strengthening the State of Wisconsin's workforce, by providing job services, including training and assistance to both employers, employees, and the unemployed. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: This Department provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding work force.

1.5. Federal

1.5.A. *Housing and Urban Development Agency (HUD)*: This Agency is responsible for policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. HUD programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: HUD provides a myriad of programs, including Community Development Block Grants (CDBG), designed to aid local governments in maintaining existing, and developing new, housing.

1.5.B. *Environmental Protection Agency (EPA)*: This Agency implements Federal regulatory laws, through enforcement and by setting national standards that States enforce through their own regulations, to protect human health and the environment. Almost half of this Agency's budget goes towards grants to State environmental programs, various non-profits organizations, and other entities. Additionally, this Agency works with various partners, including State and local governments, to

conserve water and energy, minimize greenhouse gases, and re-use solid waste. EPA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: EPA provides a myriad of programs designed to aid local governments in maintaining and improving environmental health.

1.5.C. *United States Fish and Wildlife Service (USFW)*: This Service conserves, protects, and enhances the Nation's fish and wildlife resources, by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. USFW programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USFW provides a myriad of programs designed to aid local governments in maintaining and improving fish and wildlife resources.

1.5.D. *United States Department of Agriculture (USDA)*: This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing food-born hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. USDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USDA provides a myriad of programs designed to aid local governments in maintaining and improving agricultural resources.
- b. *Natural Resource Conservation Service Programs (NRCS)*: NRCS's natural resources conservation programs help landowners to reduce soil erosion, enhance water supplies, improve water quality, increase wildlife habitat and reduce damages caused by floods and other natural disasters. Public benefits include enhanced natural resources that help sustain agricultural productivity and environmental quality while supporting continued economic development, recreation, and scenic beauty.
- c. *Farm and Ranch Land Protection Program (FRPP)*: The FRPP provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses. Working through existing programs, USDA partners with State, tribal or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners for the purpose of preservation.

1.5.E. *United States Department of Labor (DOL)*: This Department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes in employment, prices, and other national economic measurements. This Department administers a variety of Federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. DOL programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: DOL provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding work force.
- 1.5.F. *United States Economic Development Administration (EDA)*: This Administration works to promote innovation and competitiveness in the Nation's economic development, preparing it for growth and success in the worldwide economy. This Administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This Administration works in partnership with state and local governments, regional economic development districts, public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. EDA programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Grant/Loan/Technical Assistance Programs*: EDA provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.

2. Potential Government Agencies/Departments, Programs, and Plans

2.1 County

- 2.1.A. *Consulting Services Program*: This program provides planning and development resources and expertise to County municipalities that lack them, ensuring municipal planning and development activities benefit both municipal residents and the region as a whole. Services offered by the Program would include, but would not be limited to:
- Comprehensive Plan updates
 - Comprehensive, strategic, and site-planning
 - Educational workshops
 - Ordinance development and revision
 - Geographic Information System (GIS) mapping and database development
 - Boundary line agreement mediation and development
 - New program administration
 - Community and economic development
- 2.1.B. *Agency Annual Reports*: These reports, offering an inventory and analysis of a government agency/department at a regular interval, are vital in assuring that the agency/department stay vibrant, efficient, and productive. These reports inventory accomplishments, aiding in goal setting, identify staff/resource needs, and develop work plans and budgets for future years.
- 2.1.C. *Land Use Inventory Program*: This program provides accurate, accessible historical and current land use data, vitally important to a local government in providing a context for, and guiding, current and future day-to-day decision-making and policy development, ultimately ensuring consistent, efficient, and high-quality service to its customers. Specifically, this program provides clear, consistent, and easily reproducible land use data gathering, input, storage, and maintenance policies and guidelines to achieve the aforementioned ends.
- 2.1.D. *Land Evaluation and Site Assessment (LESA) Program*: This program categorizes land parcels, guiding land-use decisions, by evaluating suitability for specific uses, including agriculture, development, or recreational. This program utilizes a comprehensive, objective methodology to develop a LESA Score for all land parcels, evaluating suitability

for the aforementioned uses. A land parcel's LESA Score can then be utilized in land use decisions pertaining to that parcel.

- 2.1.E *Purchase of Agricultural Conservation Easements (PACE) or Purchase of Development Rights (PDR) Programs:* PACE is aimed at maintaining the economic viability of keeping land in agriculture, even in the face of development pressure. PACE programs facilitate the purchase of the right to develop farmland property (i.e.: purchase the value of putting a conservation easement on the property) that meets pre-established criteria for agricultural preservation. Through various efforts, including partnerships with other governmental and non-profit agencies, a landowner can voluntarily put a conservation easement on his or her land that permanently prohibits the right to develop the land in the future. The deed to the property reflects the inability to develop no matter who owns the land or how many times it is sold. This system lowers the value of the land for taxing purposes and also provides cash-in-hand to the landowner that can be used for re-investment into the farming operation.
- a. *Voluntary Conservation Easement:* This is a tool typically used as part of a Purchase of Agricultural Conservation Easement/Purchase of Development Rights or Transfer of Development Rights transaction (also see 2.1.F below). They are the same legal agreements as compulsory conservation easements, but are established when the right to develop a property is purchased from a private landowner by a qualified land trust, conservation organization or government agency for the purpose of limiting land to specific uses and thus protecting it from development. The development right value of a voluntary conservation easement is often purchased, but is frequently donated by conservation-minded landowners. Grantors can receive tax benefits as a result of donating easements that may apply to parts of or entire parcels of property.
- 2.1.F. *Transfer of Development Rights (TDR) Program:* This program, similar to PDR, separates a parcel of land from its development rights. Transferring development rights is based on the same principles as a PACE, but also provides a mechanism for cooperating units of government to designate "sending areas" (areas where preservation of farmland is desired) and "receiving areas" (areas where new development is desired). Those seeking to develop in a receiving area must first buy development rights from landowners in a sending area. Once a development right is purchased and transferred, the landowner in the sending area permanently gives up the ability to develop all or a portion of the property.
- 2.1.G. *Boundary Line Agreements:* These agreements, formulated between neighboring municipalities, delineate boundaries into which the municipalities can grow and develop, for a specified time period, usually 20 years. These agreements reduce land use conflicts while encouraging intergovernmental cooperation and appropriate, orderly, and responsible growth and development.
- 2.1.H. *Infill Development Program:* This program offers an alternative to annexation, allowing for City/Village growth and preservation of Town land. Infill development utilizes vacant land or restores/rehabilitates existing infrastructure in areas with existing public services. Infill development, consisting of housing and/or a variety of compatible uses, often attracts significant public and private sector investment, and often has the effect of reducing governmental service costs. Brownfield redevelopment can also be utilized to stimulate infill development. Brownfields, often located in Cities and Villages, are abandoned, idle, or underused commercial or industrial properties whose expansion or redevelopment is hindered by contamination. Various Federal and State programs offer funds to local governments to assist in the redevelopment of brownfields, often resulting in a mixture of higher-density residential, commercial, and public uses.

- 2.1.I. *Green Building Program:* This program promotes and encourages green building practices, formalized in Leadership in Energy and Environmental Design (LEED) principles. LEED principles guide new building construction (including housing, commercial, industrial, and institutional) and maintenance/rehabilitation in a manner that conserves energy usage and increases energy efficiency. These principles are increasingly utilized in new building construction and maintenance/rehabilitation, due to the environmental and socio-economic costs of traditional building energy usage.
- 2.1.J. *Regional Planning Body:* These entities provide basic information and planning services necessary to address planning issues that transcend the boundaries, technical expertise, and fiscal capabilities of local governmental units, including public works systems (highways, transit, sewerage, water supply, and park/open space facilities) and environmental issues (flooding, air and water pollution, natural resource conservation, and land use).
- 2.1.K. *Impact Fee Programs:* This program imposes a fee on new development, utilized to aid in paying for the cost of public services, including parks, schools, roads, sewer, water treatment, utilities, libraries, and public safety buildings. as required by the new development.
- 2.1.L. *Tax Incremental Financing (TIF) Programs:* This program utilizes future gains in tax revenue to pay for current development that will create those gains, within a designated geographic area (district).

3. Existing Government Regulations

3.1. Municipal – Town, Village, and City

- 3.1.A. *Zoning Ordinances:* These Ordinances identify zoning districts, stipulating allowable uses on lands in municipalities, including agricultural, residential, business/commercial, industrial, special and unique, and environmentally sensitive/open space area preservation.
- 3.1.B. *Subdivision Ordinances:* These Ordinances are applicable to land divisions, creating new parcels of land, and often require a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 3.1.C. *Extraterritorial Jurisdiction:* Each city and village in the State of Wisconsin has the right to review and approve land uses in areas adjacent to their borders. This is called extraterritorial jurisdiction. Cities with a population of 10,000 or more have the right to control land use within three miles of their borders. Cities and villages with less than 10,000 in population have the right to control land use within one and one half miles of their borders. Eleven cities and villages, within Rock County or in adjoining counties, retain this jurisdiction over land uses in Rock County towns.

3.2. County

- 3.2.A. *Zoning Ordinance (Chapter 32 – Municipal Code of the County of Rock):* This Ordinance regulates land use in specific areas of the County, including its shorelands, lowlands/wetlands, and County-owned property, including the Southern Wisconsin Regional Airport. The County's *Shoreland (SO) Overlay Zoning District (SO)* regulates the use or alteration of shorelands, those lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage, or within 300 feet of the ordinary high-water mark of any navigable river or stream.

- 3.2.B. *Land Division Ordinance (Chapter 15 – Municipal Code of the County of Rock)*: This Ordinance regulates any land division creating a parcel of land less than 15 acres in the County, requiring a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 3.2.C. *Storm Water Management Ordinance (Chapter 28 – Municipal Code of the County of Rock)*: This Ordinance manages stormwater in the County’s unincorporated areas by establishing long-term requirements to reduce post-construction storm water and associated pollutants. This ordinance requires a permit for any activity disturbing more than one acre of land.
- 3.2.D. *Non-Metallic Mining Reclamation Ordinance (Chapter 31 – Municipal Code of the County of Rock)*: This Ordinance regulates all active non-metallic mine sites in the County, requiring compliance with standards relating to re-grading, re-vegetating, and post-mining land use conversion.
- 3.2.E. *Construction Site Erosion Control Ordinance (Chapter 27 – Municipal Code of the County of Rock)*: This Ordinance manages erosion on construction sites in the County’s unincorporated areas by establishing requirements entailing best management practices to minimize the runoff of sediment and other pollutants, resulting from land disturbing activities, to waterways or adjacent properties.

3.3. State

- 3.3.A. *State of Wisconsin Department of Natural Resources (WDNR) Administrative Code Chapter NR 216 – Stormwater Discharge Permits*: This Rule regulates stormwater in the State of Wisconsin by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.
- 3.3.B. *State of Wisconsin Statute Chapter 295 and State of Wisconsin Administrative Code NR 135*: This Statute establishes the framework for Statewide regulation of non-metallic mining reclamation, with any site beginning operations after August 2001 required to have an approved reclamation plan and permit. This Statute delegates regulation of non-metallic mining reclamation to Counties (The *County* regulates non-metallic mining reclamation within its borders through administration/enforcement of the aforementioned Non-Metallic Mining Reclamation Ordinance (Chapter 31 – Municipal Code of the County of Rock)).

3.4. Federal

- 3.4.A. *Environmental Protection Agency (EPA) Stormwater Phase II – Final Rule*: This Rule regulates stormwater by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.

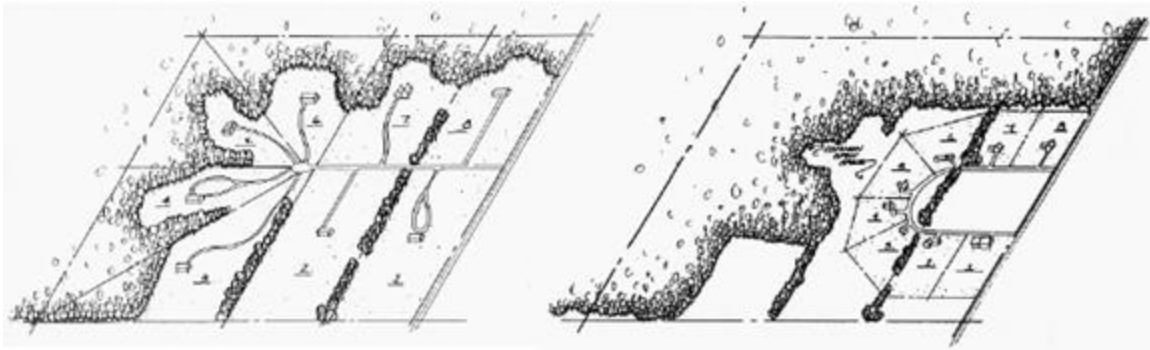
4. Potential Government Regulations

4.1. Town

4.1.A. *Subdivision - Design Standards:* Subdivision design standards, including traditional neighborhood, conservation, and fused grid, can be utilized to offer an alternative to low-intensity, land-extensive residential development. Traditional neighborhood design utilizes the grid road pattern and incorporates compatible development, ultimately producing higher-density, compact, mixed-use development. Traditional neighborhood design increases road connectivity and pedestrian transportation options. Conservation design, often utilized in rural areas or the urban fringes, clusters residential development, often on smaller lots and with curvilinear street patterns that are intended for “building around” existing natural resources and providing common open space. This type of design often has the added benefit of requiring less land for development. The fused grid model combines the mixed-use and open-space land protection ideals of traditional neighborhood and conservation design, as well as their road patterns. The fused grid model is conducive to pedestrian transportation options, road connectivity, and efficient traffic flow, while concurrently protecting open-space lands (see graphic on page 179).

- a. ***Cluster Development:*** The concept of cluster development (including “conservation subdivisions” to be discussed next) is one of the most important strategies (along with landscaping regulations) available to towns for the preservation of agriculture and natural resources. In a “cluster development” up to four dwellings can be allowed on the smallest allowable lots (in the Town of Janesville the minimum lot size for residential development is 40,000 square feet) with the additional requirement that they are clustered together in such a way as to avoid important agricultural and natural resources. The clustering of homes can direct development to areas more suitable for development and away from areas that are more environmentally sensitive, such as wetlands or woodlands and can provide for the preservation of archeological sites, scenic views and natural vegetation often found near surface water.
- b. *Conservation Subdivisions:* Conservation design (often utilized in rural areas or the urban fringes) clusters housing development with smaller lot sizes and curvilinear and cul-de-sac road patterns, thereby developing less land. The conservation design pattern protects open-space lands, but limits pedestrian transportation options, road connectivity, and efficient traffic flow. Conservation subdivisions are an excellent way to preserve agriculture, open space and natural resources in zoning districts where subdivisions (five or more lots created through land division) are permitted. The most appropriate way to regulate conservation subdivisions would be through a specific “Conservation Subdivision Ordinance”. By allowing for open space that is owned publicly or by a homeowners association, these natural amenities can be preserved for the community or neighborhood as a whole, instead of for a limited number of private homeowners. Requiring smaller lots and specifying building envelopes for dwellings that are clustered together on the portion of the land least likely to degrade or fragment existing resources, preserves larger contiguous tracts for agricultural use and natural resources. Finally, conservation subdivisions can help protect water quality for everyone through the maintenance of surface water buffers and better management of run-off (see Figure 9.1 next page).

Figure 9.1
Traditional Rural Design vs. Conservation Design



- c. **Traditional Neighborhood Design:** Traditional neighborhood design utilizes the grid road pattern and incorporates compatible development, ultimately producing higher-density, compact, mixed-use development. Traditional neighborhood design increases road connectivity and pedestrian transportation options and would be most suitable for the highest density type of residential development close to the urban fringe.
 - d. **Fused Grid:** The fused grid model combines the mixed-use and open-space land protection ideals of traditional neighborhood and conservation design, as well as their road patterns. The fused grid model is conducive to pedestrian transportation options, road connectivity, and efficient traffic flow, while concurrently protecting open-space lands.
- 4.1.B. **Zoning District – Sliding Scale:** These zoning districts can be applied to large agricultural lots to allow for housing development and protection of valuable agricultural lands. These districts limit the number of times an agricultural parent lot (a lot existing at the time of zoning district adoption) can be divided (split), based on the size of the lot. These districts stipulate the larger the agricultural parent lot, the more splits it is entitled. As an example, a 40-acre agricultural lot may be allowed two splits, with an additional split being allowed for each additional 40 acres. As such, an 80 acre lot would be allowed three splits, a 120 acre lot four splits, and so on. These zoning districts also stipulate the newly created lots (splits) are to be of a certain size (often 1 to 5 acres) and in a specified location and configuration. The remainder of the parent agricultural lot, and the newly created lots, are then restricted from further land division (see graphic on page 181).
- 4.1.C. **Zoning - Incentive, Performance, and Overlay:** Incentive, performance, and overlay zoning can be utilized to achieve various land use goals. Incentive zoning provides incentives to developers (higher densities, larger units, etc.) in exchange for community-wide amenities such as open space. Performance zoning regulates land use impacts rather than land use types, setting general outlines for the desired impact of land parcels and permitting various land uses as long as the general outlines are achieved. An overlay zoning district is one that is superimposed over another, broader zoning district.
- 4.1.D. **Eco-Municipality Resolution:** These resolutions state a local government unit's commitment to long-term socio-economic and ecological health and sustainability. The State of Wisconsin is a leader in the Eco-Municipality movement, with approximately 20 State communities having adopted eco-municipality resolutions. These resolutions often focus on implementing sustainability measures in the day-to-day operations of the local government, ranging from energy consumption to building construction practices.

- 4.1.E *Town Environmentally Significant Open Space Areas (TESAs)*: Towns may choose to adopt working into their zoning or subdivision ordinances that outline standards for environmental protection and criteria for development in areas with environmental concerns.

5. Government and Non-Government Partnerships

5.1. County

- 5.1.A *Rock County Historical Society*: This non-profit Organization offers programs and houses various materials vital in the telling and interpretation of the County's history.
- 5.1.B *Chamber of Commerce*: These non-profit Organizations are business fellowships designed to foster new business growth, support the business community, and promote and preserve local resources, to enhance an area's quality of life. These Organizations encourage and foster collaboration by supporting member networking and relationship building to promote business growth, providing information on issues vital to the area to existing residents and newcomers, promoting tourism, new business and cultural opportunities. The following County municipalities, the Cities of Janesville, Beloit, Milton, Edgerton, and Evansville, and the combined villages of Orfordville and Footville each have Chamber of Commerce serving the municipality and surrounding areas.
- 5.1.C *4-H*: This non-profit youth Organization is administered by the [Cooperative Extension System](#) of the [United States Department of Agriculture](#), providing opportunities for young people to gain leadership, citizenship, and life skills through experiential learning programs located throughout the County.
- 5.1.D *Rock County Economic Development Alliance*: This Alliance consists of local economic development professionals working to promote development efforts throughout the County. The Alliance works to address and finance various industry, marketing, research, and workforce initiatives.
- 5.1.E *Rock County Economic Development Division*: This Division, a component of the County's Planning, Economic, and Community Development Agency, offers various services, including business development, community/organization capacity building, demographic analysis, marketing, program/policy advocacy, and workforce development, in addition to providing consultative services to facilitate business expansion and/or relocation, and other entrepreneurial activity throughout the County.
- 5.1.F *Growth Management Coalition*: There is a growing need to collaborate on planning and growth issues. By forming a "Growth Management Coalition" of county and local planners, officials and other interested parties from local communities, there is an opportunity for open discussion, debate and consensus on important planning and growth decisions. In an effort to guide development, provide clear priorities for the location of growth, and find ways to best preserve agricultural and natural resources, a Coalition between local jurisdictions provides a forum where all parties and considerations for growth can be heard and understood, thereby aiding in reaching consensus on the best way to manage growth in the best interest of everyone.

5.2. State

- 5.2.A. *Land Trusts and Conservation Organizations*: These non-profit Organizations work to protect vegetation, wildlife, and land and water resources. Land trusts may own land or hold land protection agreements. The National Heritage Land Trust and The Prairie Enthusiasts, both operating out of Dane County, have a presence in the

County. Additionally, Gathering Waters Conservancy, located in Madison, is a clearing-house for State of Wisconsin land trusts, providing resources and training.

- 5.2.B. *State of Wisconsin Historical Society*: This non-profit Organization offers programs and houses various materials vital in the telling and interpretation of the County's history. The Society continually gathers data on sites and buildings of historical significance. The Society's Architectural Heritage Inventory (AHI) identifies buildings and structures of important architectural or vernacular style, while the Archeological Sites Inventory (ASI) identifies important landforms, burial sites, campgrounds, and various other significant man-made and natural features. The State of Wisconsin Historical Markers Program, administered by the Society's Historical Preservation Division, consists of more than 470 official State markers carrying approved historical inscriptions commemorating sites, individuals, buildings, or events of local, State, or national significance. Private individuals and local governments are eligible to submit an application for a location to be considered for a marker.

5.3 Federal

- 5.3.A *American Farmland Trust (AFT)*: AFT is committed to protecting the nation's best farm and ranch land and improving the economic viability of agriculture. This organization works with federal, state and local leaders and communities to develop legislation, implement policies and develop and execute programs that keep farmers on their land protect our environment.

9.3 Plan Adoption, Updates and Amendments

Plan adoption, in accordance with State of Wisconsin Statute 66.1001 – Comprehensive Planning (4) is the initial step toward *Plan* implementation. The adoption process includes enacting an ordinance of *Plan* adoption, supported by the majority vote of the County Board, requiring at least one public hearing at which the proposed ordinance is discussed.

Plan updates and amendments, also subject to State of Wisconsin Statute 66.1001 (4), ensure this *Plan* will continue to evolve and adapt to unforeseen planning issues and opportunities, new trends and concepts, and public and political sentiment. The Statute requires the *Plan* to be updated once in every 10-year period after adoption. The *Plan* amendment process includes enacting an ordinance of *Plan* amendment, supported by the majority vote of the Town Board, requiring at least one public hearing at which the proposed ordinance is discussed. Appendix I details the process for *Plan* adoption, updates, and amendments.

9.4 Compiled Goals, Objectives and Policies with Timeline

All goals, objectives and policies of this Plan have been developed to reflect the wishes and intent of the Town of Janesville and have been created with the input of Town officials, citizens and other interested parties (see a more complete description of goal, objective and policy development in the Preface, page v.) A flexible timeline for implementing the policies has also been developed to allow the Town to prioritize their actions and to act according to the needs of the community.

All goals, objectives and policies that have appeared throughout this *Plan* have been compiled into one chart (beginning with the Town Vision Statement shown below) showing the appropriate goal at the top of each page or section, objectives in the left hand column of the chart, policies in the middle column and the expected timeline for the completion of each policy in the right hand column. Each policy has been assigned one of two possible completion timelines as described below:

- Ongoing, 2010-2035

Implementation of policies with this designation is expected to be completed throughout the life of this *Plan*. Policies with this timeline designation will be reassessed after 2014 to determine if it is appropriate to assign a new timeline for completion.

- 2010 -2015

Implementation to be completed by December 31, 2014

As this *Plan* will be updated every five years beginning in 2014, a five-year timeline (2010-2015) has been developed for those policies that do not have an *Ongoing, 2010-2035* timeline. The Town of Janesville will prioritize implementation of those policies with a 2010-2015 timeline through formulation of a work plan, ensuring incremental and consistent implementation of these policies throughout the five-year period.

The Town has set a benchmark of implementation of 80% of those policies with a 2010-2015 timeline by December 31, 2014.

Again, it is important to note that all policy timelines presented herein are intended to serve as a guide, providing only an indication of the possible future date of policy implementation. These timelines cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, opportunities, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

Town of Janesville Vision Statement

The Town of Janesville will continue to be a rural, farming community dedicated to the values of preserving agriculture, green space, natural features and a slow, peaceful lifestyle. The Town will make preservation and development decisions that will support or enhance the rural character and agricultural identity of the Town. The Town will strive to maintain limited, slow growth by attracting and guiding new development to areas of existing development and/or low agricultural value. The Town will be committed to working with neighboring communities to find ways to avoid annexation in order to preserve the farmland and natural resources existing in the Town. The Town of Janesville will also pursue creative policies and mechanisms to make it possible for landowners to preserve agricultural land and the natural beauty and resources that give the Town its identity.

Issues and Opportunities

GOAL 1

Utilize the *Comprehensive Plan* to guide the decisions affecting the Town of Janesville and the greater region.

OBJECTIVE	POLICY	TIMELINE
1.1 Refer to the <i>Comprehensive Plan</i> when making policy and land use decisions.		
	1.1.1 The Town of Janesville may use the <i>Comprehensive Plan</i> as a tool to guide and implement local decision-making.	Ongoing, 2010-2035
	1.1.2 The Town of Janesville may use the <i>Comprehensive Plan</i> as a guide to identify and prioritize a list of ordinances that need to be created or modified.	Ongoing, 2010-2035
	1.1.3 The Town of Janesville may use the <i>Comprehensive Plan</i> as a tool to provide fair and equitable services and amenities to people of all ages, races, income levels and abilities.	Ongoing, 2010-2035
	1.1.4 The Town of Janesville may refer to the Issues and Opportunities section of each Chapter of this <i>Comprehensive Plan</i> for ideas and recommendations on various topics of concern.	Ongoing, 2010-2035

Issues and Opportunities		
GOAL 2		
Keep the Comprehensive Plan updated with the needs of the community.		
OBJECTIVE	POLICY	TIMELINE
2.1 Consider the changing needs of the Town with each update of the <i>Plan</i> .		
	2.1.1 The Town of Janesville may continually invite the public to comment on and make suggestions for the improvement of this <i>Comprehensive Plan</i> .	Ongoing, 2010-2035
	2.1.2 The Town of Janesville may invite the public to participate in every aspect of the <i>Comprehensive Plan</i> update.	Ongoing, 2010-2035 (as updates occur)
	2.1.3 The Town of Janesville may reassess the ability of the <i>Comprehensive Plan</i> goals, objectives and policies to accomplish the goals of the Town of Janesville	Ongoing, 2010-2035
	2.1.4 The Town of Janesville may investigate new programs and innovations that may help to support the goals of the Town of Janesville	Ongoing, 2010-2035
	2.1.5 The Town of Janesville may continue to monitor and provide an analysis of population growth and demographics and will consider changes in these factors as well as the needs and wants of the people of the Town of Janesville when updating the <i>Comprehensive Plan</i> .	Ongoing, 2010-2035
	2.1.6 The Town of Janesville may update the <i>Comprehensive Plan</i> within five years of adoption and within ten years of each succeeding update thereafter.	Ongoing, 2010-2035

Agricultural Resources

GOAL 1

Preserve, protect and responsibly manage all agricultural resources identified in this and other plans that pertain to the Town of Janesville.

OBJECTIVE	POLICY	TIMELINE
1.1 Develop Town of Janesville policies and mechanisms for effective preservation and management of agricultural land.		
	1.1.1 The Town of Janesville may encourage conservation and preservation of farmland through consistent, well thought-out development practices.	Ongoing, 2010-2035
	1.1.2 The Town of Janesville may accommodate limited, well-planned, coordinated growth that will not interfere with agriculture or environmentally significant areas.	Ongoing, 2010-2035
	1.1.3 The Town of Janesville may encourage voluntary preservation of agricultural land through involvement in the Agricultural Preservation Program.	Ongoing, 2010-2035
	1.1.4 The Town of Janesville may create development policy that will establish clear, concise rules about how development (especially residential) will occur.	2010-2015
	1.1.5 The Town of Janesville may create development policy that identifies suitable areas for development based upon, for instance, soil quality, productivity, presence of natural features, proximity to urban services and other appropriate objective measures.	2010-2015
	1.1.6 The Town of Janesville may consider developing a Land Evaluation and Site Assessment program to evaluate those features in Policy 1.1.5 and/or other features.	2010-2015
	1.1.7 The Town of Janesville may consider researching, analyzing and marketing new and innovative ways to preserve farmland, not only for landowners and people within the Town, but for the well being of all residents of the region.	Ongoing, 2010-2035
	1.1.8 The Town of Janesville may analyze and consider the effects of development on all agricultural resources present at the development site and any off-site areas that might be affected by that development.	Ongoing, 2010-2035
	1.1.9 The Town of Janesville may be knowledgeable about, and carefully consider all possible alternatives to development of agricultural land.	Ongoing, 2010-2035
	1.1.10 The Town of Janesville may create a Subdivision or Conservation Subdivision Ordinance and/or a Cluster Development Ordinance with clear criteria for development that requires maximum protection of agricultural, natural and open space resources.	2010-2015
	1.1.11 The Town of Janesville may support and make decisions that are consistent with the Rock County Land Division Ordinance.	Ongoing, 2010-2035

Agricultural Resources

GOAL 1

Preserve, protect and responsibly manage all agricultural resources identified in this and other plans that pertain to the Town of Janesville.

OBJECTIVE	POLICY	TIMELINE
	<p>1.1.12 The Town of Janesville may amend the Zoning or Subdivision Ordinance to establish clear, defensible standards for the division and rezoning of land in areas designated for agricultural use on the <i>Future Land Use Map</i> (see Map 5.5).</p> <ul style="list-style-type: none"> a. Maintain the 35-acre minimum lot size for agricultural uses. b. Maintain A-2 and A-3 zoning c. Raise minimum lot sizes d. Require review of all land divisions of 15 acres or less. e. Establish maximum residential densities in all agricultural districts. f. Lower maximum lot sizes for residential districts. g. Lower the maximum allowable lot size for residential uses on separated lots in exclusive and general agricultural zoning districts. h. Require proposed housing to be clustered in such a way as to conserve agriculture and natural resources. i. Slow the rate of development within the Town by enacting policy on maximum number of building permits allowable per year. j. Reduce farmland fragmentation with driveway regulations. 	2010-2015
	1.1.13 The Town of Janesville may use Planned Unit Development (PUD) overlay zoning for residential subdivisions in order to implement agricultural land preservation goals, where deemed appropriate.	Ongoing, 2010-2035
	1.1.14 The Town of Janesville may consider reviewing and revising the Sign Ordinance as needed to preserve the “rural character” of the landscape.	2010-2015
	1.1.15 The Town of Janesville may consider adopting and implementing a Landscape Ordinance .	2010-2015
	1.1.16 The Town of Janesville may consider adopting a Telecommunications Towers and Antennas Ordinance as needed to preserve the “rural character” of the landscape.	2010-2015
	1.1.17 The Town of Janesville may adhere to the goals, objectives and policies of the Rock County Agricultural Preservation Plan 2005 Update dated December 15, 2005 (see Appendix E) except where Town goals are more restrictive.	Ongoing, 2010-2035
1.2 Whenever feasible, communicate and plan with neighboring communities to the greatest extent possible to ensure the protection of the Town’s agricultural resources through cooperative efforts.		

Agricultural Resources

GOAL 1

Preserve, protect and responsibly manage all agricultural resources identified in this and other plans that pertain to the Town of Janesville.

OBJECTIVE	POLICY	TIMELINE
	1.2.1 The Town of Janesville may meet with neighboring cities and towns to discuss the viability of regional preservation programs such as Purchase of Development Rights and/or Transfer of Development Rights programs, groundwater protection criteria and areas, etc.	Ongoing, 2010-2035
	1.2.2 The Town of Janesville may participate with Rock County to hold education workshops and to aide in the distribution of written material for farmers, developers, landowners and the general public on options and alternatives to development (including, but not limited to PDR/TDR).	2010-2015
	1.2.3 The Town of Janesville may attempt to make decisions that are consistent with the Rock County Land Divisions Ordinance.	Ongoing, 2010-2035

Agricultural Resources

GOAL 2

Maintain agriculture as an important economic activity and open space resource in the Town of Janesville.

OBJECTIVE	POLICY	TIMELINE
2.1 Encourage innovative and value-added farming practices.		
	2.1.1 The Town of Janesville may provide information on innovative farming ideas or direct interested individuals to helpful organizations and resources.	Ongoing, 2010-2035
	2.1.2 The Town of Janesville may direct farmers to information regarding assistance programs, conservation practices, niche farming, organic farming, alternatives to development, etc.	Ongoing, 2010-2035
	2.1.3 The Town of Janesville may consider investigating the need, desire and acceptable location for a community farmer's market (i.e. Town Hall Saturday mornings).	2010-2015
	2.1.4 The Town of Janesville may consider developing clear policies and procedures under which value-added agricultural ventures can be encouraged and allowed.	2010-2015
2.2 Consider implementing Purchase of Development Rights and Transfer of Development Rights programs in the Town of Janesville.		
	2.2.1 The Town of Janesville may participate in and/or give support for researching a design, presenting scenarios and conducting a survey, if necessary, of Town and/or Rock County residents to determine the desire for a Land Evaluation and Site Assessment system (LESA) to specifically evaluate and identify areas for preservation, PDR and/or TDR programs.	2010-2015
	2.2.2 The Town of Janesville may participate in the development of Purchase of Development Rights (PDR) and/or TDR programs at the Town or County level.	2010-2015
	2.2.3 The Town of Janesville may encourage, support and participate in the creation and implementation of PDR and/or TDR programs in the Town of Janesville and/or other jurisdictions where such programs are desired.	Ongoing, 2010-2035

Natural Resources		
GOAL 1		
Preserve and protect the Town of Janesville's natural resources.		
OBJECTIVE	POLICY	TIMELINE
1.1 Whenever feasible, uphold or exceed existing preservation standards for existing surface waters, shoreland areas, floodplains, groundwater, wetlands, hydric soils, kettles and depressional areas, hilltops and viewsheds, steep slopes, threatened and endangered species, natural areas, fish and wildlife habitat, non-metallic mining sites, forests, woodlands and valued trees within the Town of Janesville.		
	1.1.1 The Town of Janesville may prevent activities that directly or indirectly pollute, threaten, or degrade the quality of groundwater in the Town of Janesville by referencing and supporting the Rock County Stormwater Management Ordinance and the Rock County Construction Site Erosion Control Ordinance.	Ongoing, 2010-2035
	1.1.2 The Town of Janesville may adopt policy consistent with County or regional groundwater protection goals.	2010-2015
	1.1.3 The Town of Janesville may prevent activities that directly or indirectly pollute or threaten the quality of surface water within the Town of Janesville by referencing and supporting the Rock County Stormwater Management Ordinance, the Rock County Construction Site Erosion Control Ordinance, and the Rock County Shoreland Zoning Ordinance.	Ongoing, 2010-2035
	1.1.4 The Town of Janesville may prohibit development activities within designated floodplains within the Town of Janesville by referencing and supporting the Rock County Hazard Mitigation Plan and supporting the Rock County Floodplain Zoning Ordinance.	Ongoing, 2010-2035
	1.1.5 The Town of Janesville may help to educate or inform residents of the Town with structures located within floodplains on where to get information, in an effort to mitigate future hazards associated with flood prone areas.	Ongoing, 2010-2035
	1.1.6 The Town of Janesville may prevent activities that directly or indirectly pollute or threaten the quality of wetlands in the Town of Janesville by supporting Wisconsin Department of Natural Resources Shoreland and Wetland Law NR 115 and the Rock County Shoreland Zoning Ordinance.	Ongoing, 2010-2035
	1.1.7 The Town of Janesville may prevent development on hydric soils as they are mapped in the <i>Rock County Wisconsin, 2009-2014 Parks Outdoor Recreation and Open Space Plan</i> .	Ongoing, 2010-2035

Natural Resources		
GOAL 1		
Preserve and protect the Town of Janesville's natural resources.		
OBJECTIVE	POLICY	TIMELINE
	1.1.8 The Town of Janesville may prevent development activities that directly or indirectly affect kettles and depressions , the unique habitat they provide and their ability to act as natural recharge areas.	Ongoing, 2010-2035
	1.1.9 The Town of Janesville may preserve hilltops and vistas by not allowing development that detracts from their visual quality within the Town of Janesville.	Ongoing, 2010-2035
	1.1.10 The Town of Janesville may prevent development on 16% slopes or greater.	Ongoing, 2010-2035
	1.1.11 The Town of Janesville may consider preventing activities that directly or indirectly affect rare species, native natural communities (natural areas ranked 5 or greater in the PORORS Plan), fish and wildlife and their habitat within the Town of Janesville.	Ongoing, 2010-2035
	1.1.12 The Town of Janesville may prevent activities that directly or indirectly disturb or threaten any and all species identified, either at the local, state, or federal level as "threatened" or "endangered" .	Ongoing, 2010-2035
	1.1.13 The Town of Janesville may identify and develop policy that protects forests, woodlands and valued trees in the Town of Janesville (see Objective 1.2 below).	2010-2015
	1.1.14 The Town of Janesville may prevent and/or oppose activities that directly or indirectly alter, disturb, or threaten parks and open space , as defined in the <i>Rock County Wisconsin, 2009-2014 Parks, Outdoor Recreation, and Open Space Plan</i> .	Ongoing, 2010-2035
	1.1.15 The Town of Janesville may encourage compact, mixed-use subdivisions or locate subdivisions close to urban centers for efficiency of transportation and the need for urban services and to help sustain the rural character of the Town.	Ongoing, 2010-2035
	1.1.16 The Town of Janesville may document and plan for the reclamation of non-metallic mining sites in operation within the Town of Janesville both before and after August 1, 2001.	Ongoing, 2010-2035
	1.1.17 The Town of Janesville may adopt and implement Ordinance language supporting policies that are consistent with or more restrictive than the Rock County Environmentally Significant Open Space Areas (see the POROS Plan, 2009-2014).	2010-2015

Natural Resources		
GOAL 1		
Preserve and protect the Town of Janesville's natural resources.		
OBJECTIVE	POLICY	TIMELINE
1.2 Whenever feasible, establish specific policies and mechanisms for preservation of natural resources and open space.		
	1.2.1 The Town of Janesville may create policy that identifies areas for development based upon soil quality, presence of natural features, proximity to urban services and other appropriate objective measures.	2010-2015
	1.2.2 The Town of Janesville may analyze and consider the impacts of development on all natural resources present at the development site and in other off-site areas that might be affected by that development.	Ongoing, 2010-2035
	1.2.3 The Town of Janesville may review, analyze, and identify environmental hazards affecting the design and safety of new development before development occurs.	Ongoing, 2010-2035
	1.2.4 The Town of Janesville may adopt policy that addresses the issue of future expansion of non-metallic mining sites and future incompatible adjoining land.	Ongoing, 2010-2035
	1.2.5 The Town of Janesville may use Planned Unit Development (PUD) overlay zoning for residential subdivisions in order to implement agricultural, natural and open space preservation goals.	Ongoing, 2010-2035
	1.2.6 The Town of Janesville may adopt and implement ordinance language addressing outdoor lighting, noise (except that associated with farming) and wireless telecommunication towers.	2010-2015
	1.2.7 The Town of Janesville may adopt and implement an ordinance or guidelines for protecting valued viewsheds including: a. Standards and criteria for assessing visual impact of new developments b. Design guidelines for new structures	2010-2015

Natural Resources

GOAL 1

Preserve and protect the Town of Janesville's natural resources.

OBJECTIVE	POLICY	TIMELINE
	1.2.8 The Town of Janesville may investigate the availability of funds from State and Federal sources, as well as non-profit funding for the preservation of natural resources.	2010-2015
	1.2.9 The Town of Janesville may allow compact, mixed-use development in areas designated for Mixed-Use on the <i>Future Land Use Map</i> to help sustain the rural character of the Town of Janesville.	Ongoing, 2010-2035
	1.2.10 The Town of Janesville may adhere to the <i>Rock County Wisconsin, 2009-2014 Parks, Outdoor Recreation and Open Space Plan</i> and/or adopt goals, objectives and policies that are consistent with or more restrictive than the Rock County Environmentally Significant Open Space Areas (see Appendix G).	Ongoing, 2010-2035

Natural Resources		
GOAL 1		
Preserve and protect the Town of Janesville's natural resources.		
OBJECTIVE	POLICY	TIMELINE
1.4 Whenever feasible, communicate and plan with neighboring communities to the greatest extent possible to ensure the protection of natural resources and open space through cooperative efforts.		
	1.4.1 The Town of Janesville may establish a Responsible Growth Management Coalition composed of interested parties and officials from metropolitan areas and neighboring Towns.	2010-2015
	1.4.2 The Town of Janesville may establish regional groundwater protection criteria and areas for protection.	Ongoing, 2010-2035
	1.4.3 The Town of Janesville may participate in researching and proposing options for a Purchase and/or Transfer of Development Rights programs as a method to preserve natural features and open space.	2010-2015
	1.4.4 The Town of Janesville may work cooperatively with the Ice Age Park and Trail Foundation to determine possible locations for the Ice Age Trail within the Town, if applicable.	Ongoing, 2010-2035

Historic and Cultural Resources

GOAL 1

Preserve and maintain cemeteries and other important architectural, historical, archeological or aesthetically interesting sites within the Town of Janesville.

OBJECTIVE	POLICY	TIMELINE
1.1 Support, encourage and educate about efforts to identify, document, designate, maintain and preserve architectural and historical sites and buildings within the Town of Janesville.		
	1.1.1 The Town of Janesville may work with Rock County or other qualified entity to identify existing historical structures, sites and landscapes within the Town.	Ongoing, 2010-2035
	1.1.2 The Town of Janesville may identify structures of architectural significance or interest.	Ongoing, 2010-2035
	1.1.3 The Town of Janesville may prevent activities that directly or indirectly alter, disturb, or destroy significant historical sites and buildings within the Town of Janesville by designating historic sites for preservation.	Ongoing, 2010-2035
	1.1.4 The Town of Janesville may consider requiring developers to identify and document architecturally significant and historic sites as part of the review and approval process.	2010-2015
	1.1.5 The Town of Janesville may consider requiring developers to incorporate and preserve architectural and historic sites or structures within the designs and scope of their projects.	Ongoing, 2010-2035
	1.1.6 The Town of Janesville may review, analyze, and identify historic issues affecting the design and safety of new development before development occurs.	Ongoing, 2010-2035
1.2 Support, encourage and educate about efforts to document, restore and preserve cemeteries, burial and archeological sites within the Town of Janesville.		
	1.2.1 The Town of Janesville may identify existing and potential cemeteries, archeological and burial sites within the Town.	Ongoing, 2010-2035
	1.2.2 The Town of Janesville may require developers to identify and document cemeteries, burial and archeological sites as part of the review and approval process.	Ongoing, 2010-2035
	1.2.3 The Town of Janesville may require designs that alleviate the disruption and degradation of cemeteries, burial and archeological sites.	Ongoing, 2010-2035

Historic and Cultural Resources

GOAL 1

Preserve and maintain cemeteries and other important architectural, historical, archeological or aesthetically interesting sites within the Town of Janesville.

OBJECTIVE	POLICY	TIMELINE
	1.2.4 The Town of Janesville may analyze and consider the effects of development on all archeological and historic resources present at the development site and in other off-site areas that might be affected by that development.	Ongoing, 2010-2035
	1.2.5 The Town of Janesville may prevent activities that directly or indirectly alter, disturb, degrade, or destroy any cemeteries, burial, or archeological sites within the Town of Janesville by referencing and supporting the State of Wisconsin Burial Site Laws.	Ongoing, 2010-2035
	1.2.6 The Town of Janesville may create language and/or resolutions at the Town level to utilize service groups such as church youth groups, boys and girls clubs, Boy Scouts of America, Girl Scouts of America, 4-H, FFA, or any other service/youth group to participate in the maintenance and/or restoration of cemeteries and burial sites within the Town.	Ongoing, 2010-2035
1.3 Provide methods and opportunities that will contribute to the knowledge and appreciation of cemeteries and architectural, historical, archeological sites within the Town of Janesville.		
	1.3.1 The Town of Janesville may provide or direct interested parties to websites, materials and publications regarding locations of cemeteries historic, architectural or archeological resources existing in the Town.	Ongoing, 2010-2035
1.4 Support the establishment of potential Rustic Roads, Historical Markers and the Ice Age Trail within the Town of Janesville.		
	1.4.1 The Town of Janesville may establish a landmarks commission that will analyze and recommend potential Rustic Roads within the Town of Janesville.	Ongoing, 2010-2035
	1.4.2 The Town of Janesville may establish a landmarks commission for the purpose of designating historic landmarks or districts within the Town.	Ongoing, 2010-2035
	1.4.3 The Town of Janesville may recognize and support the development of the Ice Age Trail as a historic and cultural feature within the Town (if applicable).	Ongoing, 2010-2035

Historic and Cultural Resources

GOAL 2

Promote existing Cultural Resources (music and theater venues, cultural and minority organizations and events, etc.) identified in this, and other plans and inventories within the Town of Janesville, Rock County and the surrounding area.

OBJECTIVE	POLICY	TIMELINE
2.1 Encourage the efficient use of existing and potential resources and facilities to aid in the attraction and presentation of cultural events and activities.		
	2.1.1 The Town of Janesville may provide or direct interested parties to educational materials on available cultural resources and events in the Town of Janesville and the surrounding area.	Ongoing, 2010-2035

Historic and Cultural Resources

GOAL 3

Provide a welcoming environment for people of all cultures and races.

OBJECTIVE	POLICY	TIMELINE
3.1 Promote and educate on the potential for new cultural opportunities within the Town of Janesville, Rock County and the surrounding area.		
	3.1.1 The Town of Janesville may consider opportunities for suggesting cultural activities and providing meeting places for such activities within the Town of Janesville	Ongoing, 2010-2035
3.2 Identify other ways to encourage cultural diversity within the Town of Janesville.		
	3.2.1 The Town of Janesville may provide or assist in locating meeting places for diverse groups and cultural activities within the Town of Janesville	Ongoing 2010-2035
	3.2.2 The Town of Janesville may adopt housing policy that encourages cultural diversity.	Ongoing 2010-2035

Transportation

GOAL 1

Provide a safe, efficient and equitable regional transportation system while minimizing impacts on farming, landowners and the environment.

OBJECTIVE	POLICY	TIMELINE
1.1 Improve transportation safety and efficiency throughout the community.		
	1.1.1 The Town of Janesville may explore alternative funding opportunities for road improvements.	Ongoing 2010-2035
	1.1.2 The Town of Janesville may inform potential new residents of the existence and necessity of agricultural traffic within and around the Town as well as the potential for high volume traffic in an around the Town.	Ongoing 2010-2035
	1.1.3 The Town of Janesville may monitor railway crossings to ensure safety.	Ongoing 2010-2035
	1.1.4 The Town of Janesville may work with the State Office of the Commissioner of Railroads, when appropriate, to work toward the replacement and/or enhancement of warning devices where needed.	Ongoing 2010-2035
	1.1.5 The Town of Janesville may regulate driveway placement, width, length, and slope to limit access and hazards on local roadways.	2010-2015
	1.1.6 The Town of Janesville may ensure that each new buildable lot has a safe driveway access point and meets sight distance standards.	Ongoing 2010-2035
	1.1.7 The Town of Janesville may utilize State and federal funding programs whenever possible, to help finance highway and bridge, transit, rail, enhancements and other transportation improvements, especially those that reduce Single Occupancy Vehicle trips and air pollution, and benefit economic development in the region	Ongoing 2010-2035
1.2 Promote and improve awareness and utilization of existing transit services, especially those that serve the elderly and disabled.		
	1.2.1 The Town of Janesville may provide information to generate increased awareness of the transit services offered by the Rock County Council on Aging or other known entities.	Ongoing 2010-2035

Transportation

GOAL 1

Provide a safe, efficient and equitable regional transportation system while minimizing impacts on farming, landowners and the environment.

OBJECTIVE	POLICY	TIMELINE
1.3 Coordinate transportation and land use planning to minimize sprawl and traffic congestion.		
	1.3.1 The Town of Janesville may consider only allowing development in appropriate locations and in efficient development patterns so as to best utilize existing transportation networks without contributing to sprawl or traffic congestion.	Ongoing 2010-2035
	1.3.2 The Town of Janesville may require consideration of future roadway additions and enhancements in the context of long-term land use planning.	Ongoing 2010-2035
1.4 Promote right-of-way plantings and beautification that incorporates native plantings and maintains the scenic value and rural character.		
	1.4.1 The Town of Janesville may explore the feasibility and opportunity to regulate roadside plantings to promote the use of native plant materials in the Town, both during construction for post-construction beautification.	Ongoing 2010-2035

Transportation		
GOAL 2		
Support the development of a regional transportation network.		
OBJECTIVE	POLICY	TIMELINE
2.1 Cooperate with county and state entities to provide a safe interconnected road network.		
	2.1.1 The Town of Janesville may participate in multi-jurisdictional transportation system improvements and maintenance projects in and around the Town.	Ongoing 2010-2035
	2.1.2 The Town of Janesville may require and maintain an interconnected network of local roads.	Ongoing 2010-2035
	2.1.3 The Town of Janesville may ensure that improvements or expansion of existing transportation systems are coordinated with local and regional land use desires.	Ongoing 2010-2035
2.2 Support the findings of the South Central Wisconsin Commuter Study, to provide transportation alternatives to commuters in the Southern Wisconsin/Northern Illinois region.		
	2.2.1 The Town of Janesville may consider supporting regional efforts to develop high-speed rail service to and/or through Rock County.	Ongoing 2010-2035
	2.2.2 The Town of Janesville may consider facilities for commuter traffic such as, park-and-ride facilities and support the development of such facilities where appropriate.	Ongoing 2010-2035
	2.2.3 The Town of Janesville may consider supporting the safe and efficient siting of facilities (in the Town of Janesville, if appropriate) for commuter traffic.	Ongoing 2010-2035

Transportation GOAL 3 Offer alternate mode options to help minimize Single Occupancy Vehicle (SOV) trips including the provision of recreation opportunities within the Town of Janesville and the region.		
OBJECTIVE	POLICY	TIMELINE
3.1 Consider the use of Neighborhood Electric Vehicles (NEVs) in the Town as appropriate to ensure safety of all citizens, while recognizing the benefit of low-emission, low-fuel consumption vehicles.		
	3.1.1 The Town may consider adopting ordinance language to regulate the use of NEV's within the Town.	Ongoing 2010-2035
3.2 Ensure that the Town of Janesville is and remains a safe and enjoyable location for recreational transportation, such as snowmobiling, bicycling and walking.		
	3.2.1 The Town of Janesville may consider incorporating bicycle and pedestrian routes into new development areas.	Ongoing 2010-2035
	3.2.2 The Town of Janesville may consider using guidelines set forth in the Manual for Uniform Traffic Control Devices for bicycle facility signage.	Ongoing 2010-2035
	3.2.3 The Town of Janesville may attempt to connect bike and pedestrian trails and routes in the Town to nearby trails and routes in adjacent towns and cities.	Ongoing 2010-2035
	3.2.4 The Town of Janesville may continue to allow properly designated and maintained snowmobile routes	Ongoing 2010-2035

Transportation GOAL 3 Offer alternate mode options to help minimize Single Occupancy Vehicle (SOV) trips including the provision of recreation opportunities within the Town of Janesville and the region.		
OBJECTIVE	POLICY	TIMELINE
3.3 Expand, create and/or maintain local and regional facilities and services for biking, walking, and other non-auto modes of transportation.		
	3.3.1 The Town of Janesville may consider policy on incorporating biking and walking facilities in subdivisions.	Ongoing 2010-2035
	3.3.2 The Town of Janesville may work cooperatively with other units of government to establish regional facilities for biking, walking and other non-auto modes of transportation.	Ongoing 2010-2035
3.4 Aim to acquire more Rustic Road designations on appropriate roadways in the Town of Janesville.		
	3.4.1 The Town of Janesville may research and determine possible roads for Rustic Road designation.	Ongoing 2010-2035

Transportation GOAL 4 Support economically sound transportation-related improvements in and around the Town of Janesville.		
OBJECTIVE	POLICY	TIMELINE
4.1 Develop policy to support economically sound transportation-related improvements in and around the Town of Janesville.		
	4.1.1 The Town of Janesville may use, update and accurately maintain the Wisconsin Information System for Local Roads (WISLR) to manage and inventory road attributes, administration, condition and maintenance requirements.	Ongoing 2010-2035
	4.1.2 The Town of Janesville may use involve Town of Janesville representatives in transportation-related committees and planning efforts throughout Rock County and the region.	Ongoing 2010-2035
	4.1.3 The Town of Janesville may Preserve, maintain and support transportation corridors that connect Rock County's companies to regional markets.	Ongoing 2010-2035
	4.1.4 The Town of Janesville may support and encourage the use of the Southern Wisconsin Regional Airport.	Ongoing 2010-2035

Utilities and Community Facilities

GOAL 1

Ensure that necessary utilities and community facilities, and their associated services, are available and provided by the Town, other municipalities, or private entities to Town residents at adequate levels and in suitable locations, in a timely, efficient, equitable, and affordable manner.

OBJECTIVE	POLICY	TIMELINE
1.1 Continue to provide Town utilities and community facilities, and associated services.		
	1.1.1 The Town of Janesville may perform an annual review and assessment of Town Police and Fire/Emergency Services Departments and Town Hall facilities to ensure they are adequate to meet the needs and cost efficiency standards of Town residents.	Ongoing 2010-2035
1.2 Continue to foster a productive working relationship with other municipalities and private entities that provide Town utilities and community facilities, and associated services.		
	1.2.1 The Town of Janesville may continue to monitor public utilities and services and work with providers to ensure the highest quality and most cost effective and efficient services available.	Ongoing 2010-2035
	1.2.2 The Town of Janesville may work in conjunction with Rock County to encourage annual well testing.	Ongoing 2010-2035
	1.2.3 The Town of Janesville may work in conjunction with Rock County in application and enforcement of the County's <i>Storm Water Management Ordinance</i> (Chapter 28 – <i>Municipal Code of the County of Rock</i>)	Ongoing 2010-2035
	1.2.4 The Town of Janesville may attempt to contract with the most efficient provider to ensure continued reliable and affordable trash and recycling pick-up service	2010-2015
	1.2.5 The Town of Janesville may support development of the <i>State Trails Network Plan</i> , The <i>POROS Plan</i> and other bicycle/pedestrian trails through cooperation with the WDNR, County, City of Edgerton, Ice Age Trail Foundation, trails friends groups, and other applicable entities	Ongoing 2010-2035

Utilities and Community Facilities

GOAL 1

Ensure that necessary utilities and community facilities, and their associated services, are available and provided by the Town, other municipalities, or private entities to Town residents at adequate levels and in suitable locations, in a timely, efficient, equitable, and affordable manner.

OBJECTIVE	POLICY	TIMELINE
1.3 Recognize the importance and necessity of emerging utility and community facilities technologies, incorporate these technologies into the Town's utilities and community facilities system, and develop regulatory measures to ensure benefit to the Town.		
	1.3.1 The Town of Janesville may work in conjunction with Rock County to conduct a comprehensive study, including environmental impact, revenue potential, regulatory/permitting options, public opinion, among other issues, to determine the feasibility of permitting wind farms in the Town	Ongoing 2010-2035
1.4 Direct residential, commercial, and light industrial development to areas with existing utilities and community facilities/services, or areas appropriate for utility and community facility/service improvement and expansion, and restrict development in areas without these facilities/services, and otherwise unsuitable for development.		
	1.4.1 The Town of Janesville may adhere to the Town of Janesville <i>Future Land Use Map</i> in reviewing rezone, subdivision, and other development proposals	Ongoing 2010-2035

Land Use

GOAL 1

Maintain the rural quality of life through well-planned and appropriate development and land use.

OBJECTIVE	POLICY	TIMELINE
1.1 Preserve the rural character of the Town and the agricultural areas designated on the <i>Future Land Use map</i> (Map 5.5).		
	1.1.1 The Town of Janesville may require that all development is done in a manner that preserves the Town's rural character and balances the rights of property owners with the Town's collective well being.	Ongoing 2010-2035
	1.1.2 The Town of Janesville may attempt to phase new development in the Town according to the projections on page 150 (increasing the number of units permissible in any five-year increment is allowable if the 2035 total remains the same, i.e.: if the number of units is increased in any one year, then the number of units may be decreased by an equal amount in another year).	
	1.1.3 The Town of Janesville may consider only allowing uses, structures and housing that are farm related in agricultural areas.	Ongoing 2010-2035
	1.1.4 The Town of Janesville may consciously make decisions that support agricultural and natural resource preservation and promote farming as a viable business in and around the Town.	Ongoing 2010-2035
	1.1.5 The Town of Janesville may avoid strip development of any kind lining town roads to avoid traffic congestion and loss of rural character.	Ongoing 2010-2035
	1.1.6 The Town of Janesville may, where possible, require structures to be placed in or near tree lines and wooded areas as opposed to open fields.	Ongoing 2010-2035
	1.1.7 The Town of Janesville may preserve the Town's Agricultural Preservation Areas (as designated on Agricultural Preservation Plan Map) for continued agricultural use and direct responsible residential and commercial development to areas designated as Planned Mixed Use on the <i>Future Land Use Map</i> (Map 5.5).	Ongoing 2010-2035
	1.1.8 The Town of Janesville may continue to uphold maps and policies that allow for long-term agriculture, natural areas and open space uses.	Ongoing 2010-2035
	1.1.9 The Town of Janesville may encourage housing development on existing vacant lots first before allowing larger lots to be divided for housing purposes.	Ongoing 2010-2035
	1.1.10 The Town of Janesville may encourage small-scale agricultural and clustered housing development to preserve open space and the rural quality of the Town.	Ongoing 2010-2035

Land Use

GOAL 1

Maintain the rural quality of life through well-planned and appropriate development and land use.

OBJECTIVE	POLICY	TIMELINE
1.2 Continue to foster a productive working relationship with other municipalities to work toward consistent and complimentary implementation of plans, policies, and programs that impact land use in the Town		
	1.2.1 The Town of Janesville may attempt to work in conjunction with the City of Janesville to resolve existing mapping conflicts.	2010-2015
	1.2.2 The Town of Janesville may work with the City of Janesville to create and execute a boundary agreement(s).	2010-2015
	1.2.3 The Town of Janesville may continue to work with the County toward implementation of the County's Agricultural Preservation Plan: 2005 Update and the <i>POROS Plan</i>	Ongoing 2010-2035
	1.2.4 The Town of Janesville may attempt to work in conjunction with the County to create a PDR program at the County or Town level.	2010-2015
1.3 Develop Town of Janesville policies and mechanisms for effective land use and development management		
	1.3.1 The Town of Janesville may utilize the Town's <i>Future Land Use Map</i> in review and evaluation of all conditional use, rezone and development proposals, with approval of proposals dependent on consistency with the <i>Future Land Use Map</i> (Map 5.5).	Ongoing 2010-2035
	1.3.2 The Town of Janesville may use the new development guidelines as presented in Figure 5.11 and Figure 5.12 and further depicted in the <i>Future Land Use Map</i> (Map 5.5) of this Land Use Chapter to guide future development decisions.	Ongoing 2010-2035
	1.3.3 The Town of Janesville may develop a standardized process to review and evaluate all conditional use, rezone and development proposals.	Ongoing 2010-2035
	1.3.4 The Town of Janesville may make all necessary revisions to the zoning code, zoning map and any other Ordinances or regulations to make them accurate, efficient and up-to-date, and bring about consistency between this <i>Comprehensive Plan</i> and all regulatory tools used in the Town.	Ongoing 2010-2035

Land Use		
GOAL 1		
Maintain the rural quality of life through well-planned and appropriate development and land use.		
OBJECTIVE	POLICY	TIMELINE
	<p>1.3.5 The Town of Janesville may consider amending and or updating the Zoning Ordinance (or other appropriate ordinances) to implement the spirit and intent of this <i>Comprehensive Plan</i> through including (but not limited to) the following revisions:</p> <ul style="list-style-type: none"> a. Ensure protection of TESAs, including, but not limited to, requiring identification each TESA feature in all rezone and development proposals. b. Require specific standards for approving development proposals. c. Only permit rezone proposals that are in conformance with this <i>Comprehensive Plan</i> d. Only permit development proposals that are in conformance with this <i>Comprehensive Plan</i>. e. Criteria and methods for the use of sliding scale zoning. f. Minimize the number and length of driveways along County and Town roads. g. Require erosion control plans to be submitted with a building permit application and implemented during construction. h. Require review and approval of all new streets to avoid traffic hazards and congestion. i. Require single-family homes to be constructed on lots that are a minimum of one-acre until such time as innovation in group private septic systems may allow for more compact development. j. Enforcement of current building codes to ensure minimum standards are upheld for existing and proposed structures. k. Require landowners to obtain sanitary permits prior to any land division. l. Variances will not be allowed unless hardship (not imposed by the landowner) is proven. m. Require developers to preserve elements of the landscape that represent rural character such as tree lots, wind breaks and farm structures. 	2010-2015
	1.3.6 The Town of Janesville may encourage developers to minimize the area disturbed on a site to preserve native vegetation.	Ongoing 2010-2035
	1.3.7 The Town of Janesville may encourage the placement of structures at the edge of properties that are three or more acres in size.	Ongoing 2010-2035
	1.3.8 The Town of Janesville may strictly enforce the Zoning Ordinance and future updates and amendments.	Ongoing 2010-2035
	1.3.9 The Town of Janesville may encourage developers to not locate structures on the top of hills, as these structures are more visible and disruptive to rural character.	Ongoing 2010-2035
	1.3.10 The Town of Janesville may consider using Rock County consulting services to research and develop, if necessary, zoning, land division, subdivision and/or other available regulatory policies to ensure successful farming.	2010-2015

Land Use		
GOAL 1		
Maintain the rural quality of life through well-planned and appropriate development and land use.		
OBJECTIVE	POLICY	TIMELINE
	<p>1.3.11 The Town of Janesville may consider amending and updating the Town of Janesville Land Division and Subdivision Ordinance to include the following:</p> <ul style="list-style-type: none"> a. Specific standards for approving or amending all subdivision proposals. b. Requirements based on conservation, traditional neighborhood design, and/or fused grid principles. c. Only permitting multi-parcel land divisions in existing residential areas. d. Require review and approval of all new streets to avoid traffic hazards and congestion e. Require new subdivisions to be compact, adjacent and connectable to existing rural subdivisions or on land with low or no agricultural value. f. Require new subdivisions to be in a land use pattern that is compatible with surrounding agricultural and natural resources g. Require costs created by new development to be the accepted responsibility of the developer so that costs to taxpayers are minimized or eliminated. h. Require new housing to be compatible with adjacent land uses with regard to such factors as smoke, noise, odor, traffic, activity and appearance. i. Require developers to provide an analysis of the location and effect of storm water drainage, erosion and any other water or earth moving factors for all new subdivisions. j. Only allow development on soils that have adequate bearing capacity and are suitable for excavation and site preparation. k. Require the consideration of the aesthetics of each development during the approval process. l. Housing envelope requirements m. Review of new development proposals relative to incompatible nearby farming activities such as noise, odor, appearance, slow or incompatible traffic or other irritants and activities. n. Review of the effects of the development on storm water drainage, groundwater, erosion, natural features/resources, agricultural land and other potential factors that may affect the health and welfare of humans and wildlife. 	2010-2015
	<p>1.3.12 The Town of Janesville may develop a Land Evaluation and Site Assessment (LESA) system that could be used to evaluate land suitability for development or for possible protection through a PDR program or other type of conservation easement program.</p>	2010-2015

Land Use		
GOAL 1		
Maintain the rural quality of life through well-planned and appropriate development and land use.		
OBJECTIVE	POLICY	TIMELINE
	1.3.13 The Town of Janesville may work in conjunction with the County in undertaking a comprehensive study for Town Board review, including potential criteria for eligible lands and funding sources, regulatory options, and public opinion, among other issues, determining the feasibility of developing a Purchase of Development Rights (PDR) program at the Town or County level.	2010-2015
	1.3.14 The Town of Janesville may consider as part of a standardized process, using a Land Evaluation and Site Assessment (LESA) system that assesses such factors quality of farm land, septic suitability map, potential groundwater contamination, distance to urban services, historic, archeological scenic and environmental qualities and connection to local planning goals.	2010-2015
	1.3.15 The Town of Janesville may explore the possibility of formulating a Growth Management Coalition, to guide the pattern and pace of regional growth, composed of Town residents and government officials, as well as those from neighboring municipalities.	2010-2015
	1.3.16 The Town of Janesville may study and consider PDR and TDR, and their funding mechanisms as possible methods of preserving agricultural land.	2010-2015
	1.3.17 The Town of Janesville may clearly define policies and standards, and incorporate them into the zoning code for how and where new development will be allowed (i.e.: define exactly what factors will be considered for new developments of every kind and specific standards for approval)	2010-2015

Housing GOAL 1 Provide for planned and orderly development and redevelopment of residential areas in such a way that farm/agricultural land is preserved, adverse environmental impacts are minimized and public services are efficiently provided.		
OBJECTIVE	POLICY	TIMELINE
1.1 Implement strategies to maintain or redevelop existing housing and to allow new housing in appropriate locations that does not negatively impact agricultural land or operations.		
	1.1.1 The Town of Janesville may consider directing new housing development (or subdivisions) to areas with substantial amounts of existing residential development and public services.	Ongoing 2010-2035
	1.1.2 The Town of Janesville may encourage housing development in areas that are already zoned and/or subdivided for housing.	Ongoing 2010-2035
	1.1.3 The Town of Janesville may consider supporting a countywide or regional housing approach and help to provide and encourage new housing programs that will protect agricultural and environmentally significant land.	Ongoing 2010-2035
	1.1.4 The Town of Janesville may consider developing and encouraging programs at the Town level that will discourage housing development on agricultural or environmentally significant land.	Ongoing 2010-2035
	1.1.5 The Town of Janesville may allow housing development to occur at a controlled pace consistent with recent development trends and at densities and types consistent with the Town's predominantly rural setting.	Ongoing 2010-2035
	1.1.6 The Town of Janesville may consider smaller-lot residential development in areas that can be served with existing or future public utilities.	Ongoing 2010-2035
	1.1.7 The Town of Janesville may consider the use of sliding scale zoning.	2010-2015
	1.1.8 The Town of Janesville may consider developing clear criteria for rezoning of Exclusive Agriculture into other types of agricultural zoning or Residential zoning.	2010-2015
	1.1.9 The Town of Janesville may consider developing zoning criteria that ensure the least amount of negative impact on agriculture and environmentally significant areas.	2010-2015
	1.1.10 The Town of Janesville may consider enacting policies to guide the rate, density and type of development for consistency with previously established development and environmental goals.	2010-2015
	1.1.11 The Town of Janesville may help to stabilize the physical condition of older housing structures by creating and enforcing property maintenance codes, developing funding programs, and applying for grants that are geared toward housing rehabilitation and maintenance, and buffering residential areas from incompatible land uses.	Ongoing 2010-2035

Housing GOAL 1 Provide for planned and orderly development and redevelopment of residential areas in such a way that farm/agricultural land is preserved, adverse environmental impacts are minimized and public services are efficiently provided.		
OBJECTIVE	POLICY	TIMELINE
1.2 Enact policies and mechanisms that will uphold housing goals by providing for conscientious, consistent, efficient, cost effective housing development.		
	1.2.1 The Town of Janesville may update the Zoning and Subdivision Ordinances, as appropriate.	Ongoing 2010-2035
	1.2.2 The Town of Janesville may consider adopting or amending the Zoning or Land Division and Subdivision Ordinance in the following ways: <ul style="list-style-type: none"> a. To specify allowable residential uses, densities, intensities, and ancillary uses allowed in the Town. b. Provide for a variety of housing options within subdivisions. c. Promote, where permitted, the principles of conservation neighborhood design in laying out new subdivisions with 5 or more lots. d. Define residential design and building maintenance standards to ensure quality and energy-efficient housing. e. Require the use of conservation or fused grid subdivisions in targeted residential areas that have significant natural or open space features. f. Require subdividers and developers to phase the construction of new housing so that public infrastructure can keep pace with increased demand. g. Require the submittal of a site plan showing the relationship of the proposed building(s) and lot(s) to applicable natural features prior to granting development approval. 	2010-2015
	1.2.3 The Town of Janesville may consider conducting a public facilities needs assessment(s) to determine the need for impact fees within a proposed new subdivision.	Ongoing 2010-2035
	1.2.4 The Town of Janesville may consider investigating the use of, and requiring subdividers to pay an impact fee for improvements.	2010-2015
	1.2.5 The Town of Janesville may encourage developers to provide a mix of lot sizes in larger developments	Ongoing 2010-2035
	1.2.6 The Town of Janesville may encourage future residential developments and neighborhoods to be located within a well-defined road system that keeps non-local traffic from passing through local streets in residential developments.	Ongoing 2010-2035

Housing GOAL 1 To provide for planned and orderly development and redevelopment of residential areas in such a way that farm/agricultural land is preserved, adverse environmental impacts are minimized and public services are efficiently provided.		
OBJECTIVE	POLICY	TIMELINE
	1.2.7 The Town of Janesville may, in rural areas, direct the location of medium and high-density multi-family development to more urbanized areas, where adequate public facilities and services are available.	Ongoing 2010-2035
1.3 Adhere to the spirit and intent of the Land Use Element, especially the Future Land Use Plan, Land Use Guidelines and the policies and intent of the Agricultural, Natural and Cultural Resources Element and when making housing decisions.		
	1.3.1 The Town of Janesville may adhere to the <i>Future Land Use Map</i> for residential zoning and development decisions unless there is a compelling overall community reason to change the Land Use Plan and Map.	Ongoing 2010-2035
	1.3.2 The Town of Janesville may guide new residential development into the Planned Mixed Use areas of the <i>Future Land Use Map</i> contained in this <i>Town of Janesville Comprehensive Plan-2035</i> .	Ongoing 2010-2035
	1.3.3 The Town of Janesville may update the zoning ordinance to assure consistency with the <i>Town of Janesville Comprehensive Plan-2035</i> .	2010-2015
	1.3.4 The Town of Janesville may plan for a sufficient supply of developable land for housing in areas designated for housing on the <i>Future Land Use Map</i> (Map 5.5).	Ongoing 2010-2035
	1.3.5 The Town of Janesville may develop and implement strategies for new residential development to minimize consumption and/or fragmentation of farmland and reduce the potential for farm versus non-farm conflict.	Ongoing 2010-2035

Housing GOAL 2 Meet the housing needs of existing and potential Town residents.		
OBJECTIVE	POLICY	TIMELINE
2.1 Allow residential development (in areas designated on the <i>Future Land Use Map</i>) for the purpose of providing a variety of quality, healthy, affordable housing opportunities for all segments of the Town of Janesville's population; including farm workers, senior citizens, low-income and disabled residents		
	2.1.1 The Town of Janesville may encourage infill development that provides additional housing opportunities.	Ongoing 2010-2035
	2.1.2 The Town of Janesville may encourage re-investment into the existing housing stock in order to maintain property values and strong neighborhoods.	Ongoing 2010-2035
	2.1.3 The Town of Janesville may promote cooperation among agencies, both public and private, that provides affordable housing.	Ongoing 2010-2035
	2.1.4 The Town of Janesville may encourage the accommodation of existing residents, as their housing needs change.	Ongoing 2010-2035
	2.1.5 The Town of Janesville may encourage the development of housing for an aging population, where appropriate.	Ongoing 2010-2035
	2.1.6 The Town of Janesville may encourage, in appropriate locations in the Town, a variety of housing types.	Ongoing 2010-2035
	2.1.7 The Town of Janesville may consider investigating the use of Community Development Block Grants (CDBG) and other programs to address the needs of low and moderate-income families and individuals.	2010-2015
	2.1.8 The Town of Janesville may consider coordinating with Rock County in seeking Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing for all income and age levels.	Ongoing 2010-2035
	2.1.9 The Town of Janesville may direct residents to information on area housing agencies and programs that address special needs.	Ongoing 2010-2035
	2.1.10 The Town of Janesville may reassess housing needs and affordability after 2010 Census information becomes available.	2010-2015
	2.1.11 The Town of Janesville may encourage the repair, improvement, and rehabilitation of existing housing.	Ongoing 2010-2035

Housing GOAL 2 Meet the housing needs of existing and potential Town residents.		
OBJECTIVE	POLICY	TIMELINE
	2.1.12 The Town of Janesville may continue to monitor occupancy/vacancy rates of owner vs. renter housing to remain aware of what types of housing are needed in the town at any one point in time.	Ongoing 2010-2035
	2.1.13 The Town of Janesville may encourage and support cooperation among agencies, both public and private, that provide affordable housing	Ongoing 2010-2035
	2.1.14 The Town of Janesville may consider a variety of options for senior housing, including condominium, zero-lot line duplex, smaller lot single-family and other available options including assisted living and nursing homes.	Ongoing 2010-2035
2.2 Support the development clear housing policy, well-planned new housing, and the maintenance of existing housing in the Town.		
	2.2.1 The Town of Janesville may preserve, enhance and expand single-family housing in planned development areas.	Ongoing 2010-2035
	2.2.2 The Town of Janesville may encourage a mix of residential densities and types in development areas.	Ongoing 2010-2035
	2.2.3 The Town of Janesville may discourage high intensity residential uses within the Town and encourage them in areas with urban services.	Ongoing 2010-2035
	2.2.4 The Town of Janesville may encourage cluster housing and group sanitary sewer systems (if available and when appropriate) and the inclusion on appropriate small-scale commercial uses that are compatible with rural housing development.	Ongoing 2010-2035
	2.2.5 The Town of Janesville may innovative housing design and clustered housing on smaller lots shall be encouraged.	Ongoing 2010-2035
	2.2.6 The Town Janesville may designate areas for residential development that will be reserved and protected for that use.	Ongoing 2010-2035
	2.2.7 The Town of Janesville may consider requiring existing incompatible, non-residential uses may be removed from residential development areas.	Ongoing 2010-2035

<div><div>Housing</div><div>GOAL 2</div><div>Meet the housing needs of existing and potential Town residents.</div></div>		
OBJECTIVE	POLICY	TIMELINE
	2.2.8 The Town of Janesville may residential types and densities may be mixed in the same development.	Ongoing 2010-2035
	2.2.9 The Town of Janesville may improve and maintain the existing and potential residential resources of the area.	Ongoing 2010-2035
	2.2.10The Town of Janesville may encourage housing rehabilitation instead of new housing construction.	Ongoing 2010-2035

Economic Development

GOAL 1

Support, encourage, and promote responsible economic development that sustains a stable tax base so as to provide vital, high-quality services to Town residents while supporting and promoting and maintaining agricultural activities in the Town.

OBJECTIVE	POLICY	TIMELINE
1.1 Encourage appropriately sized and located commercial or small industrial businesses in the Town of Janesville.		
	1.1.1 The Town of Janesville may encourage economic growth in the Town by supporting small, independent businesses that can provide needed services in the Planned Mixed Use area on the <i>Future Land Use Map</i> (Map 5.5).	Ongoing 2010-2035
	1.1.2 The Town of Janesville may promote appropriate commercial or small industrial uses in appropriate non-agricultural locations.	Ongoing 2010-2035
	1.1.3 The Town of Janesville may seek partnerships with the City of Janesville on infrastructure improvements (and other necessary improvements) for new development in areas agreed upon by both the Town of Janesville and the City of Janesville.	2010-2015
	1.1.4 The Town of Janesville may consider creating specific economic development rules and guidelines for future inclusion in this <i>Comprehensive Plan</i> .	2010-2015

Economic Development

GOAL 2

Support and promote new and existing farming operations and agriculture support businesses that enhance, sustain and preserve agricultural assets in the Town of Janesville.

OBJECTIVE	POLICY	TIMELINE
2.1 The Town of Janesville may actively aim to attract agricultural related businesses and industries to further enhance the Town's agricultural economic potential.		
	2.1.1 The Town of Janesville may promote and support nature/agricultural tourism in the Town.	Ongoing 2010-2035
	2.1.2 The Town of Janesville may encourage programs and marketing initiatives that support local agricultural products.	Ongoing 2010-2035
	2.1.3 The Town of Janesville may encourage and support economic initiatives (such as PDR/PACE) that aim to protect economically productive areas, including farmlands and woodlands.	Ongoing 2010-2035
	2.1.4 The Town of Janesville may continue preservation of agricultural areas through the enforcement of the Town Zoning Ordinance and the Future Land Use Plan (Map 5.5).	Ongoing 2010-2035
2.2 Support and encourage commercial and industrial uses in the most appropriate locations.		
	2.2.1 The Town of Janesville may support, encourage and promote improvement of existing commercial and industrial uses within the Town.	Ongoing 2010-2035
	2.2.2 The Town of Janesville may discourage new industrial uses within the Town.	Ongoing 2010-2035
	2.2.3 The Town of Janesville may allow small neighborhood and agriculture related businesses where such uses are needed and appropriate within the Planned Mixed Use development areas.	Ongoing 2010-2035
	2.2.4 The Town of Janesville may support the development of commercial and industrial businesses that encourage employment opportunities to be located in surrounding communities with full urban services.	Ongoing 2010-2035
	2.2.5 The Town of Janesville may identify potential commercial development areas outside of the Town but accessible to Town residents.	Ongoing 2010-2035
	2.2.6 The Town of Janesville may work with COJ and other communities, where possible to provide needed retail and commercial services that will serve Town residents but will be located in areas where urban services are available.	Ongoing 2010-2035
	2.2.7 The Town of Janesville may support existing industrial development and encourage new industry and job centers in convenient locations outside of the Town.	Ongoing 2010-2035

Intergovernmental Cooperation

GOAL 1

Build and maintain consensus among adjoining governmental entities, to achieve cooperation and a unified vision.

OBJECTIVE	POLICY	TIMELINE
1.1 Continue open communication with adjoining communities, school districts, Rock County and state agencies.		
	1.1.1 The Town of Janesville may participate in a Growth Management Coalition led by Rock County.	Ongoing 2010-2035
	1.1.2 The Town of Janesville may work with adjacent jurisdictions to utilize comprehensive plans so that long-range decisions are well thought out and consistent.	Ongoing 2010-2035
	1.1.3 The Town of Janesville may participate in an annual “summit” with adjoining municipalities to discuss comprehensive planning and any long-range developments that may affect the Town.	Ongoing 2010-2035
	1.1.4 The Town of Janesville may, in order to reduce conflict, suggest holding periodic meetings between officials of adjacent communities to discuss common issues, potential problems, and to acquire an understanding of the position of the other municipalities.	Ongoing 2010-2035
	1.1.5 The Town of Janesville may pursue the development of a boundary agreement with the City of Janesville to establish future expansion areas. An attempt may be made to coordinate this effort with neighboring jurisdictions.	Ongoing 2010-2035
	1.1.6 The Town of Janesville may continue to work with Rock County to assure that the County understands the Town’s goals so they can partner together on Town planning and zoning issues.	Ongoing 2010-2035
	1.1.7 The Town of Janesville may emphasize agricultural economic development with adjoining municipalities as a regional benefit.	Ongoing 2010-2035
	1.1.8 The Town of Janesville may continue to work with county, state and federal agencies in providing sound transportation planning for the Town including consideration of multi-modal forms of transportation.	Ongoing 2010-2035
	1.1.9 The Town of Janesville may continue to share meeting agendas and minutes with adjoining communities.	Ongoing 2010-2035
	1.1.10 The Town of Janesville may participate in and encourage regional transportation, land use and economic development efforts.	Ongoing 2010-2035
	1.1.11 The Town of Janesville may continue open communication with neighboring communities	Ongoing 2010-2035

Intergovernmental Cooperation

GOAL 1

Build and maintain consensus among adjoining governmental entities, to achieve cooperation and a unified vision.

OBJECTIVE	POLICY	TIMELINE
1.2 Create an atmosphere of cooperation among neighboring towns and cities and the County.		
	1.2.1 The Town of Janesville may create avenues of communication between the Town of Janesville, neighboring communities and the City of Janesville.	2010-2015
	1.2.2 The Town of Janesville may strive to increase its awareness of the procedures and policies driving annexation	Ongoing 2010-2035
	1.2.3 The Town of Janesville may create and maintain a relationship with decision makers in other governmental units.	Ongoing 2010-2035
	1.2.4 The Town of Janesville may attempt to work together with other governments and decision makers to create mutually acceptable policies about land use, consumption and preservation of agriculture and natural resources.	Ongoing 2010-2035
	2.1.5 The Town of Janesville may explore avenues of cooperation with the City of Janesville to avoid annexation of Town property and subsequent loss of tax revenue.	Ongoing 2010-2035
	2.1.6 The Town of Janesville may utilize the Town of Janesville's unique advantage of location (access to major highways, proximity to the City of Janesville, easy regional access) to attract recreational and economic investment.	Ongoing 2010-2035

Intergovernmental Cooperation		
GOAL 2		
Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Rock County.		
OBJECTIVE	POLICY	TIMELINE
2.1 Encourage mutually beneficial methods to increase efficiencies and cost savings so as to provide better services to taxpayers.		
	2.1.1 The Town of Janesville may explore opportunities and benefits of potential contracting, service consolidation, and/or provision sharing between the Town and other jurisdictions.	Ongoing 2010-2035
	2.1.2 The Town of Janesville may hold a joint meeting with adjoining municipalities to discuss efforts to avoid duplication of services and the potential for consolidation government services.	Ongoing 2010-2035
	2.1.3 The Town of Janesville may encourage mutually beneficial methods to increase efficiencies for cost savings and to provide services to taxpayers more efficiently.	Ongoing 2010-2035
	2.1.4 The Town of Janesville may stay informed on activities of the School Districts to ensure the Town has the opportunity to be involved in decisions that affect town residents, such as building improvements, tax issues and transportation.	Ongoing 2010-2035
	2.1.5 The Town of Janesville may maintain open communication and cooperation among area governmental entities, while improving efficiencies and cost savings by sharing services and provisions.	Ongoing 2010-2035