

Chapter 5 - Land Use

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(h), the Land Use element of a community's comprehensive plan is 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."

5.1. Overview

Rock County is unique in that it has only limited ability to make decisions that affect land use. That ability lies primarily with the Cities, Villages and Towns of Rock County through their zoning authority. Each City, Village and Town in Rock County is making population projections based upon the amount of growth they want to have and on other criteria that each has decided is appropriate for their community. Each community has then made housing and land need projections based on their own projections for population.

Rock County recognizes and acknowledges that each community has the right and responsibility to determine its own projected growth and future land needs, and that the land use plans of each community, whether it be City, Village or Town, controls land use decision making within that jurisdiction. **It is therefore imperative that anyone wanting information on land use anywhere in Rock County consults the local jurisdiction or jurisdictions' future land use map (s) to obtain the most current and accurate land use information available.** Each City and Village land use map as of 2009 is located in Section IV: Appendix I - City and Village Future Land Use Map of this *Plan*.

This Chapter will demonstrate one possible scenario for additional future land demand for residential, commercial and industrial uses based on a widely accepted methodology for

projecting population. Although there may be inconsistencies between projections made in this Chapter and those made by individual communities, the goals, objectives and policies of this Chapter are intended to bring a balance to the way communities in Rock County view their future land use.

As such, this Chapter is only intended to serve as a tool to support and guide local land use plans and maps by illustrating historic land use trends, existing planning factors and future land use expectations as well as presenting information and education on current planning principles and opportunities and possible future land use conflicts. To that end, the goals, objectives and policies of this Chapter are directed toward suggesting methods and strategies for local governments to achieve their land use goals through careful planning, intergovernmental cooperation and effective policy making and more importantly, toward recommending means by which to reach a unified regional vision for Rock County.

Therefore, in order to implement this Chapter's goals, objectives and policies, Rock County must aggressively and proactively implement the other Chapters of this *Plan*, to achieve this successful regional vision regarding land use. This is especially true with significant priority and importance, in the implementation of the goals, objectives and policies in Section II: Chapter 10 - Intergovernmental Cooperation of this *Plan*. It is expected that the primary role of the Rock County Planning, Economic & Community Development Agency will be to educate, coordinate and mediate, where needed, for intergovernmental planning and cooperation that helps to bring together ideas and views of every community in Rock County.

5.2. Existing Plans and Programs

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 Chapter. Farmland preservation, ESOSAs (steep slopes, hydric soils, floodplains, wetlands, etc.) and extraterritorial jurisdiction are three fundamental planning concepts and tools that have influenced land use patterns in Rock County for the past several years. Those concepts and tools, as well as others, are addressed in currently existing plans and programs that regulate or affect land use throughout Rock County. Additionally, future land use maps that are currently being developed by all jurisdictions within Rock County will all need to be considered for their affect on one another throughout the planning period.

City, Village and Town Land Use Plans and Maps

Some Towns in Rock County adopted future land use plans in the mid 1990s. Most of those Towns wrote their plans with the aid of the Rock County Planning, Economic & Community Development Agency and most of the plans have been used to guide land use decisions since their adoption. Nine Towns have worked with the Agency to produce new land use plans that are consistent with comprehensive planning legislation (State of Wisconsin Statute 66.1001). Cities and Villages in Rock County have also had land use plans to guide their growth in the past,

and all of them have, either independently or with a private consultant, gone through a comprehensive planning process similar to the process Towns have gone through to update their land use plans.

Farmland Preservation Program/Agricultural Preservation Plan and Map

The State of Wisconsin Farmland Preservation Program has served as a tool to help sustain farming as a viable economic option for farmers throughout Wisconsin. Because of this program, a detailed *Rock County Agricultural Preservation Plan: 2005 Update* 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 through the State program. The map also depicts where urban and rural growth is expected to occur. Limitations of the plan for preservation of agriculture include the ability of the landowner to leave the program at any time and convert the land to another use. Proposed land divisions may not be denied at the County level based on conflict with the plan alone. So, 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 Rock County 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.

Rock County, Wisconsin 2009-2014 Parks, Outdoor Recreation and Open Space (POROS) Plan

The POROS Plan is intended to be adopted as a part of, and implemented in coordination with this *Plan*. See Section II: Chapter 3 - Natural Resources of this *Plan* for a more complete description.

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. 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.

Managed Forest Land

Several property owners in Rock County are in WDNR's Managed Forest Law (MFL) 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 MLF 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 (WDOR) 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 Rock County.

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 Rock County 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.

Plans/Maps From Outside Rock County

Although plans from other counties or neighboring communities do not have direct jurisdiction in Rock County, they may affect what happens here. It is important to be aware of those plans and policies to gain a more detailed and realistic idea of how regional activity may affect Rock County. Both local and regional plans can help to suggest future trends, pressures, opportunities and constraints for future land uses in Rock County.

5.3. Existing Land Use Inventory and Historical Trends

In order to be able to plan for future land use it is essential to know what currently exists on the land. Existing land uses can be explored and analyzed in a variety of ways for Rock County. The information provided throughout this Chapter, such as the 2000 Rock County Land Use Inventory, focuses primarily on the unincorporated areas of Rock County yet some of the information will include data and analysis that also includes the urban areas of the County, such as that found in the projection analysis. For the purpose of analyzing the unincorporated areas of Rock County, the following data sources will be discussed:

- 2000 Rock County Land Use Inventory
- Wisconsin Department of Revenue (WDOR) Assessment data
- Local zoning ordinances and maps
- Current land use maps

This section will compare trends by comparing information from these data sources, however because of the lack of consistent historical land use data from any one source it is impossible to do a valid analysis of past trends. An analysis of historical trends in the price of land will also appear at the end of this section.

2000 Rock County Land Use Inventory

Studying existing land use activities is an important step in planning for future land use. The 2000 Rock County Land Use Inventory is the most current unincorporated Rock County land use map available (see Map 5.1). 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 Rock County, however, used similar but slightly different ways of identifying and categorizing land use. This fact prevents accurate comparison of the 2000 Rock County 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 inventory has, however, provided Rock County with a consistent and systematic way to categorize unincorporated land uses that can continue to be used for future Countywide inventories. It is important to note that this inventory was not completed for the incorporated areas of Rock County because each of the incorporated communities have taken the responsibility for identifying and mapping their own land use. Historically, some Rock County Towns, however, have taken the portion of the 2000 Rock County Land Use Inventory map representing their Town and have used it in their development/comprehensive plans as their current land use map.

On the following page, descriptions of each of the categories used in Map 5.1 are listed in the order of highest percentage of the total unincorporated land use to the lowest percentage of the total unincorporated land use (see Section IV: Appendix H - Land Use Category By LCBS Category of this *Plan* for more specific information about the categories used to develop Map 5.1)

- *Dark Green: Natural Resource-Related Activities - 365,612 acres (87.5%)*
This category includes all types of farming and mining. As expected in Southern Wisconsin unincorporated areas, the largest percentage (nearly 88.0%) 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 87.1%) while mining activities account for only 1,691.7 acres (or .4%) of the total unincorporated land area.
- *Yellow: Residential Activities - 24,039 acres (5.8%)*
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 (i.e. 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.

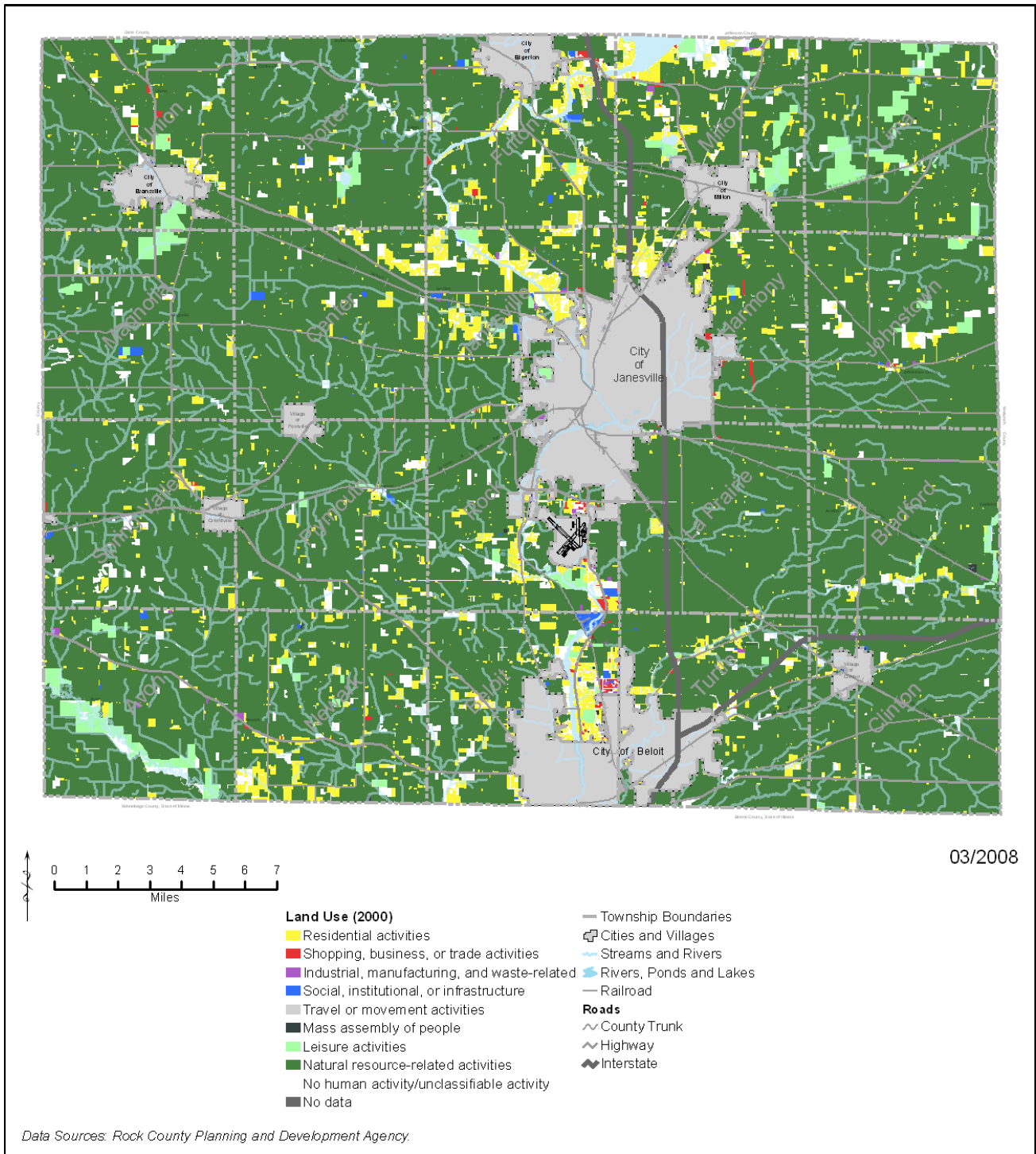
Residential activity was the second most prevalent activity in unincorporated Rock County in 2000 at 5.8% of the total land use. The most common form of residential use in unincorporated Rock County is single-family residential housing. Some of that housing is in rural subdivisions and some of it is in a scattered housing pattern, often along convenient transportation routes to urban areas. Evidence from Town zoning maps and WDOR assessment data (discussed later) confirm residential as the land use that is the most commonly occurring developed use that is planned for short-term future development.

- *White: No Human Activity or Unclassifiable - 13,197 acres (3.2%)*
Areas such as forests or wetlands and other unusable areas that are not part of a park areas may have been previously categorized as waste in other land use inventories, are classified as no human activity. This category also includes activities that are yet to be determined (1.7 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 land that is unclassifiable or yet to be determined is likely to vary over the planning period.
- *Light Green: Leisure Activities - 9,753 acres (2.3%)*
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 relatively large amount of land compared to other uses, 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.

- Blue: Institutions, Utilities and Infrastructure - 1,446 acres (.35%)**
 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 and utility providers to decide where and when more land for these services are needed or wanted within the unincorporated jurisdictions.
- Red: Commercial (Shopping, business or trade activities) - 999 acres (.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 1% 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.
- Purple: Industrial - 526 acres (.1%)**
 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 sewer system) and the amount of industry in rural Rock County is not likely to change drastically. Current Town land use and zoning maps confirm that little additional land is currently set aside for industrial uses.
- Black: Social, Cultural or Religious Assembly - 213 acres (.1%)**
 Churches are likely one of the most common uses that were classified into this category. Although there are churches and other meeting places in many 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.
- Dark Grey: No Data**
 The incorporated areas of Rock County (Cities and Villages) were omitted in the 2000 Rock County Land Use Inventory, therefore no data were available for these areas. This category has been omitted from the percent of acreage calculation.



Map 5.1:
Land Use Inventory: 2000



Wisconsin Department of Revenue (WDOR) Assessment Data

Another source of land use information comes from WDOR tax assessment data. This data is useful in Rock County because it is based on consistently categorized land information that is reported annually for tax assessment purposes. However, shortfalls for the use of this data for making assumptions about land use do exist.

Shortfalls of the WDOR data for tracking land use are:

1. There is no map associated with the data.
2. Not all properties are viewed for reassessment every year and therefore the data may contain estimates of the number of acres in any one use in a given year based on information from the previous assessment.
3. In cases where no structural changes have taken place on a parcel, there may not be new data provided on the property even if the primary activity has changed.

These shortfalls indicate that this data may contain flaws from year to year, and may have flaws for use as projection data, however it is the best historical data available to Rock County at time and so will be used for a general outlook on future land use.

Property in Wisconsin is taxed based on the classification of private property into categories that indicate how the land is being used and what type of structure appears on the land. The WDOR has very clear guidelines and definitions of each type of use because ultimately, the amount of money that landowners owe in taxes is directly relevant to the type of land they own, because of the policy of use-value assessment, discussed previously in this Chapter. This makes for a very consistent method of categorizing land at such time as a property is assessed.

The WDOR data differs from the 2000 Rock County Land Use Inventory data discussed previously in that the data is for assessment purposes and therefore, different parameters were used to categorize land use. Additionally, the WDOR data includes data collected in the incorporated areas of Rock County. Rock County totals include all Cities and Villages. It is important to note that when the 2000 Rock County Land Use Inventory categories are combined to roughly match to WDOR data for Towns, that the amount and proportion of each land use relative to the others is fairly consistent between the two data sets. This fact builds confidence in the use of the WDOR data for future land use projections that will appear later in this Chapter.

Definitions of the land uses that have been derived by WDOR data are listed below. As suggested above, some of the WDOR land use classifications have been combined to accommodate the purpose of this analysis, which is to show historic land use trends. The WDOR categories entitled agriculture, agriculture forest, forest and other were combined to be able to more closely compare to the natural resource-related activities category in the 2000 Rock County Land Use Inventory. Commercial uses in this system compare roughly to the combined categories of commercial, institutional (not including government property), social/cultural and part of the travel or movement categories in the inventory, residential and industrial compare to the categories of the same names, and finally, land classified as undeveloped is roughly the

same as those classified under no human activity plus the part of the travel or movement category that represents road right of way.

- *Agricultural (Includes WDOR categories of Forest, Agricultural Forest and Other)*
Lands devoted primarily to agriculture, small-scale agricultural forestation and lands that are producing, or are capable of producing, commercial forest products (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. This category does not include forests or woods that are in parks or that are not being forested under WDOR definitions.
- *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.
- *Industrial*
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 5.2 shows the acreage and percent of the total of each land use using WDOR data and the combined classifications for the year 2005.

Figure 5.2:
Land Uses Based On WDOR Rock County* Tax Assessment Data: 2005

Land Use Category	Acres	Percent
Agricultural**	344,020	82.9%
Residential	35,913	8.7%
Commercial	8,063	1.9%
Industrial	1,999	.5%
Undeveloped	25,036	6.0%
TOTAL	415,031	100.0%

*Source: Statement of Assessments: Wisconsin Department of Revenue - 2005
Rock County Planning, Economic & Community Development Agency - 2008*

** Includes incorporated and unincorporated areas*

***The Agricultural category consists of four WDOR categories: Agriculture, forest, agricultural forest and other*

Figure 5.3 on the following page shows WDOR land acreage by assessment categorization and by municipality. The percent of total Rock County land area by use is shown by total percentage of each use per municipality. This helps to illustrate a comparison of the amount of land currently used in each category. For example, even though the population of the Towns in 2005 was only about a quarter of the combined population of the Cities and Villages, residential uses in the Towns occupied 6.2% of the total County assessed area whereas the population of the Cities and Villages only required 2.4% of the total County assessed area. This suggests that significantly fewer people were housed on much more land in the rural areas than in the urban area.



**Figure 5.3:
WDOR Assessment Categorization by Municipality and County: 2005**

Unincorporated Towns	Residential Acreage	Commercial Acreage	Manufacturing Acreage	Agricultural Acreage	Undeveloped Acreage	Total Acreage of All Uses	Percent Total of All Rock County
Avon	501	39	11	17,091	2,093	19,735	4.8%
Beloit	2599	605	211	11,083	477	14,975	3.6%
Bradford	727	114	0	20,452	1,062	22,355	5.4%
Center	832	67	0	20,276	1,089	22,264	5.4%
Clinton	540	120	50	20,214	836	21,760	5.2%
Fulton	1844	319	3	14,716	1,315	18,197	4.4%
Harmony	1388	157	45	12,275	426	14,291	3.4%
Janesville	3954	281	10	11,388	302	15,935	3.8%
Johnstown	809	158	0	20,812	856	22,635	5.5%
La Prairie	318	516	21	19,661	732	21,248	5.1%
Lima	1226	48	0	16,883	2,531	20,688	5.0%
Magnolia	344	29	0	20,004	1,117	21,494	5.2%
Milton	1909	532	2	13,763	1,157	17,363	4.2%
Newark	1963	48	37	18,386	1,593	22,027	5.3%
Plymouth	1177	107	0	19,335	1,096	21,715	5.2%
Porter	847	2	0	19,737	1,356	21,942	5.3%
Rock	1696	416	14	11,526	2,133	15,785	3.8%
Spring Valley	405	54	0	18,956	1,886	21,301	5.1%
Turtle	1421	294	11	14,188	1,110	17,024	4.1%
Union	1365	325	0	17,010	1,637	20,337	4.9%
TOWN TOTAL ACREAGE	25,865	4,231	415	337,756	24,804	393,071	94.7%
PERCENT OF ROCK COUNTY	6.2%	1.0%	0.1%	81.4%	6.0%	94.7%	
City/Village	Residential Acreage	Commercial Acreage	Manufacturing Acreage	Agricultural Acreage	Undeveloped Acreage	Total Land Area	Percent Total of All Rock County
Clinton	50	141	28	133	0	352	0.1%
Edgerton	654	387	56	407	143	1,647	0.4%
Evansville	17	6	108	346	31	508	0.1%
Footville	125	30	20	348	0	523	0.1%
Janesville	5,432	2,267	815	1,891	58	10,463	2.5%
Milton	621	31	104	240	0	996	0.2%
Orfordville	187	29	8	303	0	527	0.1%
Brodhead	10	3	0	0	0	13	0.0%
CITY/VILAGE TOTAL	10,048	3,832	1,584	6,264	232	21,960	5.3%
PERCENT OF ROCK COUNTY	2.4%	0.9%	0.4%	1.5%	0.1%	5.3%	
ROCK COUNTY TOTAL ACREAGE	35,913	8,063	1,999	344,020	25,036	415,031	100.0%

Local Zoning Ordinances and Maps

Although zoning maps are not necessarily a good indication of what will occur on the land throughout the planning period, they generally are a good indicator of how the land is expected to develop in the short-term future and are a good reflection of what uses currently exist on the land. There may be exceptions to this point where zoning was changed to accommodate a new use and then the new use was never developed, however, it remains a fairly accurate indicator of current land use throughout Rock County. Map 5.2 shows a composite of updated and adopted Town zoning maps that are available to date. As more maps are available they will be added to the composite. Refer to individual official Town zoning maps for more detailed information.

Figure 5.4 lists generalized zoning districts that have been identified through Town zoning ordinances and the number of acres in each for all of unincorporated Rock County. Although the exact title and requirements of each zoning district may vary by Town, the basic precepts of the districts are accurately exemplified in the table. The zoning district that most Towns have titled exclusive agricultural (A-1) is characterized by the largest minimum lot size (35 acres in most Towns) and lowest dwelling unit density of all the zoning districts (usually one unit per 35 acres plus additional units under conditional use). It is thus the district that is most conducive to large-scale, productive agricultural activities. Conversely, the rural residential (R-R) and urban residential (R-1) and single and two-family residential (R-2) districts are designated for residential uses, at dwelling unit densities generally ranging between one unit per acre and one unit per three acres. In Towns where there exists a planned unit development (PUD) district, lower density developments are sometimes negotiated if there is municipal sewer available. Again, because the Countywide zoning categories have been generalized from Town zoning ordinances, it is important to refer to individual Town ordinances and maps for more detailed information.

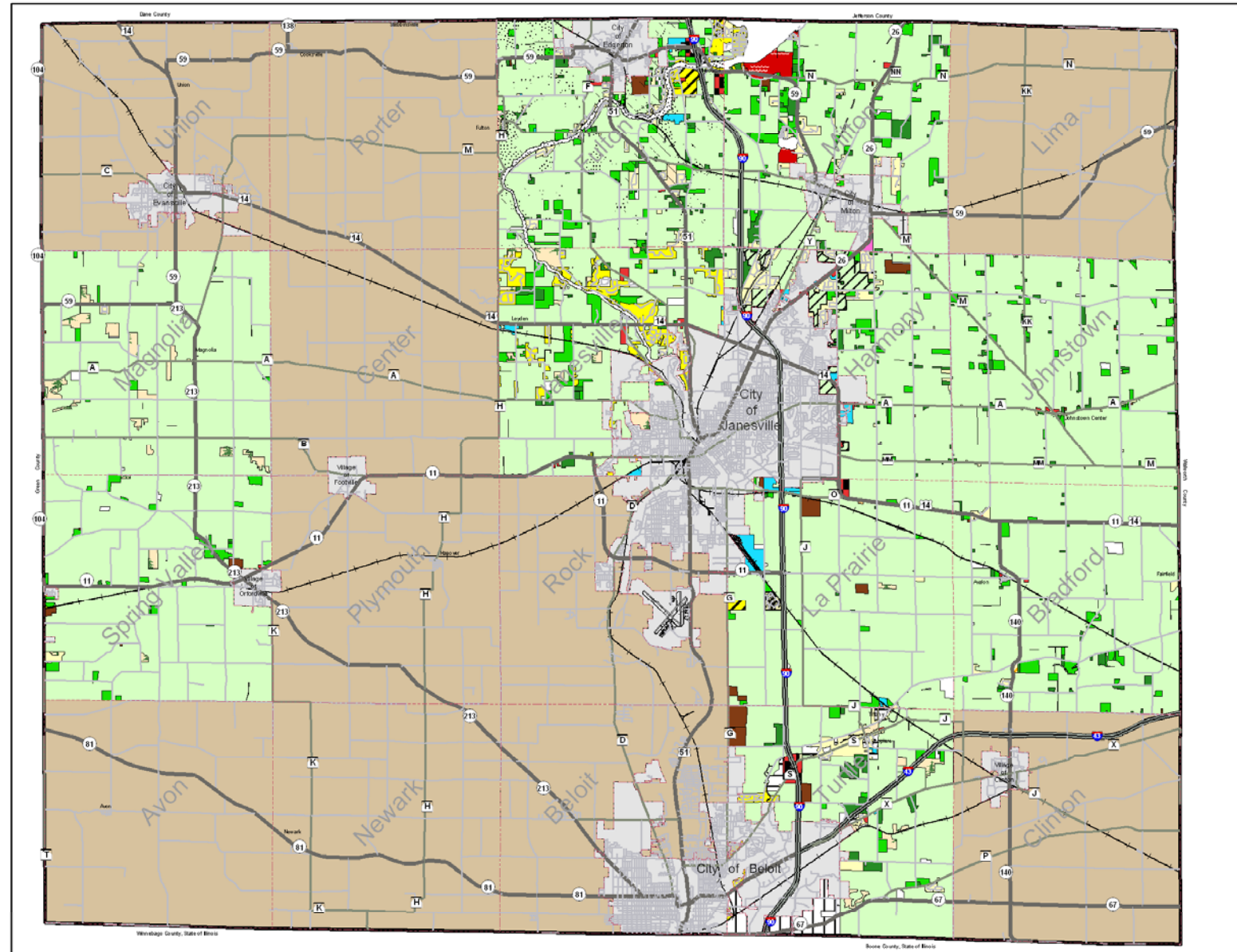
The purpose of presenting this zoning information is to provide another method of identifying current land use or uses expected in the near future. Figure 5.4 indicates that the majority (361,901 acres) of unincorporated Rock County is zoned exclusive agriculture (A-1), that the general agriculture (A-2) zoning district comprised the next largest portion of the County's land (14,582 acres), and the small-scale agriculture (A-3) zoning district comprised the third largest portion of Rock County in 2007. Combined, agricultural zoning comprises 82% of the total unincorporated zoned area in Rock County. This coincides with the WDOR assessment data for 2007 (82% agricultural).

Some Towns are using local zoning statistics as the best indicator of past and existing land use within that Town. Additionally, many Towns will be analyzing their current zoning and its applicability to what they want their future land uses to be. This is especially important since, according to State of Wisconsin Statute 66.1001 - Comprehensive Planning, zoning must be consistent with their comprehensive plans by January 1, 2010. Some Towns may be updating and using their zoning maps during the comprehensive planning process as a way to show shorter-term intended future land uses.

Map 5.2:
Composite Town Zoning: 2009

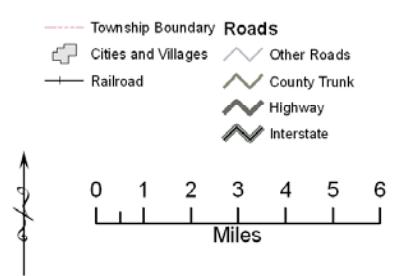
Zoning

Rock County Comprehensive Plan 2035 Map 5.2



Rock County, Wisconsin 6/2009

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|--|---|
| <ul style="list-style-type: none"> Not yet Approved by Town Overlay Districts ANT - Antenna C1 - Lowland Conservancy C2 - Highland Conservancy Zoning A1 - Exclusive Agriculture District A1A - Transition Area A2 - General Agriculture Area A3 - Small Scale Agriculture Area A4 - Agricultural Residential District B1 - Local Commercial District B2 - Large Scale Commercial District B3 - General Commercial District C2 - Highland Conservancy District CHI - Commercial Highway Interchange District CR - Commercial Recreation District DEDICATED | <ul style="list-style-type: none"> IN - Institutional District M1 - Light Industrial District M2 - General Industrial District MHP - Mobile Home Park District PUD - Planned Unit Development R1 - Urban Residential District R2 - Single and Two-Family Residential District R3 - Multi-Family Residential District R3E - Elderly Residential District RAT - Rural Agricultural Transition District ROW-DOT RR - Rural Residential District RR/A - Rural Residential/Ag District RRROW SFRR - Single Family Rural Residential District SP - Special Purpose District TBC1 UAT - Urban Agricultural Transition District Mobile RR District |
|--|---|



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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.

Data Sources: Rock County Planning and Development.

**Figure 5.4:
Unincorporated Zoning: Rock County: 2007**

Unincorporated Rock County Zoning District	Zoning District Code Designation	Acres	Percent of Total Zoned Areas In Unincorporated Rock County
Exclusive agriculture	A-1	361,901	88.1%
Agricultural transition	A1A	2,936	0.7%
General agriculture	A-2	14,592	3.6%
General agriculture	A-3	14,592	3.6%
Small-scale agriculture	A-3	7,135	1.7%
Agricultural residential	A-4	9	< 0.1%
Local commercial	B-1	489	.01%
Large-scale commercial	B-2	695	.02%
General commercial	B-3	67	< 0.1%
Lowland conservancy overlay	C-1	20	< 0.1%
Highland conservancy overlay	C-2	3,295	0.8%
Commercial highway Interchange	CHI	653	0.2%
Commercial recreation	CR	532	0.1%
Institutional	IN	96	< 0.1%
Light industrial	M1	1,314	0.3%
General industrial	M2	399	0.1%
Mobile home park	MHP	247	0.1%
Planned unit development	PUD	297	0.1%
Urban residential	R-1	3,709	0.9%
Single and two-family residential	R-2	32	< 0.1%
Multi-family residential	R-3	40	< 0.1%
Elderly residential	R-3E	4	< 0.1%
Rural agricultural transition	RAT	357	0.1%
Rural residential	RR	5,449	1.3%
Rural residential/agricultural	RR/A	95	0.0%
	RU2	389	0.1%
	RU3	135	0.0%
Single family rural residential	SFRR	2,153	0.5%
Special purpose	SP	2,165	0.5%
	TBC1	292	0.2%
Urban agricultural transition	UAT	1,238	0.4%
UNINCORPORATED TOTAL	-	410,674	100.0%

Source: Rock County Geographic Information System data - 2007
Rock County Planning, Economic & Community Development Agency - 2007
Rock County and Town Ordinances - 2007

Current Land Use Maps

As previously stated, Rock County does not have zoning authority and also does not have the authority to make land use decisions for Towns within Rock County. Historically, Towns have produced their own land use map, sometimes with County assistance, at varying times with varying criteria and appearance. Many Town land use plans, however, are outdated or simply do not exist at all. More current, quality land use data is simply not available from all 28 municipalities in Rock County, therefore, there is no way to compile a more current valid Countywide land use map. For this reason, there is no current Countywide land use map in existence that is more recent than the Rock County 2000 Land Use Inventory, showing consistent, valid land uses. Rock County is planning to do another Countywide snapshot of current land uses, similar to the 2000 Land Use Inventory on page II-5-9 of this Chapter, after the release of 2010 Census data when new aerial photography becomes available. Rock County may also compile a quilt of new Town level current land use maps after they have been adopted through the comprehensive planning process or have been newly produced.

Trends in Land Value and Price

Analyzing trends in land value over time provides a means by which to analyze the demand for land for different uses. The precepts of demand theory tell us that when demand goes up, so does price (value). Figure 5.5 shows the WDOR total assessed value of each type of land use, without improvements, for the entire County, divided by the number of acres assessed, to give a per-acre value. These trends illustrate a significant increase in land value for all categories, especially for residential and agricultural land, between 2003 and 2008. Notably, agricultural land sells for a much lower price than residential property does, even though it may sometimes be intended for a non-agricultural use. This trend has created an atmosphere where it may be more affordable or more advantageous to buy a large piece of rural property (i.e. 35 acres or more) than to buy a much smaller urban lot for the primary purpose of building a house. This creates an incentive for homebuilders to locate in rural areas on very large lots.

Figure 5.5:
Trends in Assessed Land Value Per Acre: Rock County: 2003-2008

	Assessed Value Per Acre						Percent Change: 2003-2008
	2003	2004	2005	2006	2007	2008	
Residential	\$31,536	\$31,866	\$33,407	\$34,723	\$37,788	\$39,379	+24.9%
Commercial	\$35,021	\$33,421	\$36,942	\$37,840	\$36,656	\$40,878	+16.7%
Manufacturing	\$14,248	\$14,147	\$14,202	\$15,130	\$16,233	\$16,872	+18.4%
Agricultural*	\$342	\$383	\$370	\$404	\$440	\$445	+30.1%
Undeveloped	\$282	\$196	\$202	\$215	\$251	\$719	+155.0%
Total	\$3,654	\$3,831	\$3,995	\$4,250	\$4,606	\$4,854	+32.8%

*Source: Statement of Assessments: Wisconsin Department of Revenue - 2003-2008
Rock County Planning, Economic & Community Development Agency - 2008*

**Includes incorporated and unincorporated areas*

Further analysis of the increase in agricultural land value shows meaningful trends when comparing the price of agricultural land for continued agricultural use compared to the price of agricultural land for a use other than agriculture. Over the 10 years shown in Figure 5.6, the price of land continuing in agriculture more than doubled, which sounds significant until it is compared to the price of agricultural land diverted to other uses which was nearly five times the price in 2007 than it was in 1998. In 2007 the price of agricultural land intended for other uses was nearly three and a half times higher than the price of land staying in agricultural use. These figures further indicate the high level of development pressure on agricultural land in Rock County.

Figure 5.6
Trends in Agricultural Land Prices for Agricultural Use and
Agricultural Land Diverted to Other Uses: Rock County: 1998-2007

	Continued Agricultural Use		Agricultural Use Diverted to Other Uses	
	Number of Sales	Price Per Acre	Number of Sales/ Price Per Acre	Price Per Acre
1998	32	\$2,375	18	\$2,903
1999	23	\$2,233	14	\$3,644
2000	36	\$3,034	10	\$5,190
2001	23	\$3,095	20	\$3,555
2002	29	\$2,976	16	\$3,587
2003	38	\$3,339	3	\$3,950
2004	49	\$3,703	7	\$7,348
2005	43	\$4,531	6	\$13,243
2006	25	\$4,567	7	\$8,248
2007	42	\$5,074	4	\$17,145

Source: Land Sales Report: United States Department of Agriculture, National Agricultural Statistic Service

5.4. Land Use Projections

Over approximately the past two decades, Rock County has experienced growth that had previously been unrealized in the County’s history. Rock County has experienced a change from past years when most of the population was tied to the agricultural industry in some fashion, to being a community largely populated by people who work in non-agriculture. Fast and convenient transportation corridors that link nearby large urban centers has made Rock County a desirable place to live, even for those who are employed outside of the County. The presence of Interstate 90/39 which connects the Chicago metropolitan area, the City of Rockford, and the Cities of Beloit and Janesville, through the middle portion of the County, to the Madison metropolitan area, as well as Interstate 43 connecting the County to the Milwaukee area have been heavily influential in the growth of Rock County. Comparatively low land prices and pleasing environmental amenities have helped to spur primarily single-family residential development within easy commuting distance of these corridors and others (such as U.S.

Highway 14 and State Highway 26). These transportation amenities have been part of the reason that Rock County has gone from being a largely rural community with small Cities and Villages to having quickly developing and expanding urban centers and rural residential communities.

There is continued pressure for housing development and transportation improvements to serve this expanding Rock County population. Even though a current economic downturn has slowed growth, it is expected that the demand for housing will be a strong economic factor once again at some point in the future, thus warranting continued planning for growth throughout the planning period, to 2035. Additionally, preservation of agriculture and natural resources is an important aspect of future land use planning. This *Plan* has addressed this issue in Section II: Chapters 2 and 3 and will continue to present additional strategies for how Rock County can balance the need for growth while maintaining its rural and agricultural roots (see Section II: Chapter 10 - Intergovernmental Cooperation and Chapter 11 - Implementation).

Projection Selection

In developing and presenting this *Plan*, Rock County has formulated various projections utilizing multiple methodologies integrating the best available information and data. This *Plan* utilized United States Bureau of the Census and Wisconsin Department of Administration (WDOA) projections where available, as these projections were formulated by non-partisan, professional demographers. In those cases where United States Bureau of the Census and/or WDOA projections were not available, projections were formulated by Rock County staff, utilizing best available information and data, with the best interest of all County resources and residents in mind.

Rock County recognizes that individual local communities located in the County have and will formulate and present projections in their comprehensive plans that may contrast with those presented herein, and that those projections were formulated with the best interest of each local community's resources and residents in mind.

Therefore, in recognizing Rock County's role as a regional, coordinating planning body, tasked with planning for the best interest of all County resources and residents, and to ensure clarity and consistency in development and presentation of this *Plan*, Rock County will utilize the projections as presented herein, while concurrently recognizing that projections put forth by local County communities in their comprehensive plans may contrast with said projections.

As previously referenced in other Chapters of this *Plan*, the WDOA population projections have been chosen by Rock County to estimate future growth. The WDOA projections may appear conservative compared to population projections based on other methodologies used by communities in Rock County in the formulation of their individual comprehensive plans. The WDOA projections, however, are based on historical population growth trends over time, thus it is reasonable to assume that WDOA projections are a fair indicator of what future population

growth will be in Rock County as a whole. While other jurisdictions are utilizing methodologies that are projecting greater growth (i.e. greater increases in population) for their communities than the WDOA is projecting, Rock County is continuing to use the WDOA projections because there is no indication that these trends will change in the future.

Future Residential Land Demand

According to WDOA projections, Rock County is expected to need approximately 12,033 additional households between 2010 and 2035 to accommodate new population. The density (how close together) at which future additional households are built will determine the amount of land needed to accommodate the new population. The methodology chosen by each individual community in Rock County for projecting population as well as the assumptions made by each community for expected density will determine the amount of land needed to accommodate housing in each community. The amount of land needed to accommodate new housing based on the WDOA housing projections will not be calculated because the methodology, projection parameters and desired density for new development differs for each community, making any countywide projection inaccurate. The estimated amount of housing expected in the County and for each community based on the methodology chosen by Rock County will be explored further in this *Plan*, in Section II: Chapter 6 - Housing.

Land Demand Based on WDOR Data

WDOR provides fairly consistent data on land use through land assessments, however, only those lands that are assessed for property taxing purposes by the WDOR are included, meaning that no government owned property, except parks, is included in the totals. The WDOR data is especially useful for projecting the need for commercial and industrial types of land uses other than governmental uses such as parks and government buildings that might be classified as social or institutional in the 2000 Land Use Inventory. Analysis was done by Rock County Planning, Economic & Community Development Agency based on projecting the amount of acreage found in each land use in the 2005 WDOR data.

These projections were formulated utilizing the 2005 WDOR Statement of Assessment total acreage for each type of property divided by the population ratio for those uses, which was then applied to the WDOA population projection scenario as presented in Figure 5.7. Figure 5.7 indicates that the County will need an additional 1,116 acres of commercial land and an additional 277 acres of industrial land between 2010 and 2035. According to WDOR data, it is expected that Rock County will need nearly an additional 4,972 acres of land for residential growth between 2010 and 2035, which would accommodate all of the new households (12,033 with the method used above) at approximately 2.42 units per acre.

The Countywide analysis that appears below is not being presented as an indication of what is expected to happen in Rock County in the future, but rather, is meant to serve as an approximation of what may happen if current trends continue according to projections based on

WDOA and WDOR data. The reality of how much growth is likely to take place in the future is entirely in the hands of each City, Village and Town in Rock County.

**Figure 5.7:
Projected Land Use Factors and Land Demand By Use: Rock County: 2010 - 2035**

	2005	2010 (2005- 2010 change)	2015 (2010- 2015 change)	2020 (2015- 2020 change)	2025 (2020- 2025 change)	2030 (2025- 2030 change)	2035 (2030- 2035 change)	Change: 2010-2035	
Population	156,994	160,911 (+3,917)	165,354	169,648	174,018	177,855	182,644	+21,733	13.5%
Households	-	63,590	66,133 (+2,543)	68,556 (+2,423)	70,877 (+2,321)	72,919 (+2,042)	75,623 (+2,704)	+12,033	18.9%
Residential land use in acres	35,913	36,809 (+896)	37,825 (+1,016)	38,808 (+983)	39,807 (+999)	40,685 (+878)	41,781 (+1,096)	+4,972	13.5%
Commercial land use in acres	8,063	8,264 (+201)	8,492 (+228)	8,713 (+221)	8,937 (+224)	9,134 (+197)	9,380 (+246)	+1,116	13.5%
Industrial land use in acres	1,999	2,049 (+50)	2,105 (+56)	2,160 (+55)	2,216 (+56)	2,265 (+49)	2,326 (+61)	+277	13.5%
Agricultural land use in acres	344,020	342,873 (-1,147)	341,573 (-1,300)	340,314 (-1,259)	339,035 (-1,279)	337,911 (-1,124)	336,506 (-1,403)	-6,365	-1.9%

Sources: Wisconsin Department of Administration - 2004
 Wisconsin Department of Revenue - 2005
 Rock County Planning, Economic & Community Development Agency - 2008 and 2009

While these WDOR figures are for all of Rock County, there is also historical data available at the Town level back to 2002 and possibly further. The same information when used at the Town level will provide another way to use past land use trends to predict future land use demand, etc. Like this *Plan*, most Town comprehensive plans analyze past growth patterns, supply and demand of land, population, age, housing and other pertinent trends, as well as the economic climate and transportation trends within the town.

Projection Analysis

As recent trends tell us, economic factors such as job growth or loss can profoundly affect the demand for housing and the amount of land required for new housing. The nation-wide aging of the population and the associated needs of an older population, as well as the changing influence of a new generation of landowners are likely to have a huge impact on how land is used in the future. Additionally, as stated above, new and improved transportation corridors are likely to change how land is used not only along those corridors, but also throughout the County. All of these factors plus others not mentioned here can and will affect land needs throughout the planning period.

While the projections provided in this Chapter provide a simple analysis of how Rock County might grow over the next 25 years, it must be cautioned that these projections (as well as any other projection methods) do not account for all of the factors that may affect future land use. Land use needs can be affected by many factors. Additionally, the individual communities within Rock County will choose to grow at varying rates and will require proportionately different amounts of land to accommodate new land uses in the future. Instead of attempting to calculate the amount of growth and future land needs for each individual community in Rock County, it will be assumed that each community will decide upon the amount of growth that they want or expect and will base their future land needs based on an analysis of those needs. Each community in Rock County will or already has addressed this question within each of their Comprehensive Plans.

5.5. Future Land Use Map

State of Wisconsin Statute provides that all cities and villages in Wisconsin are entitled to govern their own affairs (referred to as "home rule") including the use of land within their jurisdiction. The County has no jurisdiction and no influence over land uses within municipal boundaries. Towns in Wisconsin do not have the same statutory authority as cities and villages, but were granted the authority to adopt and administer their own local zoning ordinances by the County. The County, however, retains the authority to approve or deny land divisions in unincorporated areas based on various regionally applied criteria and, has historically conducted or assisted with land use planning efforts in all unincorporated areas of the County as well. For this reason, the Future Land Use Map contained in this Chapter (Map 5.3) does not show all of the land uses proposed in each incorporated municipality's future land use maps, but is a quilt comprised of future land use maps from each of the Towns within the County.

As stated in Section II: Chapter 2 - Land Use of this *Plan*, each city and village in the State of Wisconsin has the right to review and approve land uses, through plat review, in areas adjacent to their borders called extraterritorial jurisdictions (ETJ). There is a significant amount of area in the County where both municipalities, through their ETJ authority, and Towns, through their local zoning control, have authority over decisions that affect future land use. Map 5.3 therefore, additionally includes Countywide ETJs overlain to show areas where there may be limiting factors for town development and/or preservation. For further clarification, Map 5.4 also shows ETJ areas.

Most of the Cities and Villages in Rock County have planned future land uses that are outside of their current municipal boundaries, but are within their ETJ authority. These planned land uses may be different than the land uses that underlying Towns have planned for on their future land use maps. Map 5.3 therefore, delineates the furthest extent of those areas that have been planned by each of the urban municipalities for specific land uses (red lined areas titled Extent of Planned Municipal Future Land Use) to indicate where there may be potential for conflict with land uses planned by underlying Towns. It is possible to see the differing planned land uses in these potential conflict areas by comparing the future land use maps of Cities and Villages (see Section IV: Appendix I - City and Village Future Land Use Maps of this *Plan*) with those of

the Towns within the ETJ (Map 5.3). It is strongly recommended, however, that those wishing to know the specific planned future land use of a particular piece of land consult the future land use map of both the Town and the City or Village with ETJ authority in that area.

Map 5.3: Future Land Use (Map) reflects the current future land use maps of each respective Town in the County, per the Town's comprehensive plans, at the approximate date of adoption of the *Rock County Comprehensive Plan 2035* (September 10, 2009). This Map shall continue to represent and reflect the Town's most current future land use maps, to include all subsequent amendments and changes made by the respective Towns to their future land use maps prior to the next Rock County comprehensive plan update, scheduled for 2014.

Conflicts and Conflict Resolution

The fact that there are potentially going to be 31 different land use plans (from 11 Cities/Villages and 20 Towns) that can affect land use decisions in Rock County, will inevitably create conflict situations between communities, especially in the areas where more than one community has jurisdiction over land use decisions in one location (ETJ areas). The following is a list of all of the municipalities in Rock County, plus three additional municipalities that are not located within the County, but have extraterritorial jurisdictions that extend partially into the County:

- City of Beloit
- Village of Clinton
- City of Edgerton
- City of Evansville
- Village of Footville
- City of Janesville
- City of Milton
- Village of Orfordville
- City of Brodhead (Green County)
- Village of Brooklyn (Green and Dane Counties)
- City of Whitewater (Walworth County)

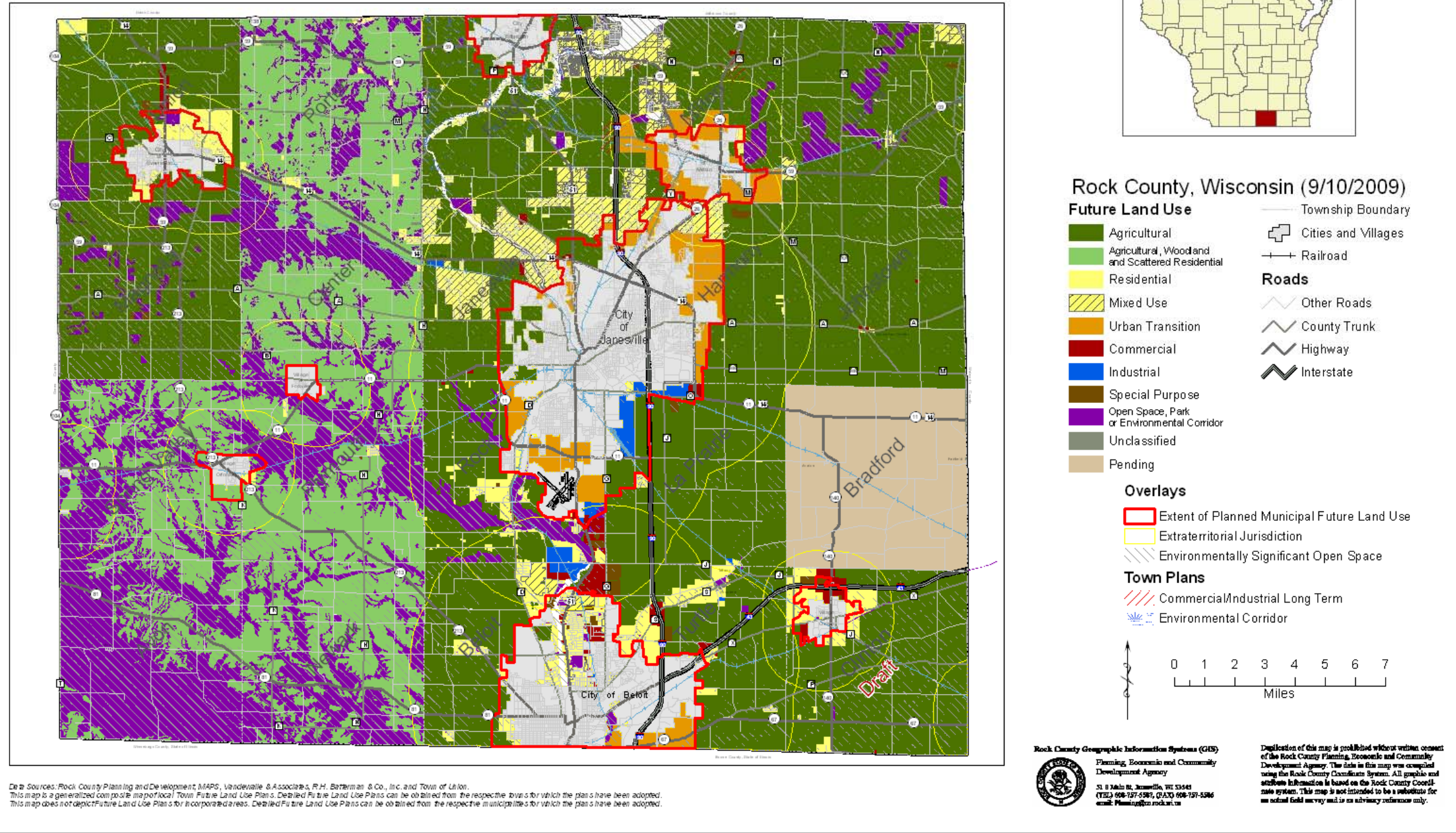
As part of the commitment to resolve conflict situations and to strengthen the future vision of Rock County, the Rock County Planning, Economic & Community Development Agency plans to analyze local future land use maps and goals and then make recommendations about how local communities can resolve conflicts. The agency also plans to educate local communities on how to utilize regional planning goals to bring about conscientious, region and community oriented thinking and planning on the local level.

The role of Rock County therefore, is not to control land use through the representation of land uses on the Future Land Use Map (Map 5.3), but to give a general overview of where Rock County might assist with coordination and cooperation between jurisdictions over areas of possible conflict. Concepts discussed further in Section II: Chapter 10 - Intergovernmental Cooperation of this *Plan* will guide Rock County in its effort to bring about conflict resolution that will ultimately result in the best uses of land throughout Rock County.

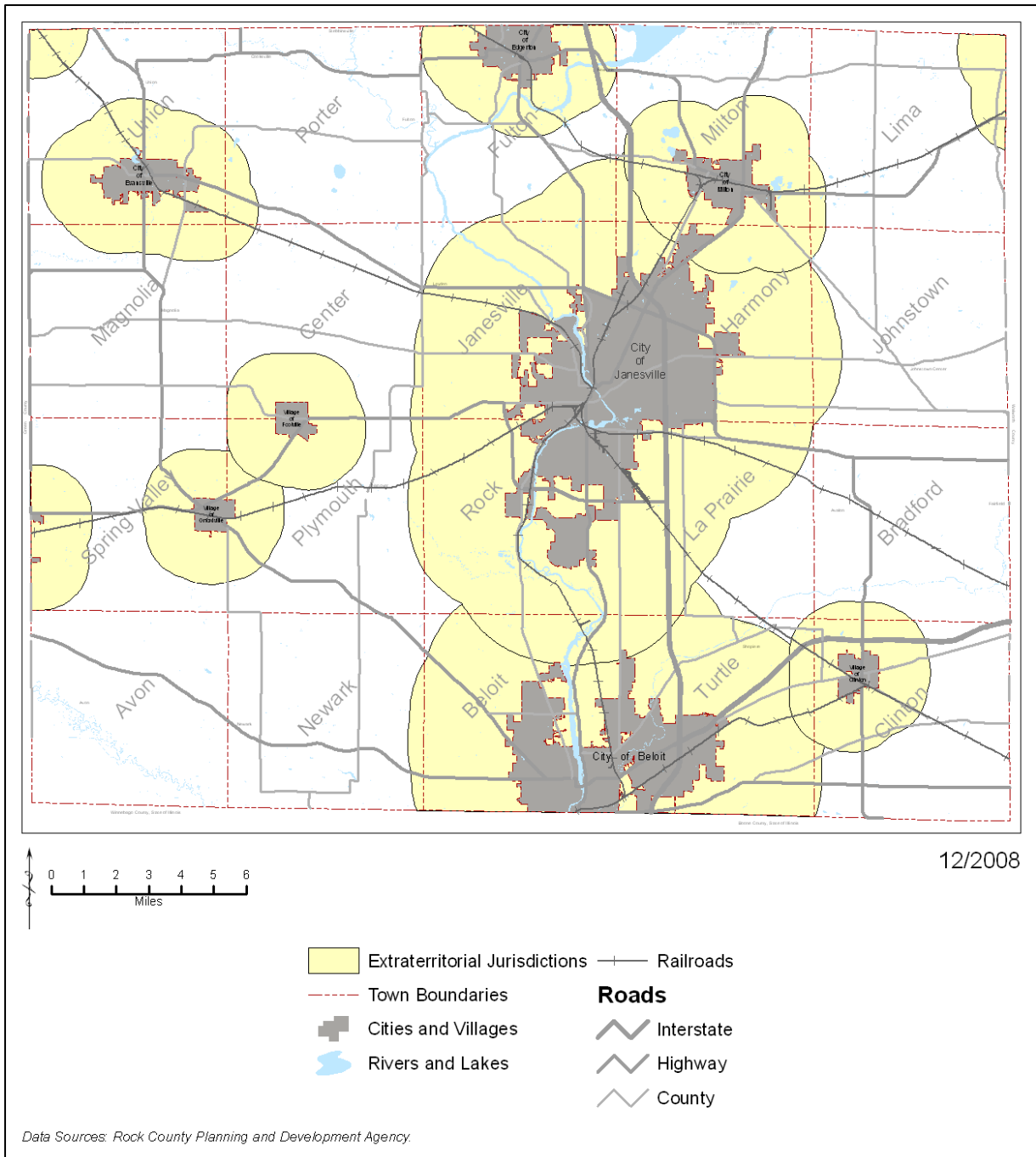
Map 5.3:
Future Land Use Map

Future Land Use

Rock County Comprehensive Plan 2035 Map 5.3



Map 5.4:
Extraterritorial Jurisdiction Areas: 2009



5.6. Land Use Issues and Opportunities

Issues can be current or predicted problems or conflicts and opportunities are probable emerging possibilities for Rock County given current conditions. Some issues and opportunities for the planning period have been identified below. Rock County does not have jurisdiction to

make decisions regarding many of the issues discussed in this section, however, the County is taking on the roll of educating, encouraging and supporting those communities that do have the ability and the responsibility to affect land use.

- **Agricultural Land Supply and Demand:** Rock County is home to some of the most productive agricultural soil found in the world (see Section II: Chapter 2 - Agricultural Resources of this *Plan*). Much of that prime agricultural land is in close proximity to major transportation corridors and in logical growth areas for Cities and Villages, particularly the City of Janesville. Historically, strong opposition to development, corporate and private landowner interest in preserving the farmland and wise City of Janesville officials have prevented the City from growing in the direction of this high quality, unique soil. Development pressure, however, continues to be very strong and there may be a growing attitude regarding inevitability that this land will eventually be developed to allow the City to grow and thrive. There is also strong awareness that once this land is developed, it will never go back to being prime agricultural land again. It is the recommendation of this *Plan* that the affected Town, Village and City jurisdictions take the opportunity to work in a cooperative effort to do conscientious planning and program development to preserve the prime agricultural land on into perpetuity.



- **Opportunities for Redevelopment:** Opportunities for redevelopment in Rock County are primarily found in the region's urban areas, specifically in areas designated as brownfields. Brownfields and the opportunity for their redevelopment are discussed in Section II: Chapter 9 - Economic Development of this *Plan*. In addition to brownfield locations, there may likely be several opportunities to enhance the developed community throughout the urban areas of Rock County such as through downtown revitalization and creating sustainable neighborhoods and commercial areas. It is recommended that an examination of each community's redevelopment goals be reviewed for any specific analysis on this topic.

- **Urban and Rural Divide:** In Rock County, as well as in all of Wisconsin, there exists a natural conflict on land use issues between urban and rural governing jurisdictions. Cities and villages often need more land at their borders to grow and expand. This need often conflicts with the needs and desires of the rural communities (towns) surrounding the urban area. There is competition between urban and rural jurisdictions for tax base as well as lifestyle choice along municipal boundaries. Those who have logically established their homes, and often their agricultural based businesses near urban centers are not always willing to give up their rural lifestyle to accommodate urban expansion.

This conflict becomes more complicated when looking at it from a land preservation point of view. Based on the fact urban development usually requires less land than rural development, it makes sense to allow urban areas to expand into rural areas. Cities and villages are able to provide the opportunity for more compact and efficient development that is on a more reliable municipal sewage system. Following the precepts of “good planning” suggests that urban expansion should be allowed wherever it is needed, however, common sense tells us that the rights, needs and desires of rural communities and landowners is equally important. Urban and rural communities will typically not work together or come to desirable land use decisions for both parties. Unfortunately, this lack of communication and cooperation between conflicting opinions can lead to inadequate, undesirable and/or inefficient outcomes that affect the entire region.

The best solution for managing these types of conflicts, is for urban and rural communities to come together in the spirit of intergovernmental cooperation to decide on what the real goals are for how to have the best regional community possible, how to jointly plan for balanced growth, how and where urban expansion is to take place and what types of development are appropriate in both types of communities (see Section II: Chapter 10 - Intergovernmental Cooperation of this *Plan*). These activities should include discussions on the potentially conflicting issues of annexation, differences in zoning and density regulations, and connectivity and compatibility of land uses. These issues can be addressed through intergovernmental agreements and jointly agreed upon policies and ordinances that are upheld in each jurisdiction. Striving for this type of intergovernmental planning activity presents the opportunity for Rock County to play a part in educating, facilitating discussions and mediating conflicts where necessary, so that the Cities, Villages and Towns of Rock County can work toward attaining the best possible future outcome.

- **Municipal Sewer and Private Septic Systems:** The factor that most affects the ability and efficiency for urban and rural areas to accommodate development is the type of sewer services that are available (see Section II: Chapter 8 - Utilities and Community Facilities, Map 8.2 of this *Plan*). Urban areas in Rock County have municipal sewer systems that are less likely to fail than private septic systems, although various types of private septic systems are available as well, and are being used in rural Rock County. Private mound systems are functional in almost any type of soil conditions, making it

possible for housing development to occur almost anywhere. Under current Rock County regulations, all residential private sewage disposal systems must be on lots that are a minimum of 40,000 square feet, or just under one acre. Urban residential lots, however, can be much smaller lots, thereby using less land for housing purposes and preserving agricultural land and open space.

The obligation presented by this situation is for Rock County to research and implement, if possible, regulations that would encourage the use of group septic systems in rural areas that will encourage clustered housing on less land. There is also the opportunity for Rock County to, once again, educate and facilitate discussions between urban and rural communities to plan specifically for municipal sewer services through a jointly agreed upon sewer service area.

- **Regional Transportation Systems:** Land use in Rock County is heavily influenced by its location on one national and several regional transportation corridors (see Section II: Chapter 7 - Transportation of this *Plan*). Proximity to the Interstate highway system, and several regional roadways and railways provides opportunity for Rock County businesses to participate efficiently in regional markets. This may mean that commercial and industrial land uses along with associated residential needs, may be more likely to locate here, given favorable economic conditions (see Section II: Chapter 9 - Economic Development of this *Plan*).
- **Variation in Zoning and Density:** Every community in Rock County has its own land use vision that is presumably held up through each community's individual policies and zoning regulations. This produces a great amount of variability in what kinds of developments that are desirable and allowable in each community. That variability sometimes leads to conflict, particularly in urban fringe areas. Conflicts in these areas can come to a better and fairer conclusion when communities come together to analyze and visualize the similarities and differences in their zoning and density desires and policies. Intergovernmental agreements are a good tool to address specific zoning and density requirements that are agreed upon by all parties.

In some cases, especially in rural communities, current zoning ordinances are not designed to carefully regulate density and may produce a different development pattern than was desired even by the jurisdictional community itself. Rock County can provide education to further an understanding of zoning and density issues and model ordinances to address zoning and density issues. Rock County can also help to facilitate discussions between communities for a desirable outcome for the communities involved, as well as for the region as a whole.

Programs that are based on joint agreements for zoning and density such as PACE/PDR and TDR programs would require a major cooperative effort between urban and rural areas to come up with an effective method to encourage development to go into

designated development areas while leaving others for preservation purposes. In the case of TDR, it would be necessary to downzone in both sending and receiving areas, where additional development rights would need to be purchased to build at a higher than typical level. This type of program is only attainable with careful joint planning and cooperation. Rock County is poised for providing the type of guidance to communities to discuss and facilitate these types of innovative land use options.

- **Neighborhood Design and Connectivity:** One of the ways to encourage people to consider living in compact rural or urban environments is to make those neighborhoods just as pleasing, but more convenient than living on large rural lots or in areas that are not as well suited for housing development. Several factors can help to improve the urban living environment.

The way a development looks and feels as a motorist or pedestrian moves through a neighborhood is affected by such factors as street length and width, street curvature, street lighting, parkway plantings, sidewalks and pedestrian paths and the availability and accessibility of parks and open space. A variety of housing types (including multi-family) and costs can help to bring interest and accessibility to a planned neighborhood to a wide variety of people. Sharing open space in a cluster development type of design can provide homeowners with the opportunity to enjoy higher quality open space with less individual maintenance responsibility (ownership and maintenance of open space is often undertaken by a homeowners association). Done properly, cluster housing together with the use of a group onsite septic system can decrease the negative effects of housing on the environment and agriculture and increase homeowner satisfaction.

- **Development Design:** Another way that communities of Rock County can establish and maintain community identity is to have a process for reviewing and approving development designs. Higher quality, more efficient and livable and aesthetically more pleasing urban developments can be achieved through such things as architectural control, landscaping regulations and density regulations along with policies stating the desirability of mixed uses, connectability and walkability. In rural areas, policies on rural clustering, road screening, landscaping, compatible uses and density can have a dramatic effect on the rural landscape. Rock County is willing and available to assist communities with these types of efforts.
- **Low Impact Development (LID):** LID is an innovative stormwater management approach with a basic principle that is modeled after nature, managing rainfall at the source using uniformly distributed decentralized micro-scale controls. LID's goal is to mimic a site's predevelopment hydrology by using design techniques that infiltrate, filter, store, evaporate, and detain runoff close to its source. Techniques are based on the premise that stormwater management should not be seen as stormwater disposal. Rock County should encourage the use of LID where feasible.

- **Community Attitude and Cooperation:** There is no doubt that the attitude and desires of the individual communities within Rock County will have a strong effect on how land use is considered now and how the county as a whole will look in the future. It is important for each individual community to understand the effects of their land use policies and decisions and to carefully consider new ways to manage development.

A main challenge of this *Plan* is to promote and encourage the orderly, efficient and compact development of land in a manner that maintains a balance among the preservation of environmentally sensitive areas and agricultural land and the need for continued development. As such, future land use decisions must be careful to compatibly and efficiently maximize the County's limited land resources while respecting the rights of landowners. This Chapter, as well as other Chapters of this *Plan*, has identified some of the integral elements needed to achieve the desired balance.

Accomplishing smart growth will ultimately require a cooperative effort between County and municipal government in the management of future development. Rock County recognizes that each individual community will continue to create its own plans and implement local land use changes through local ordinances. The goals, objectives and policies of this Chapter provide recommendations not only for Rock County but also for local units of government so as to serve as a framework for those communities to build and implement future plans, policies and ordinances for the fair, efficient and coordinated management of future land use.



5.7. Land Use Goals, Objectives, and Policies

Past growth trends in Rock County suggest that there will be continued growth in population throughout the planning period. This growth will affect the need for housing, schools, employment and services throughout Rock County. The goals, objectives and policies presented herein are intended to help guide future development and redevelopment to meet these future needs, not by making specific land use recommendations, but by helping to bring together the visions of all of the Towns, Villages and Cities throughout Rock County. Tools for how all jurisdictions can work together toward common goals using the ideas and concepts presented throughout the Chapter are supported by the following goals, objectives and policies.

Land Use Goal

- 5.1. Provide information, education, strategies, recommendations and policies for building consensus on land use goals and policies for each of the Towns, Villages and Cities of Rock County thereby strengthening the vision of the future for all of Rock County.

Land Use Objectives and Policies

- 5.1.1. Encourage and support consensus building on land use issues through promoting and facilitating intergovernmental communication and cooperation.
 - 5.1.1.a. Rock County shall provide a forum for collaborative planning efforts across time and jurisdictions.
 - 5.1.1.b. Rock County shall encourage coordination and evaluation of land use policy between all jurisdictions in Rock County.
 - 5.1.1.c. Rock County shall promote intergovernmental communication to assure the compatibility of adjoining land uses for both existing and future development.
 - 5.1.1.d. Rock County shall provide models and encourage towns and municipalities to make revisions to their ordinances to be compatible with one another and with the *Rock County Comprehensive Plan 2035*.
 - 5.1.1.e. Rock County shall encourage and help to facilitate communication and coordination between governments, schools, environmental organizations, utilities and other entities or organizations that are interested in or have an affect upon future land use.
 - 5.1.1.f. Rock County shall encourage comprehensive and joint planning of utilities and services, such as public sewer, public water and onsite sewage disposal systems so that such utilities and services compliment rather than conflict with one another.

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- 5.1.1.g. Rock County shall willingly participate in consensus building opportunities regarding land disputes (i.e.: annexation, zoning, density and design issues) between varying jurisdictions.
- 5.1.1.h. Rock County shall promote orderly and cost effective development practices that make the maximum use of existing and planned services, especially for County owned properties.
- 5.1.1.i. Rock County shall establish a system of data sharing among Rock County and the local municipalities for mapping, zoning, development proposals, ordinances, etc.
- 5.1.1.j. Rock County shall work more closely on the review of development proposals, such as establishing joint meetings with developers to discuss proposed subdivisions.
- 5.1.2. Provide information, education, strategies, recommendations and policies for building consensus on future land use goals.
- 5.1.2.a. Rock County shall develop model ordinances for use by local municipalities, such as subdivision, conservation subdivision, traditional neighborhood development (TND), stormwater management, erosion control, wind energy and communication tower management and any other applicable ordinances or policy documents.
- 5.1.2.b. Rock County shall develop model design guidelines and a site plan review process for local communities to ensure compatibility with planned land uses and ensure quality commercial and industrial building designs that meet community standards. This process should be streamlined to efficiently meet the design goals of the communities in an expeditious manner.
- 5.1.2.c. Rock County shall encourage local communities to mix compatible land uses such as residential, commercial, institutional and other land uses in appropriate areas.
- 5.1.2.d. Rock County shall update the Rock County Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock) to:
- Be in accordance with the goals, objectives and policies of all chapters and sections of the *Rock County Comprehensive Plan 2035*
 - Require all land division plats and maps be submitted in a digital format compatible with the Rock County Geospatial System
-

- Require zoning and site permitting approval analysis to be based on development management criteria
- 5.1.2.e. Rock County shall continue to update and implement the *Rock County, Wisconsin 2009-2014 Parks, Outdoor Recreation and Open Space (POROS) Plan* to guide land use analysis and approval.
- 5.1.2.f. Rock County shall consider updating the County regulations on private sewage systems to allow multi-user systems that service higher density developments than are available under the current regulations.
- 5.1.2.g. Rock County shall assist local communities in seeking grants from governmental agencies, foundations and alternative funding sources in order to fund needed planning and improvements.

Land Use Goal

- 5.2. Preserve and protect the agricultural and natural resource base while preserving and enhancing the scenic beauty and aesthetic quality of Rock County.

Land Use Objectives and Policies

- 5.2.1. Support and encourage future land uses in rural Rock County that aim to preserve agricultural and natural resources and enhance scenic beauty and aesthetic quality of Rock County.
- 5.2.1.a. Rock County shall adhere to the goals, objectives and policies of the Agricultural, Natural and Cultural and Historic Resources Chapters (Section II: Chapters 2 - 4) of the *Rock County Comprehensive Plan 2035*.
- 5.2.1.b. Rock County shall encourage limiting rural development where development negatively affects agricultural and natural resources.
- 5.2.1.c. Rock County shall encourage the use of low impact development (LID) where appropriate.
- 5.2.1.d. Rock County shall help to maintain a balance among the preservation of environmentally sensitive areas, agricultural lands and continued residential, commercial and industrial development within Rock County.
- 5.2.1.e. Rock County shall analyze the effects of such factors as subdivisions, housing density or any other factors that affect the aesthetic quality of Rock County with the intent of preserving scenic beauty.

- 5.2.1.f. Rock County shall consider development incentives that utilize traditional neighborhood design, promote mixed-use development and use conservation subdivision design to preserve green space, environmentally sensitive areas and agricultural land (see Section II: Chapter 2 - Agricultural Resources, 2.5., *Rock County Comprehensive Plan 2035*).
- 5.2.1.g. Rock County shall promote development in areas where sewer services are available in order to encourage high-density development and to preserve the rural area.
- 5.2.1.h. Rock County shall assist local unincorporated governments in developing procedures for assessing land use proposals for factors such as smoke, noise, odor, traffic, soil suitability for building, wetlands, kettles and steep slopes, erosion control issues, drainage patterns, potential for groundwater contamination, existence of prime farmland and natural resources, potential conflict with agricultural operations, proximity to developed areas, access to a dedicated road, proximity to municipal sewer and other public facilities and services, aesthetics, compatibility with neighboring uses, consistency with local and County land use plans and other appropriate factors.
- 5.2.1.i. Rock County shall encourage the use of a land evaluation and site assessment (LESA) system by the local governing units and/or Rock County for objective evaluation of land proposed for development and/or preservation.
- 5.2.1.j. Rock County shall investigate the use of innovative preservation programs such as purchase of agricultural conservation easements (PACE)/purchase of development rights (PDR) and transfer of development rights (TDR) programs (see Section II: Chapter 2 - Agricultural Resources, 2.5., *Rock County Comprehensive Plan 2035*).

Land Use Goal

- 5.3. Support and encourage an appropriate allocation of land to various types of land uses to meet the social, physical, and economic needs of County residents, workers, and property and business owners.

Land Use Objectives and Policies

- 5.3.1. Accommodate reasonable growth in Rock County's population, households and employment through the year 2035.
 - 5.3.1.a. Rock County shall continue to work with communities to designate realistic and flexible growth areas while taking into account economic realities and the provision of efficient services.

-
- 5.3.1.b. Rock County shall continue to conduct analyses of land uses throughout the County (including Cities and Villages) to determine the amount of land needed to accommodate growth and development.
 - 5.3.1.c. Rock County shall provide education and information to the public on land use and growth issues and opportunities in the form of brochures, articles, presentations or other mediums on land use issues and opportunities.
 - 5.3.1.d. Rock County shall encourage higher density development and promote the development of existing undeveloped and underutilized lots and the rehabilitation of existing structures.
 - 5.3.1.e. Rock County shall continue assessment and provision of a range of transportation opportunities that will effectively serve the existing and proposed County land use pattern through its location, capacity and design.
 - 5.3.1.f. Rock County shall encourage continuing assessment and provision of utilities and community facilities for adequate service to County residents, workers, and businesses.
 - 5.3.1.g. Rock County shall provide for diversified, balanced, environmentally compatible business development that will offer a variety of goods and services through conveniently located, well-designed business clusters while providing needed services for County residents.
 - 5.3.1.h. Rock County shall help communities to ensure that adequate development areas are reserved for appropriate rural land uses.
 - 5.3.1.i. Rock County shall reference and implement land use decisions according to the policies and recommendations of all elements of the *Rock County Comprehensive Plan 2035*.
 - 5.3.1.j. Rock County shall encourage and, where possible, partner with local communities to enhance or redevelop commercial and industrial and waterfront uses.
- 5.3.2. Encourage and support development of land that is compact, cost efficient and energy efficient.
- 5.3.2.a. Rock County shall assist with developing programs that encourage the appropriate use of land (see Section II: Chapter 2 - Agricultural Resources, 2.5., *Rock County Comprehensive Plan 2035*) .
-

- 5.3.2.b. Rock County shall encourage local communities to conduct a cost of development fiscal analysis to estimate and report the effects of residential and non-residential development. Such analysis should include physical, market, environmental, social, economical, fiscal and traffic impacts.
- 5.3.2.c. Rock County shall encourage energy efficiency and conservation related practices (i.e. Leadership in Energy and Environmental Design (LEED) certification) for all new and existing developments.
- 5.3.2.d. Rock County shall promote orderly and cost effective development practices that make the maximum use of existing and planned services, especially for County-owned properties.
- 5.3.2.e. Rock County shall encourage prioritizing development into the following areas (in order):
- Urban infill areas
 - Areas of existing and contiguous development
 - Areas most easily served by municipal sewer and water
 - Areas other than the above
- 5.3.2.f. Rock County shall conduct a countywide study to identify and map potential hazards such as hazardous waste disposal sites, hazardous materials transportation routes, brownfield sites, and dams (see *Hazard Analysis*, Wisconsin Emergency Management)
- 5.3.3. Balance individual property rights with community interests and goals.
- 5.3.3.a. Rock County shall promote the continuous use of public forums to present regional planning ideas and to incorporate landowner ideas and concerns into County policies and goals.

Land Use Goal

- 5.4. Maintain unique identities and a sense of community in Rock County Cities, Villages and Towns.

Land Use Objectives and Policies

- 5.4.1. Encourage development approaches that establish and maintain community identity and uniqueness in those areas where development is appropriate and desired.
- 5.4.1.a. Rock County shall support land use practices that enhance community identity.

- 5.4.1.b. Rock County shall encourage communities to establish and maintain unique identities and a sense of community through the layout, design and regulation of new development.
- 5.4.1.c. Rock County shall promote the development and enforcement of land use, planning and design standards that are consistent and compatible across municipal boundaries while recognizing the uniqueness of individual communities.
- 5.4.1.d. Rock County shall encourage the creation of buffers between potentially conflicting land uses.
- 5.4.1.e. Rock County shall promote the design and maintenance of safe neighborhoods and utilize available programs to ensure well-maintained properties.
- 5.4.1.f. Rock County shall educate local communities on methods of phasing and regulating development.
- 5.4.1.g. Rock County shall encourage local communities to utilize design standards for commercial, industrial and multifamily development to promote quality building design and community identity.
- 5.4.1.h. Rock County shall promote the concept of traditional neighborhood design combined with conservation subdivision design that focuses on creating walking neighborhoods with a mix of uses that encourage social interaction.

Chapter 6 - Housing

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(b), the Housing element of a community's comprehensive plan is to be:

"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".

This Chapter provides information on housing in the County. 6.1. introduces the concept of housing planning, whereas 6.2. inventories housing in the County. 6.3. identifies County housing issues and opportunities, whereas 6.4. states the County's housing goals, objectives, and policies.

6.1. Housing Planning

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.

The housing planning and development pattern prevalent in the United States since the early 1950's has consisted predominately of single-family homes on relatively large lots often segregated from differing, though compatible, land uses. Recently, the benefits of locating varying housing types on smaller lots and in close proximity to other compatible land uses, including commercial, governmental/institutional, and open space, have been recognized. Planning and developing housing in this manner aids in reducing environmental degradation and governmental services cost.

A community undertakes housing planning with the aim of ensuring its residents quality, affordable, diverse, and suitably located housing. Responsible and comprehensive housing planning consists of utilizing existing programs and services, and new and innovative trends and techniques, to encourage the orderly development of new housing and the maintenance and rehabilitation of existing housing to satisfy current and projected housing demand. In planning for the future, a community such as the County, consisting of both vibrant rural and urban components, is essentially tasked with preserving its agricultural resources and

environmentally sensitive open space areas while concurrently allowing for responsible, appropriate growth, often characterized most visibly in new housing development. Projected County growth through 2035 will require thoughtful and comprehensive housing planning, consisting of cooperation between the public and private sectors and utilization of existing programs and services, as well as new and innovate trends and techniques, to ensure quality, affordable, and diverse housing in a variety of locations.

6.2. Housing Inventory

Inventorying a community's housing provides valuable insight into its present housing conditions and historic housing trends, vital in determining its desired future housing conditions. The following provides an inventory of housing conditions in the County utilizing the following categories:

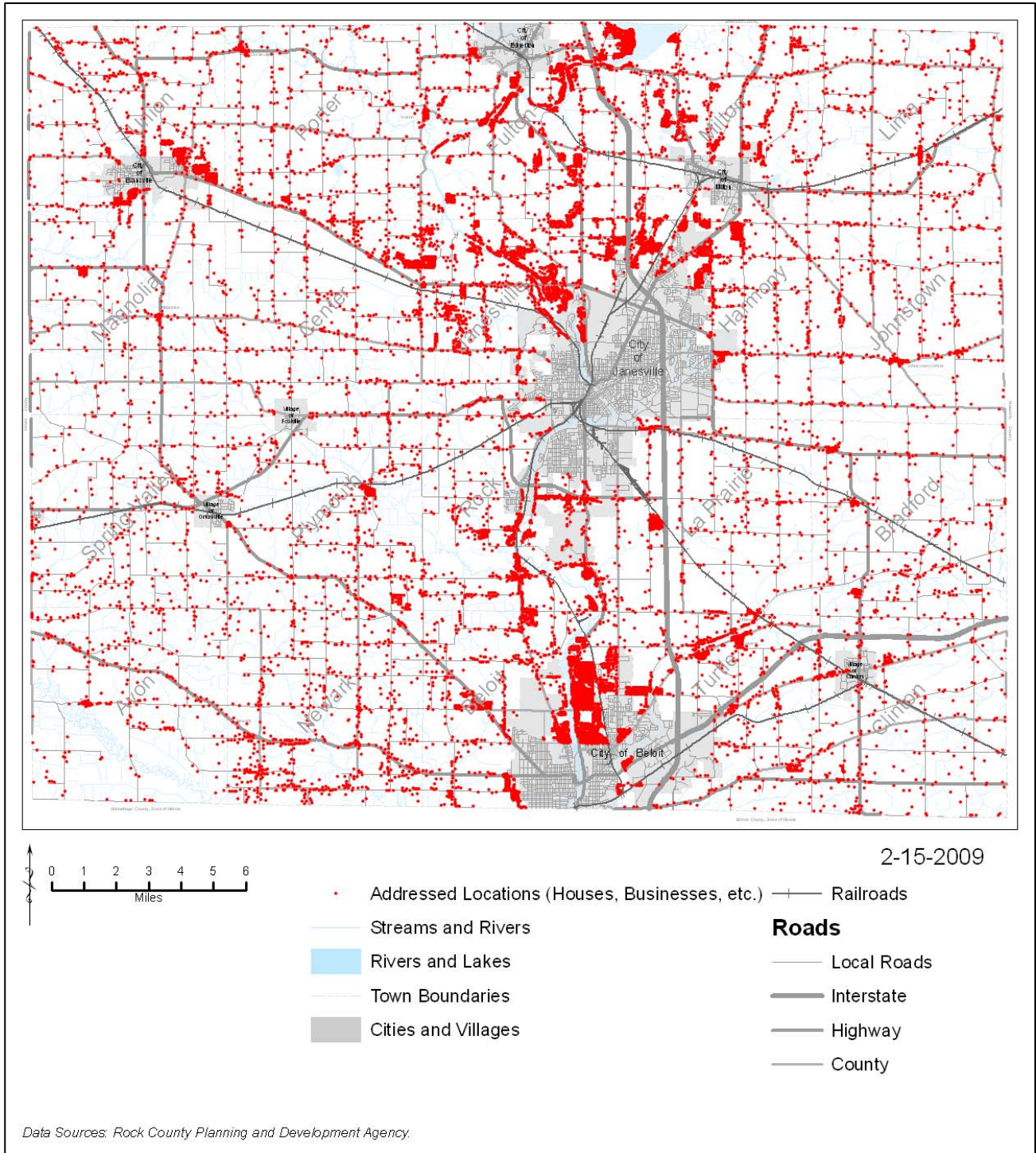
- Existing Housing
- Housing Trends
- Housing Projections

Existing Housing

Housing in the County is varied, reflecting the diverseness of its communities and the populations living within them. The County's Cities and Villages contain a mixture of housing types in a variety of locations, including single and multi-unit structures of varying quality, value, and age. These Cities' and Villages' downtown and near downtown areas often consist of older single and multi-unit housing located in close proximity to various other compatible uses, including commercial, governmental/institutional, and open space. The majority of housing developed in these Cities and Villages in the post World War II era mirrors the broader, nationwide trend, relying predominately on single-unit structures located on larger lots in relative isolation from other compatible uses. Housing in the County's unincorporated rural areas has historically consisted predominately of farmsteads, but the emergence of non-farm housing, often on the fringes of the County's Cities, has been increasingly evident in recent years, particularly single-family unit structures on non-agricultural lots of varying size (one to 15 acres). Prominent rural housing clusters, entailing single-family unit structures on smaller (one acre or less) lots in the County's unincorporated areas, are located in the eastern portion of the Town of Beloit, in the Town of Janesville (along the Rock River northwest of the City of Janesville), in the Town of Harmony's northwest corner, and in the Newville area in the Towns of Milton and Fulton.

Map 6.1 displays the location of addressed locations (the majority of which are houses) in the County's Towns.

Map 6.1:
Addressed Locations



The County has a rich housing legacy, evidenced in its many historic housing districts and houses designated on the National Register of Historic Places. These historic housing districts contain houses still utilized to this day as residences and include:

- *City of Janesville*
Old Fourth Ward, North Main Street, Prospect Hill, South Main Street, West Milwaukee Street, Benton Avenue, Bostwick Avenue, Courthouse Hill, Look West, East Milwaukee Street, Jefferson Avenue, Conrad Cottages, and Columbus Circle Historic Districts
- *City of Beloit*
Merrill Avenue, Near East Side, and Bluff Street Historic Districts
- *City of Edgerton*
Fulton Street Historic District
- *City of Evansville*
City of Evansville Historic District
- *Town of Porter (Cooksville)*
Cooksville Historic District

Individual houses in the County designated on the Register and still utilized to this day as residences include:

- *City of Janesville*
John and Eleanor Strunk, James B. Crosby, Erastus Dean Farmstead, John and Marth Hugunin, John H. Jones, Lovejoy and Merrill-Nowlan, Hamilton Richardson, Myers-Newhoff, Payne-Craig, and Brewster Randall Houses
- *City of Beloit*
Selvy Blodgett, Clark-Brown, J.W. Crist, J.B. Dow, Lathrop-Munn Cobblestone, Stephen Slaymaker, Charles Rau, Murray-George, Elbert Neese, Clark Nye, and Rasey Houses, and Brasstown Cottage
- *City of Milton*
Abram Allen, DeJean, Gifford, Goodrich-Buten, and Milton Houses
- *City of Edgerton*
Charles L. Culton and Sterling North Houses
- *City of Evansville*
Harrison Stebbins, Cooper-Gillies, John T. Dow, Miller, and, Richardson Grout Houses, and J.K. Porter Farmstead

- Village of Clinton
Richardson-Brinkman Cobblestone, Homer B. DeLong, Samuel S. Jones Cobblestone, A.E. Taylor J.L. Pangborn, and John Smith Houses
- Village of Orfordville
Samuel Smiley House
- Village of Footville
Soloman J. Strang House
- Town of Turtle (Tiffany)
Stark-Clint House

Multiple governmental units within the County offer housing programs and services designed to address housing issues. The City of Janesville's Neighborhood Services Program offers various housing programs and services to its residents, including administration of Community Development Block Grants (CDBG), housing workshops, and homeowner/renter loan programs. The City of Beloit Housing Authority, through its various programs and services, assists in providing quality and affordable housing, and economic opportunities, for low-income, elderly, and disabled persons living in the greater Beloit area. Additionally, the Cities of Evansville and Edgerton both have housing authorities, providing similar services to their residents. The County's Housing and Community Development Division, housed within the Rock County Planning, Economic & Community Development Agency, oversees housing issues in the County's unincorporated areas, in addition to its smaller Cities and Villages, Edgerton, Milton, Evansville, Clinton, Footville, and Orfordville. The division administers the County's housing programs and loan portfolio to ensure the provision of quality and affordable housing for County residents. The division'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 downpayment assistance. The division also oversees the County's Housing Authority, created in 2005 and tasked with aiding those individuals and/or families with low to moderate incomes in the purchase or maintenance/rehabilitation of housing.



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 County housing units and households by community, as well as persons per household in the County, in 2005.

Figure 6.1:
Housing Units and Households: Rock County: 2005

Community	Housing Units		Households	
	Number	Percent	Number	Percent
Town of Avon	231	0.3%	208	0.3%
Town of Beloit	3,137	4.7%	2,929	4.8%
Town of Bradford	430	0.6%	383	0.6%
Town of Center	417	0.6%	398	0.7%
Town of Clinton	346	0.5%	314	0.5%
Town of Fulton	1,751	2.6%	1,289	2.1%
Town of Harmony	841	1.3%	833	1.4%
Town of Janesville	1,301	2.0%	1,246	2.0%
Town of Johnstown	330	0.5%	286	0.5%
Town of La Prairie	386	0.6%	339	0.6%
Town of Lima	522	0.8%	487	0.8%
Town of Magnolia	339	0.5%	313	0.5%
Town of Milton	1,365	2.1%	1,144	1.9%
Town of Newark	619	0.9%	582	1.0%
Town of Plymouth	486	0.7%	457	0.7%
Town of Porter	389	0.6%	348	0.6%
Town of Rock	1,452	2.2%	1,330	2.2%
Town of Spring Valley	306	0.5%	288	0.5%
Town of Turtle	1,078	1.6%	957	1.6%
Town of Union	778	1.2%	758	1.2%
Village of Clinton	858	1.3%	838	1.4%
Village of Footville	344	0.5%	314	0.5%
Village of Orfordville	499	0.8%	473	0.8%
City of Beloit	15,216	22.9%	13,575	22.2%
City of Brodhead	0	0.0%	0	0.0%
City of Edgerton	2,226	3.4%	2,042	3.3%
City of Evansville	1,726	2.6%	1,712	2.8%
City of Janesville	26,766	40.3%	25,084	41.1%
City of Milton	2,262	3.4%	2,174	3.6%
COUNTY TOTAL	66,403	100.0%	61,101	100.0%
PERSONS PER HOUSEHOLD		2.57		

Source: Wisconsin Department of Administration - 2005
Rock County Planning, Economic & Community Development Agency - 2008

Figure 6.1 indicates the largest amounts of housing units in the County were located within its Cities, including Janesville (26,766 and 40.3%) and Beloit (15,216 and 22.9%), in 2005. The majority of the County’s households were also located within these Cities, Janesville (25,084 and 41.1%) and Beloit (13,575 and 22.2%). Figure 6.1 indicates County Towns with the largest amounts of housing units in 2005 include Beloit (3,137 and 4.7%), Rock (1,452 and 2.2%), Fulton (1,751 and 2.6%), Janesville (1,301 and 2.0%), and Milton (1,365 and 2.1%). These Towns also had the largest amounts of households of all the Towns in the County as follows: Beloit (2,929 and 4.8%), Rock (1,330 and 2.2%), Fulton (1,289 and 2.1%), Janesville (1,246 and 2.0%), and Milton (1,144 and 1.9%). Figure 6.1 also indicates the County had an average of 2.57 persons per household in 2005.

Figure 6.2 displays housing occupancy and vacancy, and occupant type, in the County in 2006.

**Figure 6.2:
Occupancy and Vacancy: Rock County: 2006**

Occupancy and Vacancy	Housing Units	
	Number	Percent
Occupied (Households)	62,362	92.4%
Homeowner	46,078	73.9%
Renter	16,284	26.1%
Vacant	5,113	7.6%
COUNTY TOTAL	67,475	100.0%

Vacancy Rate Type	
Homeowner	2.5%
Renter	8.2%
Overall (Homeowner and renter)	7.6%

Source: United States Bureau of the Census - 2006

Figure 6.2 displays 92.4% (62,362) of housing units in the County were occupied in 2006, indicating an overall vacancy rate of 7.6% (5,113). Figure 6.2 indicates the majority (46,078 and 73.9%) of occupied housing units (households) in the County were occupied by a homeowner in 2006. Figure 6.2 indicates the County’s Homeowner vacancy rate in 2006 was 2.5%, whereas the rental vacancy rate was 8.2%. The City with the highest vacancy rate in 2005 was Beloit at 10.8%, the lowest, Evansville at .8%. Towns with high vacancy rates in 2005 included Fulton (26.4%) and Milton (16.2%). High vacancy rates in these Towns can be attributed to the large numbers of vacation/seasonal homes located within their borders.

Figure 6.3 displays housing in the County by structural type in 2006.

**Figure 6.3:
Structural Type: Rock County: 2006**

Structural Type	Housing Units	
	Number	Percent
1 Unit (Detached)	49,691	73.6%
1 Unit (Attached)	4,017	6.0%
2 Units	3,801	5.6%
3 or 4 Units	1,308	1.9%
5 to 9 Units	2,403	3.6%
10 to 19 Units	1,015	1.5%
20 or More Units	3,333	4.9%
Mobile Home	1,907	2.8%
COUNTY TOTAL	67,475	100.0%

Source: United States Bureau of the Census - 2006

Figure 6.3 indicates the majority (49,691 and 73.6%) of housing units in the County are of the 1 unit (detached) structural type, indicating a single-family unit structure separate from any other building or unit. Figure 6.3 also indicates the 1 unit (attached) structural housing type, that is a townhouse, condominium, or duplex-type unit, composed the second largest (4,017 and 6.0%) structural housing type in the County in 2006.

Figure 6.4 displays the age of housing in the County in 2006.

**Figure 6.4:
Age: Rock County: 2006**

Age	Housing Units	
	Number	Percent
15 years or less	13,430	19.9%
16 to 25 years	6,703	9.9%
26 to 35 years	10,012	14.8%
36 to 45 years	9,025	13.4%
46 to 55 years	9,073	13.4%
56 to 65 years	3,894	5.8%
66 years or more	15,338	22.7%
COUNTY TOTAL	67,475	100.0%

Source: United States Bureau of the Census - 2006

Figure 6.4 indicates 19.9% (13,430) of housing units in the County were aged 15 years or less and 22.7% (15,338) were aged 66 years or more in 2006.

Figure 6.5 displays the value of homeowner households in the County in 2006.

Figure 6.5:
Value: Rock County: 2006

Value	Homeowner Households	
	Number	Percent
\$49,999 and less	2,951	6.4%
\$50,000 to \$99,999	10,700	8.4%
\$100,000 to \$149,999	15,919	34.5%
\$150,000 to \$199,999	8,207	17.8%
\$200,000 to \$299,999	5,072	11.0%
\$300,000 to \$499,999	2,695	5.8%
\$500,000 to \$999,999	520	1.1%
\$1,000,000 or more	14	0.0%
COUNTY TOTAL	46,078	100.0%
MEDIAN VALUE		
	\$128,000	

Source: United States Bureau of the Census - 2006

Figure 6.5 indicates the largest amounts (15,919 and 34.5%) of homeowner households in the County were valued between \$100,000 to \$149,999 in 2006. Figure 6.5 also indicates the County’s median value for homeowner households in 2006 was \$128,000.

Figure 6.6 displays housing affordability in the County in 2006, identifying the median home sale price, median household income, and median household income as percent of median home sale price, comparing the County to other relevant communities.

Figure 6.6:
Affordability: Rock County: 2006

Community	Median Home Sale Price	Median Household Income	Median Household Income as Percent of Median Home Sale Price
Rock County	\$128,700	\$46,190	35.9%
Dane County	\$214,600	\$57,693	26.9%
Walworth County	\$194,000	\$51,846	26.7%
Green County	\$145,000	N/A	N/A
Jefferson County	\$172,000	\$50,852	29.6%
State of Wisconsin	NA	\$48,772	NA
United States	\$246,000	\$48,451	19.7%

Source: Wisconsin Realtors Association - 2008

United States Bureau of the Census - 2006

Rock County Planning, Economic & Community Development Agency - 2008

Figure 6.6 indicates that in 2006, household income in the County as a percent of median home sale price was 35.9%, a number higher than all neighboring Counties, the State of Wisconsin, and the United States.

Figure 6.7 also displays housing affordability in the County in 2006, identifying monthly homeowner costs and rent (gross) as a percent of household income, again comparing the County to other relevant communities.

Figure 6.7:
Affordability: Rock County: 2006

Monthly Owner Costs As Percent of Household Income	Rock County		State of Wisconsin		United States	
	Households		Households		Households	
	Number	Percent	Number	Percent	Number	Percent
19.9% or less	19,813	43.0%	677,385	43.1%	34,005,772	45.3%
20.0 - 24.9%	7,476	16.2%	248,381	15.8%	10,161,378	13.5%
25.0 - 29.9%	5,859	12.7%	191,745	12.2%	7,732,138	10.3%
30.0 - 34.9%	3,388	7.4%	122,096	7.8%	5,482,791	7.3%
35.0% or more	9,230	20.0%	326,411	20.8%	17,278,818	23.0%
Unknown	312	0.7%	5,111	0.3%	425,588	0.6%
COUNTY TOTAL	46,078	100.0%	1,571,129	100.0%	75,086,485	100.0%

Rent (Gross) As Percent of Household Income	Rock County		State of Wisconsin		United States	
	Households		Households		Households	
	Number	Percent	Number	Percent	Number	Percent
19.9% or less	3,617	22.2%	174,175	26.4%	8,653,410	23.7%
20.0 - 24.9%	2,341	14.4%	84,535	12.8%	4,341,555	11.9%
25.0 - 29.9%	1,858	11.4%	73,745	11.2%	3,946,212	10.8%
30.0 - 34.9%	1,024	6.3%	53,977	8.2%	3,037,970	8.3%
35.0% or more	6,147	37.7%	231,349	35.1%	13,750,255	37.6%
Unknown	1,297	8.0%	41,150	6.2%	2,801,515	7.7%
COUNTY TOTAL	16,284	100.0%	658,931	100.0%	36,530,917	100.0%

Source: United States Bureau of the Census - 2006

Figure 6.7 indicates 43.0% (19,813) of homeowner households in the County paid 19.9% or less of their income towards homeownership costs in 2006. Figure 6.7 indicates 22.2% (3,617) of renter households in the County paid 19.9% or less of their income towards rent in 2006, whereas 37.7% (6,147) paid 35.0% or more during this same year. Figure 6.7 also indicates housing affordability in the State of Wisconsin and United States in 2006 approximately mirrors that of the County.



Figure 6.8 displays publicly assisted housing located in the County in 2007.

**Figure 6.8
Publicly Assisted Housing: Rock County: 2007**

Community and Housing	Housing Units			
	Total	Elderly	Family	Disabled
City of Janesville				
Alden Street Apartments	22			22
Riverview Heights	123	123		
Hamilton Terrace	46		46	
Teamster Manor	49	49		
Garden Court	164	132	32	
Lexington Court Townhomes	32		32	
Kellogg Avenue Apartments	32		32	
Jeffris Flats Affordable Housing	11		11	
River Terrace Apartments	26		26	
Wesley Park Apartments	40	40		
Wall Street Apartments	32		32	
Riverplace Apartments	51		51	
First Senior Housing	45	45		
First Senior Housing Apartments Phase 2	36		36	
Janesville School Apartments	55		55	
City of Beloit				
Parkview Apartments Grand View	45	30	15	
Scoville Apartments	151	151		
Emerson Apartments	31	31		
Woodside Terrace (Summerset) Apartments	120		120	
Beloit Water Tower Place	77		77	
Beloit Hotel	12	12		
Hillcrest Apartments	67	67		
Brittan House	45	45		
Rock Bay Harbor Senior Apartments	97	97		
Olympian Hill Apartments	46	46		
City of Milton				
The Homestead Apartments	33	33		
Parkview Terrace Apartments I	42	42		
Parkview Terrace Apartments II	30	30		
City of Edgerton				
Fulton Street Apartments	16		16	
Edgewood Glen Senior Living Community	20	20		
City of Evansville				
Baker Block Apartment Homes	20		20	
South Meadows Apartments	20	20		
Evansville Town Homes	26		16	
Arbor Glen	24	24		
Seminary Park	24		24	
Village of Clinton				
Meadow Park Apartments	31		31	
COUNTY TOTAL				
	1,741	1,037	672	22

Source: Wisconsin Housing and Economic Development Authority - 2008

Figure 6.8 indicates publicly assisted housing was widely available in the County’s Cities and Villages in 2007, with the majority located in the Cities of Beloit and Janesville.

Figure 6.9 displays home sales and the ratio of home sales to population in the County in 2006, in comparison to neighboring counties.

Figure 6.9:
Sales: Rock County: 2006

County	Home Sales	Home Sales: Population
Rock	2,215	1 : 72
Dane	6,841	1 : 68
Walworth	1,565	1 : 64
Green	393	1 : 92
Jefferson	810	1 : 99

*Source: Wisconsin Realtors Association - 2008
Rock County Planning, Economic & Community Development Agency - 2008*

Figure 6.9 indicates the County had 2,215 home sales in 2006, a ratio of 1 home sale for every 72 people in the County. Figure 6.9 indicates the County’s Home Sales : Population ratio (1 : 72) was in the lower range (more sales per person) in comparison to neighboring counties in 2006.



Housing Trends

Figure 6.10 displays housing units and households in the County by community from 1980 to 2005. Figure 6.10 also displays persons per household in the County during this same time period.

**Figure 6.10:
Housing Units and Households: Rock County: 1980 - 2005**

Community	1980		1990		2000		2005		Change: 1980-2005			
	Housing Units	Households	Housing Units	Households	Housing Units	Households	Housing Units	Households	Housing Units		Households	
									Number	Percent	Number	Percent
Town of Avon	201	196	207	195	216	204	231	208	30	14.7%	12	6.1%
Town of Beloit	3,057	3,050	2,613	2,535	2,938	2,814	3,137	2,929	80	2.6%	-121	-4.0%
Town of Bradford	373	373	377	361	403	379	430	383	57	15.3%	10	2.7%
Town of Center	298	298	329	311	391	374	417	398	119	40.1%	100	33.6%
Town of Clinton	302	302	318	301	324	308	346	314	44	14.5%	12	4.0%
Town of Fulton	1,593	1,039	1,240	1,055	1,640	1,229	1,751	1,289	158	9.9%	250	24.1%
Town of Harmony	609	608	717	701	788	787	841	833	232	38.1%	225	37.0%
Town of Janesville	934	920	965	897	1,219	1,137	1,301	1,246	367	39.3%	326	35.4%
Town of Johnstown	284	284	294	284	309	289	330	286	46	16.2%	2	0.7%
Town of La Prairie	358	358	325	317	362	342	386	339	28	8.0%	-19	-5.3%
Town of Lima	417	415	478	458	489	472	522	487	105	25.2%	72	17.3%
Town of Magnolia	259	259	273	260	318	297	339	313	80	31.1%	54	20.8%
Town of Milton	1041	918	1,100	864	1,279	1,061	1,365	1,144	324	31.2%	226	24.6%
Town of Newark	490	489	505	491	580	566	619	582	129	26.4%	93	19.0%
Town of Plymouth	405	404	407	382	455	441	486	457	81	19.9%	53	13.1%
Town of Porter	318	309	347	324	364	340	389	348	71	22.2%	39	12.6%
Town of Rock	1,050	1,046	1,155	1,107	1,360	1,304	1,452	1,330	402	38.3%	284	27.2%
Town of Spring Valley	277	276	269	254	287	282	306	288	29	10.6%	12	4.3%
Town of Turtle	912	909	916	889	1,010	957	1,078	957	166	18.2%	48	5.3%
Town of Union	471	470	568	543	729	693	778	758	307	65.2%	288	61.3%
Village of Clinton	651	651	690	668	804	771	858	838	207	31.8%	187	28.7%
Village of Footville	281	281	298	289	322	310	344	314	63	22.3%	33	11.7%
Village of Orfordville	411	410	442	418	467	455	499	473	88	21.3%	63	15.4%
City of Beloit	13,415	13,408	14,033	13,307	14,253	13,370	15,216	13,575	1,801	13.4%	167	1.2%
City of Brodhead	0	0	0	0	0	0	0	0	0	0.0%	0	0.0%
City of Edgerton	1,768	1,768	1792	1,728	2,085	1,958	2,226	2,042	458	25.9%	274	15.5%
City of Evansville	1,143	1,142	1,305	1,250	1,617	1,563	1,726	1,712	583	51.0%	570	49.9%
City of Janesville	19,292	19,284	21,153	20,388	25,072	23,894	26,766	25,084	7,474	38.7%	5,800	30.1%
City of Milton	1,493	1,493	1,724	1,675	2,119	2,034	2,262	2,174	769	51.5%	681	45.6%
COUNTY TOTAL	52,103	51,360	54,840	52,252	62,200	58,631	66,403	61,101	14,300	27.4%	9,741	19.0%

(Figure 6.10 continued on next page)

**Figure 6.10:
Housing Units and Households: Rock County: 1980 - 2005
(continued)**

PERSONS PER HOUSEHOLD	1980	1990	2000	2005	Change: 1980-2005	
					Number	Percent
	2.71	2.67	2.60	2.57	-.15	-5.3%

*Source: United States Bureau of the Census -1980, 1990, and 2000
Wisconsin Department of Administration - 2005
Rock County Planning, Economic & Community Development Agency - 2008*

Figure 6.10 indicates the largest housing unit increases from 1980 to 2005 were experienced in the County's Cities, including Janesville (7,474 and 38.7%), Beloit (1,801 and 13.4%), Evansville (583 and 51.0%), and Milton (769 and 51.5%). These Cities also experienced the largest household gains during this time period as follows, Janesville (5,800 and 30.1%), Milton (681 and 45.6%), and Evansville (570 and 49.9%). Towns that experienced large housing unit increases from 1980 to 2005 include Union (307 and 65.2%), Janesville (367 and 39.3%), Rock (288 and 61.3%), and Milton (324 and 31.4). Many of these same Towns experienced the largest gains in households as well, as follows, Janesville (326 and 35.4%), Union (307 and 65.2%), and Rock (284 and 27.2%). Figure 6.10 indicates the County has experienced a decrease (.15% and 5.3%) in persons per household from 1980 to 2005.

Figure 6.11 displays occupancy and vacancy of housing, and occupant type, in the County from 1980 to 2006.

**Figure 6.11:
Occupancy and Vacancy: Rock County: 1980 - 2006**

Occupancy and Vacancy	Housing Units									
	1980		1990		2000		2006		Change: 1980-2006	
	Number	Per-cent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied (Households)	49,037	95.3%	52,252	95.0%	58,617	94.3%	62,362	92.4%	13,325	-2.9%
Homeowner	34,310	66.8%	35,611	64.9%	41,703	67.1%	46,078	73.9%	11,768	7.1%
Renter	14,727	28.7%	16,641	30.3%	16,914	27.2%	16,284	26.1%	1,557	2.6%
Vacant	2,323	4.7%	2,588	5.0%	3,570	5.7%	5,113	7.6%	2,790	2.9%
COUNTY TOTAL	51,360	100.0%	54,840	100.0%	62,187	100.0%	67,475	100.0%	N/A	N/A

Vacancy Rate Type	1980	1990	2000	2006	Change: 1980-2006
Homeowner	N/A	1.3%	1.4%	2.5%	N/A
Renter	N/A	4.2%	7.3%	8.2%	N/A
Overall (Homeowner and Renter)	4.7%	5.0%	5.7%	7.6%	2.9%

Source: United States Bureau of the Census -1980, 1990, 2000, and 2006

Figure 6.11 indicates the County has seen an increase (2,790 and 2.9%) in vacant housing units from 1980 to 2006. Figure 6.11 also indicates the homeowner vacancy rate increased by 1.2%, and the renter rate by 4.0%, during this same time period.

Figure 6.12 displays monthly owner costs and rent (gross) as a percent of household income in the County from 1990 to 2006.



Figure 6.12:
Affordability: Rock County: 1990 - 2006

Monthly Homeowner Costs As Percent of Household Income	1990	2000	2006	Change: 1990-2006
19.9% or less	65.6%	59.6%	43.0%	-22.6%
20.0 - 24.9%	13.5%	14.4%	16.2%	2.7%
25.0 - 29.9%	7.9%	9.6%	12.7%	4.8%
30.0 - 34.9%	4.3%	5.2%	7.4%	3.1%
35.0% or more	8.7%	10.9%	20.0%	11.3%
Unknown	0.0%	0.3%	0.7%	0.7%
COUNTY TOTAL	100.0%	100.0%	100.0%	N/A

Rent (Gross) As Percent of Household Income	1990	2000	2006	Change: 1990-2006
19.9% or less	37.2%	38.3%	22.2%	-15.0%
20.0 - 24.9%	13.8%	14.9%	14.4%	0.6%
25.0 - 29.9%	11.5%	11.1%	11.4%	-0.1%
30.0 - 34.9%	7.6%	7.2%	6.3%	-1.3%
35.0% or more	29.9%	23.9%	37.7%	7.8%
Unknown	0.0%	4.6%	8.0%	8.0%
COUNTY TOTAL	100.0%	100.0%	100.0%	N/A

Source: United States Bureau of the Census -1990, 2000, and 2006

Figure 6.12 indicates County homeowner households who pay 19.9% or less of their monthly income towards homeowner costs experienced the largest decrease (22.6%) from 1990 to 2006, whereas those who pay 35.0% or more experienced the largest increase (11.3%). Figure 6.12

also indicates County renter households who pay 19.9% or less of their income towards rent (gross) experienced the largest decrease (15.0%) from 1990 to 2006, whereas those who pay 35.0% or more experienced the largest increase (7.8%).

Figure 6.13 displays housing sales and the housing sales to population ratio in the County from 2000 to 2006.

**Figure 6.13:
Housing Sales: Rock County: 2000 - 2006**

Year	Housing Sales	Housing Sales : Population
2000	1,699	1 : 90
2001	1,721	1 : 89
2002	1,926	1 : 80
2003	2,219	1 : 70
2004	2,143	1 : 73
2005	2,460	1 : 64
2006	2,335	1 : 68
2007	2,103	1 : 76
COUNTY AVERAGE: 2000-2006	2,072	1 : 76

*Source: Century 21 Affiliated - 2008
Rock County Planning, Economic & Community Development Agency - 2008*

Figure 6.13 indicates that from 2000 to 2006 the County saw its lowest housing sales total (1,699) and highest housing sales to population ratio (1 : 90) in 2000, and its highest housing sales total (2,460) and lowest housing sales to population ratio (1 : 64) in 2005. Figure 6.13 also indicates the annual average housing sales total and housing sales to population ratio in the County from 2000 to 2006 was 2,072 and 1 : 76 respectively.



Housing Projections

Figure 6.14 displays a projection of County housing units by community from 2010 to 2035.

**Figure 6.14:
Housing Units: Rock County: 2010 - 2035**

Community	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
Town of Avon	232	236	240	244	248	251	19	8.1%
Town of Beloit	3,325	3,451	3,570	3,689	3,792	3,909	585	17.6%
Town of Bradford	423	426	428	432	434	434	11	2.5%
Town of Center	460	486	513	538	563	588	128	27.9%
Town of Clinton	349	355	360	365	368	374	26	7.3%
Town of Fulton	1,475	1,542	1,605	1,669	1,730	1,793	318	21.6%
Town of Harmony	963	1,016	1,069	1,120	1,170	1,224	261	27.1%
Town of Janesville	1,484	1,607	1,728	1,848	1,990	2,122	638	43.0%
Town of Johnstown	309	306	302	297	296	291	-18	-5.9%
Town of La Prairie	366	362	357	351	346	338	-28	-7.7%
Town of Lima	549	565	581	596	613	625	76	13.8%
Town of Magnolia	358	376	392	409	426	439	80	22.4%
Town of Milton	1,341	1,433	1,522	1,613	1,700	1,794	453	33.8%
Town of Newark	654	671	687	704	720	733	79	12.1%
Town of Plymouth	516	533	550	565	580	588	72	13.9%
Town of Porter	389	398	405	413	421	426	37	9.5%
Town of Rock	1,481	1,508	1,532	1,554	1,580	1,603	123	8.3%
Town of Spring Valley	320	327	332	337	342	347	26	8.2%
Town of Turtle	1,054	1,061	1,066	1,068	1,073	1,075	22	2.1%
Town of Union	899	972	1,044	1,115	1,185	1,261	362	40.2%
Village of Clinton	991	1,069	1,142	1,216	1,284	1,330	339	34.2%
Village of Footville	346	350	353	355	356	360	14	3.9%
Village of Orfordville	537	555	575	592	608	625	88	16.4%
City of Beloit	15,047	15,269	15,454	15,601	15,954	15,874	827	5.5%
City of Brodhead	0	0	0	0	0	0	0	N/A
City of Edgerton	2,339	2,447	2,553	2,656	2,749	2,849	510	21.8%
City of Evansville	2,037	2,204	2,372	2,536	2,686	2,832	795	39.0%
City of Janesville	28,723	30,063	31,351	32,589	33,408	35,251	6,527	22.7%
City of Milton	2,530	2,687	2,840	2,991	3,154	3,313	783	30.9%
COUNTY TOTAL	69,497	72,277	74,925	77,461	79,775	82,648	13,151	18.9%

Source: Rock County Planning, Economic & Community Development Agency - 2008

Figure 6.14 indicates the County will see an additional 13,151 housing units from 2010 to 2035, an increase of 18.9%. The largest housing unit gains in number will be seen in the County's Cities, including Janesville (6,527), Beloit (827), Evansville (795), and Milton (783). Towns that

are likely to see large increases in household numbers from 2010 to 2035 include Janesville (638), Beloit (585), and Milton (453).

Figure 6.15 displays a projection of County households by community from 2010 to 2035.

**Figure 6.15:
Households: Rock County: 2010 - 2035**

Community	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
Town of Avon	212	216	220	223	226	229	17	8.1%
Town of Beloit	3,042	3,158	3,267	3,375	3,466	3,577	535	17.6%
Town of Bradford	387	390	392	395	397	397	10	2.5%
Town of Center	421	445	469	492	515	538	117	27.9%
Town of Clinton	319	325	329	334	336	342	23	7.3%
Town of Fulton	1,350	1,411	1,469	1,527	1,582	1,641	291	21.6%
Town of Harmony	881	930	978	1,025	1,069	1,120	239	27.1%
Town of Janesville	1,358	1,470	1,581	1,691	1,819	1,942	584	43.0%
Town of Johnstown	283	280	276	272	271	266	-17	-5.9%
Town of La Prairie	335	331	327	321	316	309	-26	-7.7%
Town of Lima	502	517	532	545	560	571	69	13.8%
Town of Magnolia	328	344	359	374	389	402	74	22.4%
Town of Milton	1,227	1,311	1,393	1,476	1,554	1,642	415	33.8%
Town of Newark	598	614	629	644	658	670	72	12.1%
Town of Plymouth	472	488	503	517	530	538	66	13.9%
Town of Porter	356	364	371	378	385	390	34	9.5%
Town of Rock	1,355	1,380	1,402	1,422	1,444	1,467	112	8.3%
Town of Spring Valley	293	299	304	308	313	317	24	8.2%
Town of Turtle	964	971	975	977	981	984	20	2.1%
Town of Union	823	889	955	1,020	1,083	1,154	331	40.2%
Village of Clinton	907	978	1,045	1,113	1,174	1,217	310	34.2%
Village of Footville	317	320	323	325	325	329	12	3.9%
Village of Orfordville	491	508	526	542	555	572	81	16.4%
City of Beloit	13,768	13,971	14,140	14,275	14,583	14,525	757	5.5%
City of Brodhead	0	0	0	0	0	0	0	0.0%
City of Edgerton	2,140	2,239	2,336	2,430	2,513	2,606	466	21.8%
City of Evansville	1,864	2,017	2,170	2,320	2,455	2,591	727	39.0%
City of Janesville	26,282	27,508	28,686	29,819	30,536	32,254	5,972	22.7%
City of Milton	2,315	2,459	2,599	2,737	2,883	3,031	716	30.9%
COUNTY TOTAL	63,590	66,133	68,556	70,877	72,919	75,623	12,033	18.9%
PERSONS PER HOUSEHOLD	2.53	2.50	2.47	2.46	2.44	2.42	-.12	-4.6%

Source: Wisconsin Department of Administration - 2005
Rock County Planning, Economic & Community Development Agency - 2008

Figure 6.15 indicates the County will see an additional 12,033 households from 2010 to 2035, an increase of 18.9%. The largest household gains in numbers will be seen in the County's Cities, including Janesville (5,972), Beloit (757), Evansville (727), and Milton (716). Towns that are likely to see large increases in household numbers from 2010 to 2035 include Janesville (584), Beloit (535), and Milton (415). Figure 6.15 also indicates the County will continue to experience a decrease (.12%) in persons per household from 2010 to 2035, with 2.42 persons per household in 2035.

6.3. Housing Issues and Opportunities

This section identifies the County's housing issues and opportunities.

- Trends and projections indicate the County will experience growth in housing units and households. The location, type, quality, value, and cost of these additional housing units/households will heavily influence the County's growth pace and pattern, and its quality of life. The reduction of domestic industry, and the County's historical dependence on this segment, will have implications for the County's future housing market. The County should continue to encourage economic development diversification, and promote its geography and other attributes, to ensure a robust and stable future housing market.
- The large majority of housing in the County has historically been located in the County's Cities, Janesville, Beloit, Evansville, Milton, and Edgerton. This trend is likely to continue. Unincorporated areas (Towns) of the County that are in closer proximity to these Cities, including the Towns of Beloit, Janesville, Milton, Harmony, Fulton, and Union have historically seen larger amounts of housing in comparison to other Towns in the County. This trend is also likely to continue.
- The majority of non-farm housing in unincorporated areas (Towns) of the County is located on large (1-15 acres) non-agricultural lots located in relative isolation from other compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses and existing similar development, should be considered in new housing development to aid in reducing environmental degradation and costs of services to County residents, and to more efficiently and effectively manage the County's resources.
- The United States Department of Housing and Urban Development (HUD) recommends an optimal overall vacancy rate of 3% (1.5% - homeowner and 5.0% - renter) to ensure a stable housing market and allow for adequate housing choices. The County's overall (homeowner and renter) vacancy rate is above optimal levels as stated by HUD, exhibiting increases over the past 25 years. Rental vacancy rates in the County in particular have climbed in recent years. Near optimal vacancy rates should be attained in the County to ensure both adequate choice for consumers and to stave off the

negative effects of high vacancy rates, including decreased economic development, and blight.

- Single-family units are the predominant housing structural type located in the County. Increasing the amounts of other structural types of housing units will likely aid in ensuring the County a diverse and dynamic population.
- Almost a quarter of housing in the County is aged 66 years or more. Subsequently, County housing programs and services offering maintenance and rehabilitation should be maintained, expanded, and utilized, and gradual turnover to new housing, as provided by responsible, appropriate new development, should be encouraged.
- Homeownership in the County is relatively affordable in comparison to surrounding counties, although trends indicate that owning and renting a home in the County is becoming increasingly costly in terms of income versus homeowner/renter costs. HUD purports the average household can afford to pay 30% of their income for housing costs, including utilities, insurance, taxes, and maintenance, with 70% of that spent on mortgage payment/rent. The percent of County homeowner households who pay less than 19.9% of their monthly income towards homeownership costs has decreased by almost 25% over the last 25 years while the percent of those paying 35% or more has increased by 11%, to 20% overall, during this same time period. Similarly, the percent of renter households in the County who pay 19.9% or less of their income towards rent (gross) has decreased by 15% to 22.2% overall, and the percent of those paying 35% or more has increased 7.8%, to 37.7%, over the last 25 years. Increasing home prices in neighboring Dane County and the recent mortgage crisis are likely to increase barriers to owning a home in the County. A sufficient supply of affordable housing and rental units need to be available in the County to ensure a stable and robust housing market.
- Housing sales per person in the County indicate a fairly robust housing market in comparison to other counties. Maintaining quality housing units of varying age, structure, value, cost, and location will ensure continued desirable housing sales numbers and stabilization of the County's housing market.
- The County 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 2.42 persons per household in the County in 2035. For those households on public water and sewer, an average of approximately 2.5 persons per household is the minimum size at which the household is likely able to afford required homeowner/renter costs, increasing to 3.0 persons for those households with septic/wells.
- The Rock County Housing and Community Development Program provides various services vital in ensuring adequate housing for all County residents. Maintaining and expanding existing programs and services, and developing new programs and services, is vital in

ensuring continued adequate housing for all County residents.

- The Cities of Janesville, Beloit, Edgerton, and Evansville both have quality housing programs and services designed to address housing issues in their respective communities. The County should continue to support these programs and services, particularly thorough coordination with the County's Housing and Community Development Program.
- The County has many historic housing districts, and individual houses, located in its Cities, Villages, and Towns. The County should utilize its resources, including programs and services, and support applicable governmental agencies, and private and non-profit organizations, including but not limited to, the Rock County Historical Society and the National Register of Historic Places, to ensure the County's rich housing legacy is maintained and enhanced.
- Various methods to conserve energy use in homes are being increasingly utilized in new housing construction and maintenance/rehabilitation due to the environmental and socio-economic costs of contemporary home energy usage patterns. Leadership in Energy and Environmental Design provide principles in which to guide new housing construction and maintenance/rehabilitation in a manner that conserves housing energy usage and increases housing energy efficiency.
- Accurate, accessible historical and current land use data, as provided by a comprehensive County land use inventory program, is vitally important to the County and its communities as it provides a context for current and future day-to-day decision-making and policy development. Clear, consistent, and easily reproducible land use data gathering, input, storage, and maintenance policies and guidelines are necessary for the County to ensure consistent, efficient, and high-quality service to customers, and useable land use data in which to guide the County and its municipalities current and future day-to-day decision-making and policy development.

6.4. Housing Goals, Objectives, and Policies

This section states the County's housing goals, objectives, and policies.

Housing Goal

- 6.1 Ensure diverse, affordable, attractive, quality, and responsible housing in appropriate locations.

Housing Objectives and Policies

- 6.1.1. Promote and encourage housing development in appropriate, designated locations that provides for orderly and affordable growth, and preserves natural, agricultural, and cultural resources.
- 6.1.1.a. Rock County shall utilize its Future Land Use Map (Map 5.3, Section II: Chapter 5, *Rock County Comprehensive Plan 2035*) in reviewing and evaluating all conditional use, rezoning, land-division, and other development proposals, with approval of proposals dependent on consistency with the map.
 - 6.1.1.b. Rock County shall support, by providing technical assistance and expertise, planned unit developments (PUD) in County municipalities with existing PUD zoning districts, and creation of PUD zoning districts in those municipalities currently without such a district.
 - 6.1.1.c. Rock County shall work in conjunction with County municipalities in developing a purchase of agricultural easements (PACE)/purchase of development rights (PDR) program in the County.
 - 6.1.1.d. Rock County shall develop a model sub-division ordinance based on traditional neighborhood, conservation, and/or fused grid design principles for adoption by interested County municipalities.
 - 6.1.1.e. Rock County shall develop a model sliding scale zoning district for adoption by interested County municipalities.
 - 6.1.1.f. Rock County shall develop a program designed to educate the County's municipalities and residents on smart growth principles and its reliance on the vital relationship between housing, land use, economic development, transportation, utilities and community facilities, and support, through technical assistance, municipal policies that recognize these vital relationships.

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- 6.1.1.g. Rock County shall develop a County land evaluation and site assessment (LESA) program designed to identify lands most suitable for new housing development.
- 6.1.1.h. Rock County shall develop a County land use inventory program designed to provide reliable, historical, and current land use data.
- 6.1.1.i. Rock County shall develop a consulting services center housed in the County's Planning, Economic & Community Development Agency to provide technical assistance to municipalities (particularly those without full-time planning staff) located within the County, providing, but not limited to, the following:
- Facilitation of intergovernmental agreements
 - Comprehensive plan updates
 - Comprehensive, strategic, and site-planning
 - Educational and outreach programs
 - Ordinance revision and development
 - Geographic information system (GIS) mapping and database development
 - New program administration
- 6.1.1.j. Rock County shall undertake a comprehensive study for County Board review, to include potential funding sources, project locations, and administrative structure, examining the feasibility of developing a County infill and brownfield development program.
- 6.1.1.k. Rock County shall explore the possibility of formulating a County growth management coalition to guide the pattern and pace of regional housing development, composed of representatives from all County municipalities, as well as those from neighboring municipalities.
- 6.1.2. Promote and encourage quality, attractive, affordable housing of varying age, and diversity in housing occupant and structural type.
- 6.1.2.a. Rock County shall maintain and expand existing programs offered and services provided by the County's Housing and Community Development Program, and County Housing Authority, aimed at meeting the housing needs of that portion of the County's population with low-incomes, including but not limited to:
- Low-interest loans for housing purchase and maintenance/rehabilitation
 - Emergency rental assistance
 - Education, training, and counseling to potential homeowners
-

- 6.1.2.b. Rock County shall develop new education and outreach programs to be offered and services to be provided by the County, including but not limited to:
- A County/municipality/non-profit organizations housing workgroup schedule to ensure County Housing and Community Development Department staff meet annually or bi-annually with applicable Cities, Villages, Towns, and non-profit housing organizations, including but not limited to, Community Action & Energy Services of Rock County, Senior Services of Rock County, Habitat for Humanity, and ECHO, to identify housing issues and opportunities to be addressed by non-profit organizations and County, State, and Federal programs
 - An annual County housing and community development report, including but not limited to, an analysis of the County's housing market, participation in and evaluation of existing County programs and services, identification of potential new County programs and services, and availability of additional grant/loan programs and services
 - A comprehensive housing education program designed to inform County municipalities and residents of existing County housing programs and services, basic housing market conditions and factors, and green housing construction and maintenance/rehabilitation, including Leadership in Energy and Environmental Design (LEED) principles
 - A program designed to educate the County's municipalities and residents on smart growth principles and its reliance on the vital relationships among housing, land use, economic development, transportation, utilities and community facilities, and support, through technical assistance, municipal policies that recognize these vital relationships
- 6.1.2.c. Rock County shall develop a model sub-division ordinance based on traditional neighborhood, conservation, and/or fused grid design principles for adoption by interested County municipalities.
- 6.1.2.d. Rock County shall undertake a comprehensive study for County Board review, including potential funding sources, project locations, and administrative structure examining the feasibility of developing a County infill development program.
- 6.1.2.e. Rock County shall support, by providing technical assistance and expertise, planned unit developments (PUD) in municipalities in the County with existing PUD zoning districts and creation of PUD zoning districts in those municipalities currently without such a district.

- 6.1.2.f. Rock County shall develop a County housing programs and services web-presence work plan to identify opportunities for increasing the presence of the County's Housing and Community Development Program on the internet, and implement the plan to increase awareness of and efficiency within existing and future County housing programs and services.
- 6.1.2.g. Rock County shall explore the possibility of developing a County green housing program aimed at promoting and encouraging energy efficiency and conservation in new housing construction and maintenance/rehabilitation.
- 6.1.2.h. Rock County shall support, by providing technical assistance and expertise, consistent and uniform application and enforcement of existing County and municipal zoning and building codes, and revision of codes to include specific, uniform, and consistent architectural standards for specified new housing development.

Chapter 7 - Transportation

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(c), 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."

7.1. Transportation Planning

Transportation networks both predicate and accommodate the growth and development of a community. Just as importantly, transportation systems significantly influence the overall character of a community. National, regional, and local road networks, bike and pedestrian routes, and other recreational transportation (including water sports), airport service, public transit and freight rail serve Rock County and its citizens and industries.

County residents are largely automobile dependent. Accordingly, most trips are made by single-occupancy, personal automobiles. In the recent past, low demand for alternative transportation modes has influenced a transportation system that is primarily designed for automobiles. However, this *Plan* encourages a diverse, affordable, and reliable transportation network within the County and region to accommodate various transportation options. Benefits of 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.

Transportation is one aspect of planning that has the potential to negatively affect the quality of life of some sectors of the population more than others. The principles of environmental justice (*Executive Order 12898*, issued by the President in 1994) work to minimize disproportionately harmful effects on low-income and minority populations, transportation planning in Rock County, including this transportation element, works to ensure equity, and incorporate environmental justice.

7.2. Existing Plans and Projects

This section reviews state and regional, and county transportation plans and projects. Rock County's goals, objectives, and policies for transportation are consistent with these plans and projects, although this *Plan* may address concerns that are not yet acknowledged by other entities.

State Plans

- *Translinks 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century*
Completed in 1995, the *Translinks 21 Plan* outlines goals and objectives for the backbone of the State's transportation network through the year 2020. It also includes provisions to aid small communities with transit for the elderly and disabled, a new State grant to assist local communities with transportation corridor management plans, and it contains a method for assessing local road investment needs. *Translinks 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century* is the predecessor for the *Connections 2030 Plan* currently in progress.
- *Connections 2030 Plan*
While most transportation-related plans authored by the State are needs-based plans, this *Connections 2030 Plan* is a policy-based plan, currently being developed. It will be a long-range transportation plan, addressing highways, local roads, air, water, rail, bicycle, pedestrian, and transit. Policy recommendations in the plan will refer to specific corridors throughout the state, five of which incorporate portions of Rock County. The corridors are as follows:
 - Alpine Valley Corridor - Janesville/Beloit to Milwaukee
 - Blackhawk Corridor - Madison to Chicago via Beloit
 - Cheese Country Corridor - Dubuque to Janesville/Beloit
 - Rock River Corridor - Janesville/Beloit to Oshkosh
 - Southern Tier Corridor - Janesville/Beloit to Racine/Kenosha
- *State Highway Plan 2020*
This plan, completed in 2000, mostly pertains to the State highway system, focusing on pavement and bridge preservation, traffic movement and safety. The entire State highway system covers 11,800 miles, and includes 4,600 bridges. Approximately 60% of all traffic in the State is carried on the system.

The plan addresses projected congestion, and in Rock County Interstate 90/39 south of the City of Janesville, to the State line, is expected to be extremely congested, with severe congestion occurring north of Janesville. Portions of U.S. Highway 51, in and around the Cities of Beloit and Janesville, also is expected to reach extreme congestion. Moderate congestion is foreseen for U.S. Highway 14, and for U.S. Highway 51 north of

the City of Janesville to the County line. These projections are under the assumption of no capacity expansions to the roadways.

The strategies and policies set forth in this 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.

- *Wisconsin Rail Issues and Opportunities Report*

This plan, 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*. Issues identified in the plan 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 the 8th 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.

- *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 County's POROS Plan outlines specific plans for future bicycle routes, and is a more useful and detailed reference.

State's Corridor Studies and Plans

The impetus for State projects and plans is always either an emergency or legislative direction, a request by the public or by a local unit of government, or it develops through routine system maintenance. Five stages precede the start of actual construction. These stages are concept definition, investigation, determination, final design and pre-contract administration. Details regarding each of these steps are available on the Wisconsin Department of Transportation (WisDOT) website.

- *Interstate 90/39*

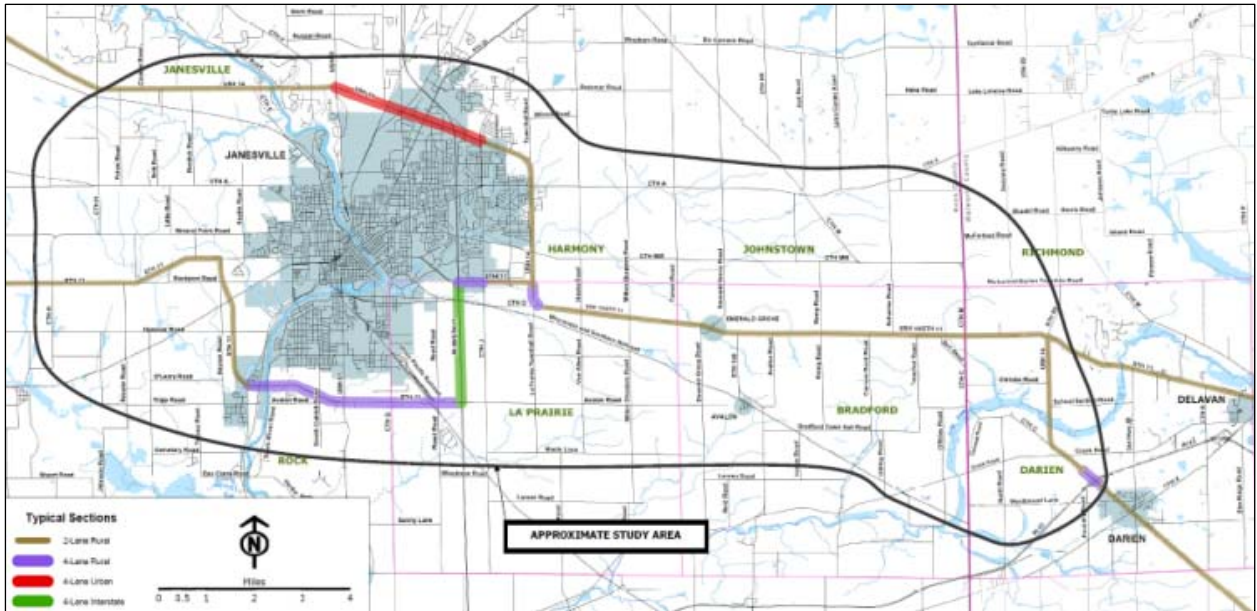
The widening of Interstate 90/39 is a major undertaking to increase capacity, planned to begin in 2013 or 2014. Over 45 miles will be widened from two lanes to three lanes in each direction for the portion of the interstate spanning from State Highway 12/18 (the Beltline) in the City of Madison to the Illinois State line. All work is planned to take place within the existing right-of-way. 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 Interstate 43 in the City of Beloit. Also, all bridges along the route will be rehabilitated.

- *U.S. Highway 14/State Highway 11*

The U.S. Highway 14/State Highway 11 corridor is a heavily traveled and crucial link from the City of Janesville area to Darien, in Walworth County. As traffic volume has increased, so have crash rates, and corridor improvements have been deemed necessary. The study began in 2003, and is expected to wrap up in 2008. It is analyzing system linkage, future travel demand, safety, capacity and socio-economic demands. The study area for the U.S. Highway 14/State Highway 11 Corridor Study is shown in Map 7.1.



Map 7.1:
U.S. Highway 14/State Highway 11 Corridor Study Area

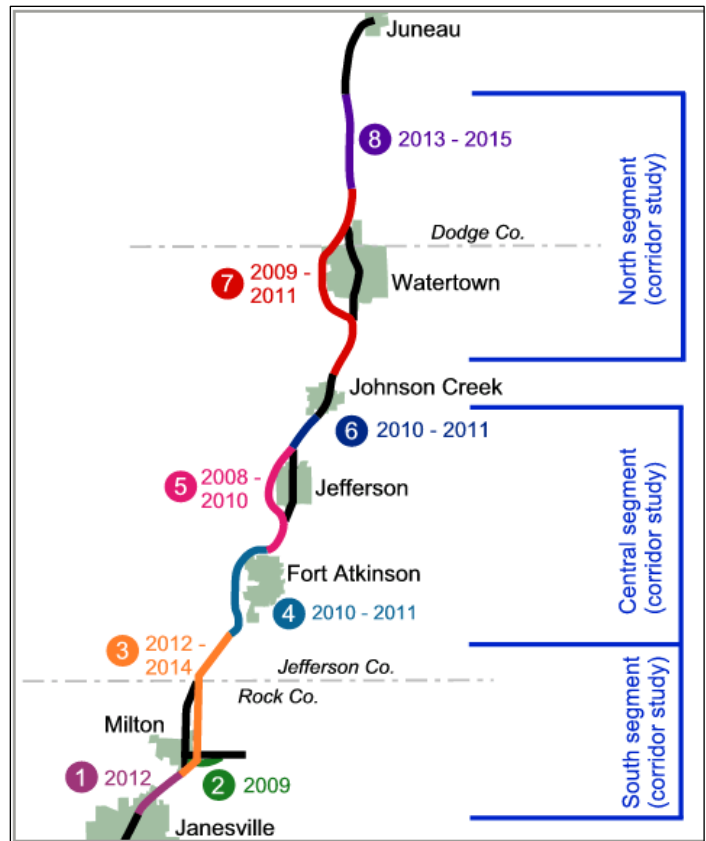


Source: Wisconsin Department of Transportation

Map 7.2:
State Highway 26 Corridor Plan

- State Highway 26

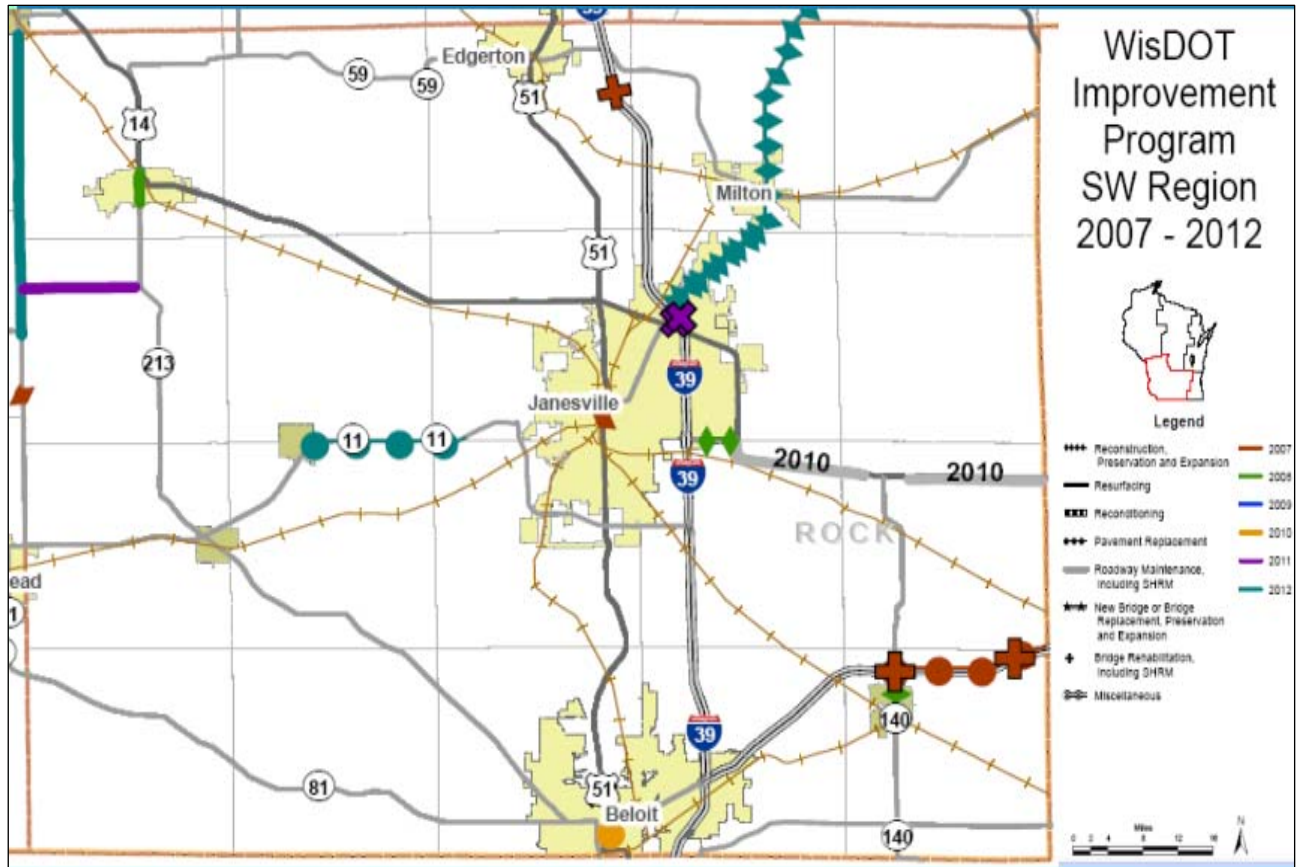
To ensure future safety and functionality of State Highway 26, from the City of Janesville area to the City of Waupun in Dodge County, the State completed the State Highway 26 Corridor Plan. This plan focuses on access management, local transportation systems, land use, interchange areas, and bike and pedestrian facilities along this 70-mile stretch of roadway. A planned realignment of State Highway 26 has resulted, and is shown in Map 7.2. In addition, a State Highway 26 Bike Route



Planning Study coincides with the Corridor Study, to provide bicycle accommodations along the corridor.

- WisDOT Improvement Program 2007-2012
The State prepares a 6-year highway improvement program for each County, each year. The improvements planned for Rock County are shown in Map 7.3.

Map 7.3:
WisDOT Improvement Program: 2007-2012



Source: Wisconsin Department of Transportation - 2007

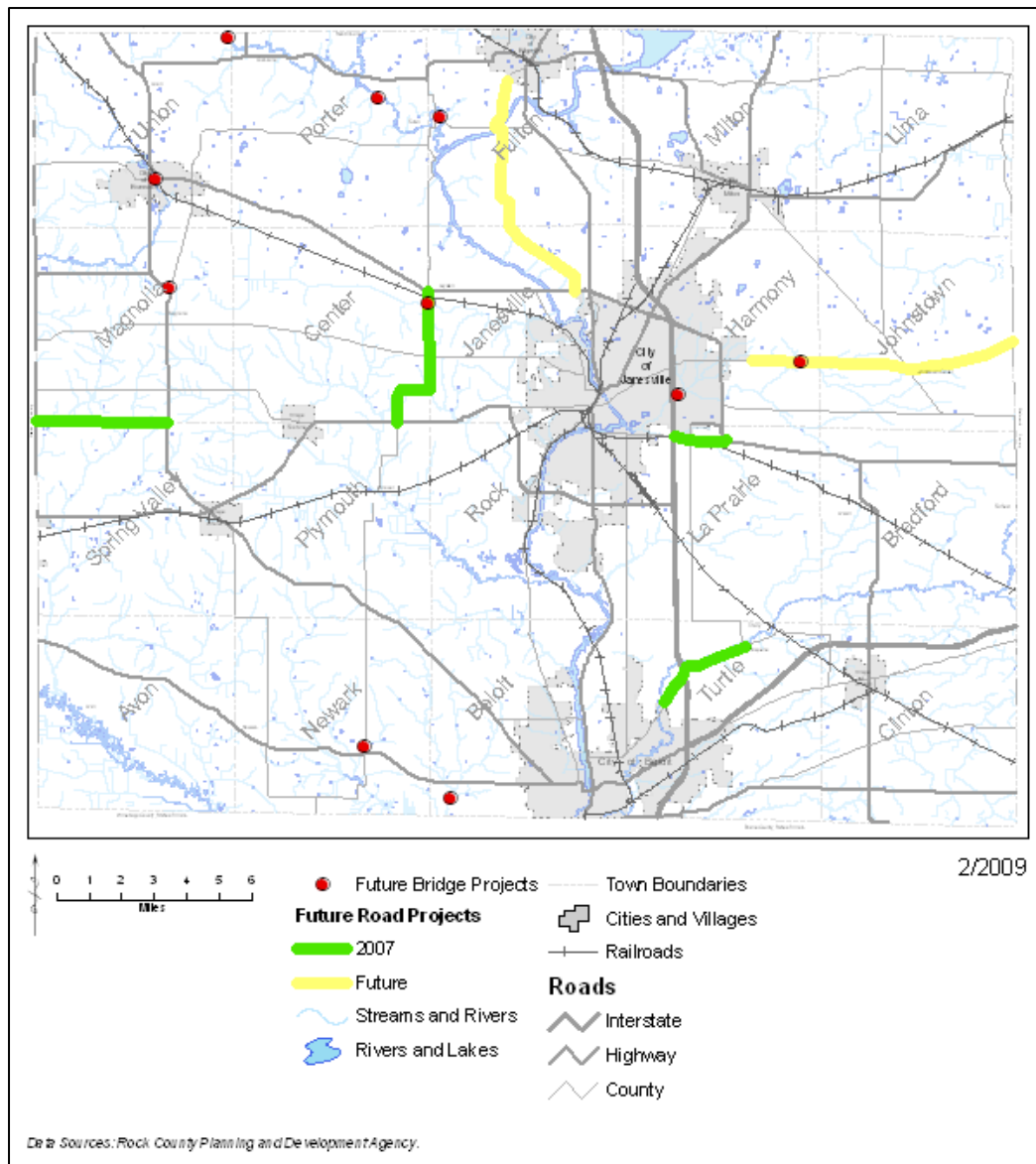


County Plans

- 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. The most current map of planned projects is shown in Map 7.4. The road projects for 2007 are County Highway B in the western portion of the County, a portion of County Highway D in the Town of La Prairie, County Highway S in the Town of Turtle, and County Highway H in the Town of Center. Future projects include County Highway F, in the Towns of Fulton and Janesville and County A, in the Towns of Harmony and Johnstown.

Map 7.4:
Public Works Projects: 2007 and Future



Source: Rock County Planning, Economic & Community Development Agency - 2009

- Southern Wisconsin Regional Airport Land Use Plan
The firm Mead and Hunt recently completed 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 that consider compatibility with aviation. The plan is slated for adoption on April 23, 2009 and will be incorporated into this *Plan* in Section II as Chapter 16.
- 2003 Rock County Bicycle and Pedestrian Routes and Trails Plan
Completed by the Rock County Parks Department, with assistance from the firm HNTB, this plan includes existing and proposed off road bike and pedestrian trails, bike lanes, abandoned rail corridors and local roads with low traffic volumes. This plan was adopted as a component of the POROS Plan. The *Rock County Bicycle and Pedestrian Routes and Trails Plan*, including policies, is also a component of this Chapter.
- Rock County, Wisconsin 2009-2014 Parks, Outdoor Recreation and Open Space (POROS) Plan
Adopted in March of 2009, the POROS Plan includes plans and policies for several modes of recreational transportation, including bicycle/pedestrian, hiking, boating and snowmobiling.

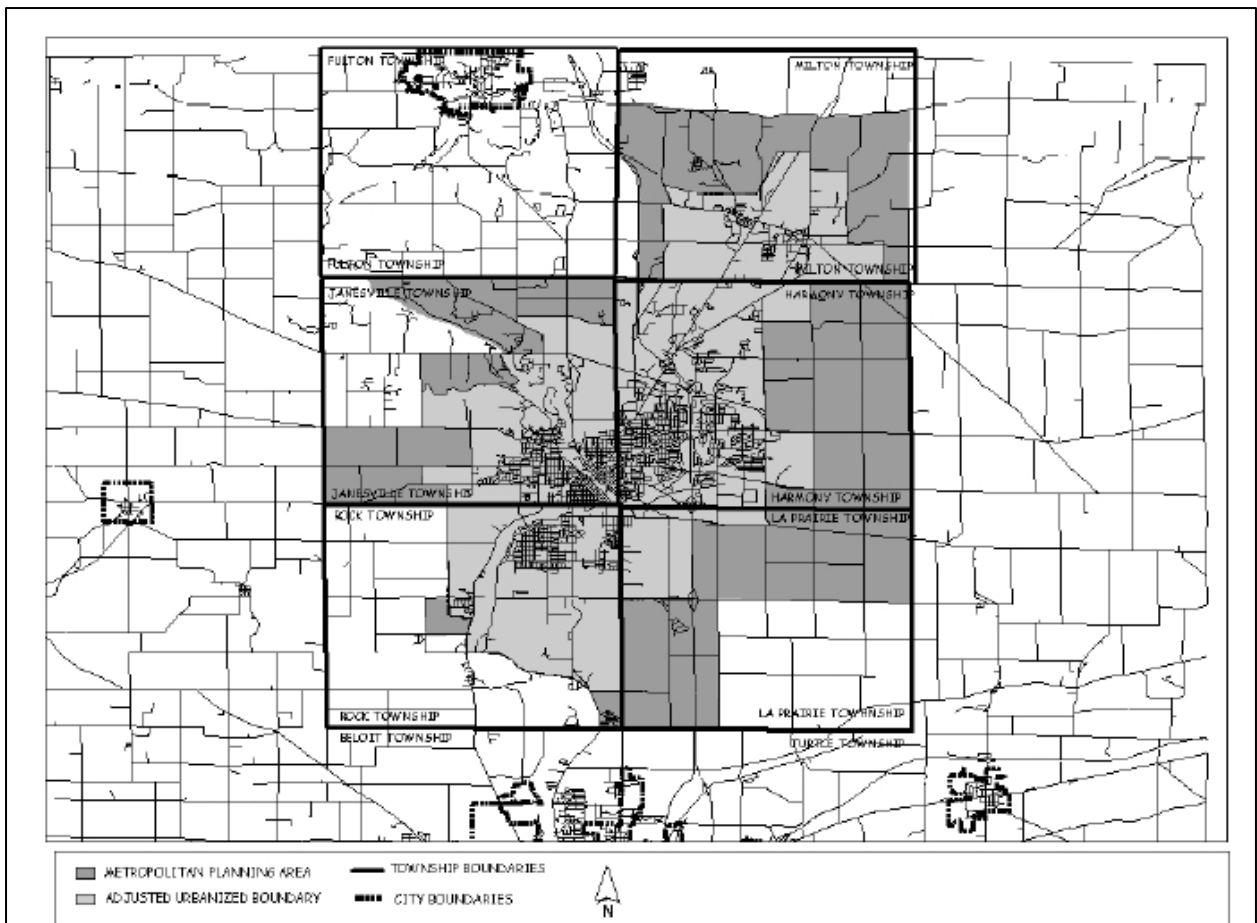


Metropolitan Planning Organization (MPO) Plans

- 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 metropolitan planning organization (MPO) is known simply as the Janesville Area Metropolitan Planning Organization (JAMPO). JAMPO’s urbanized area includes a population of 78,544 people. The area is shown in Map 7.5.

The 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 7.5:
Janesville Area Metropolitan Planning Organization (JAMPO) Planning Area



Source: JAMPO Work Program - 2007

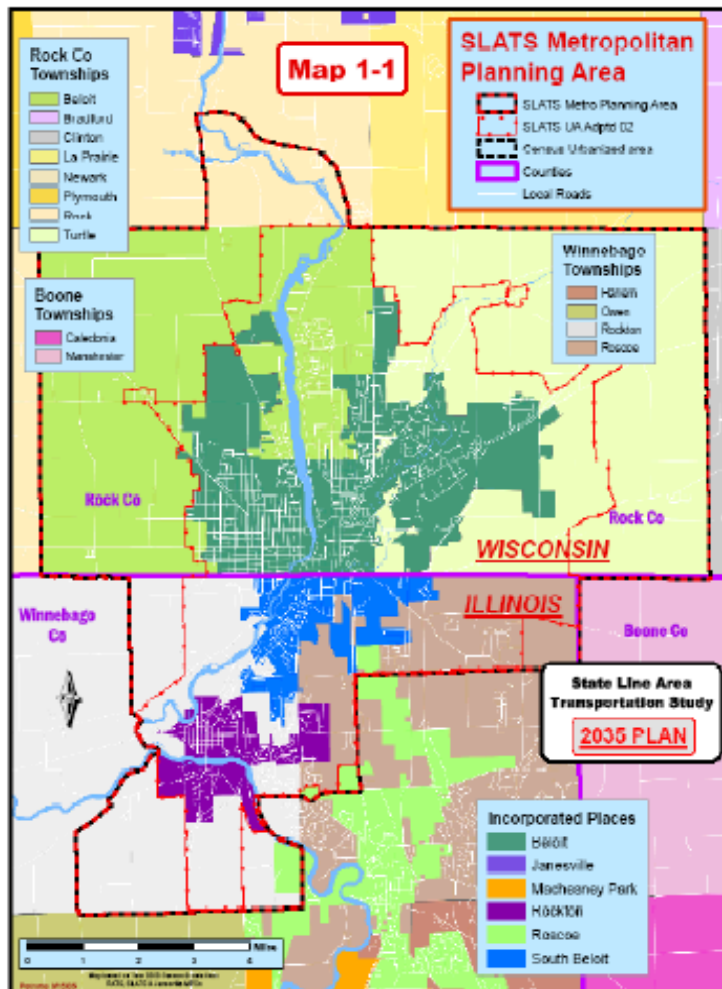
- Stateline Area Transportation Study 2035 Long-Range Transportation Plan

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 7.6.

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 7.6:
SLATS Metropolitan Planning Area



Source: SLATS Long-Range Transportation Plan

The demographic characteristics of residents within the SLATS planning area are evaluated, as are their means of travel. The needs and services provided by mass transit are examined, as well as roadway functionality, level of service and future road layouts.

The plan also explains the SLATS project evaluation criteria, which will continue to be used to prioritize projects for inclusion in the annual Transportation Improvement Program put together by the MPO.

A *Bike and Pedestrian System Plan* was completed by SLATS in 2004, and the *Long-Range Transportation Plan* summarizes and reiterates that plan. The plan calls for citizens to be aware of bike and pedestrian users, safe bike and pedestrian facilities, and the development of an overall bike and pedestrian friendly community.

- *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, Wisconsin. SLATS staff is facilitating the study. The Chicago-area connections were of initial concern. However, to respond to public input and demand, commuter alternatives to the Madison, Wisconsin area has since gained focus. While the feasibility of extending Metra commuter rail to Rock County is widely regarded as the heart of this study, it also assesses the idea of bus rapid transit to connect the communities along the Interstate 90/39 corridor, between the Cities of Rockford, Illinois and Madison, Wisconsin.

A stakeholder survey has 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 and Rockford. And there is a lot of travel between the Cities of Janesville and Beloit.

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. Also, regional transit initiatives proposed by others in the region are examined.

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.

7.3. Existing Conditions

Existing Road System

Rock County is well connected to the surrounding region through an extensive roadway network. In general, Rock County's roadways are comprised of rural highway miles. Rock County has a total of 1,290 miles of roadways. This total includes a portion of the United States Interstate highway system, Wisconsin's State highway system, Rock County's County highway system, and local Town roads.

- *Functional Classification*

In general terms, functional classification reflects a highway's balance between providing land access and/or mobility to its users. Functional classification is the process by which public streets and highways are grouped according to the character of service they are intended to provide. Generally, highways fall into one of four broad categories. They include:

- Freeways
- Arterials
- Collector
- Local Roads

WisDOT has further subdivided the general categories previously listed (see *State of Wisconsin, Department of Transportation, Facilities Development Manual, Procedure 4-1-15*). These classifications together with a brief discussion of each is as follows:

- *Principal Arterials*: Serve 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.
- *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*: 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.

- Roadways

There are 255 centerline miles of State and Interstate highways in Rock County. Interstate Highway 90/39 (I-90/39) serves as the county's principal limited access north-south traffic artery. This facility generally bisects Rock County running north to south and 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 the Cities of Madison, Eau Claire, and Wausau, Wisconsin, and Saint Paul and Minneapolis, Minnesota, 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, while I-39 travels south from Rockford into north central Illinois, and beyond to Normal, Illinois.

Interstate Highway 43 (I-43) is a limited access principal artery 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 the City of Green Bay.

U.S. Highway 14 is a multi-purpose principal arterial that connect Rock County to Dane County and Walworth County. U.S. Highway 14 provides continuous travel between La Crosse, through Rock County and continues on to an interchange with I-43 and beyond, into Illinois and the northwest suburbs of Chicago.

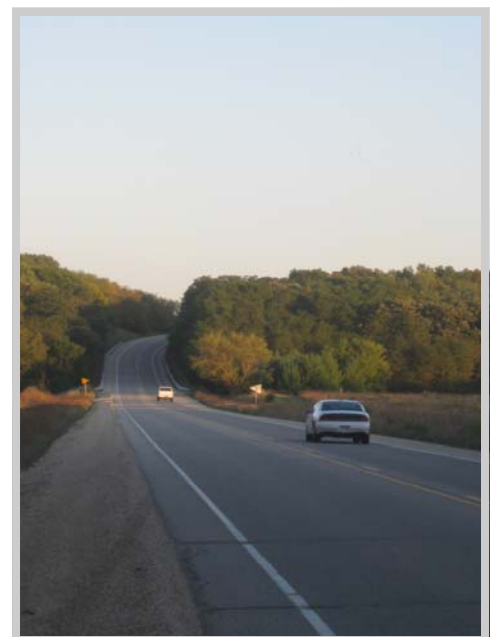
U.S. Highway 51 is a multi-purpose principal north/south arterial that connects Rock County to Dane County and northern Illinois. U.S. Highway 51 travels through Rock County and provides continuous travel between the Cities of Madison, Wisconsin and Rockford, Illinois. U.S. Highway 51 also provides direct access to a variety of urban and rural land uses along the route.



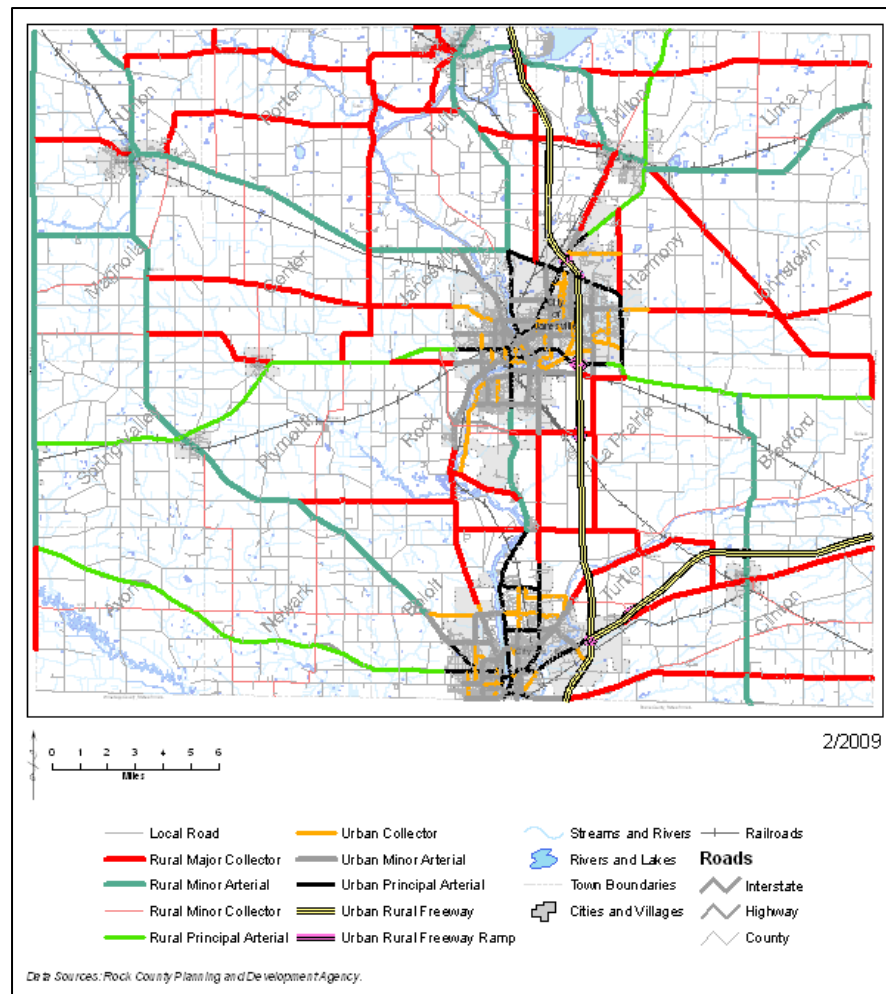
State Highway 11 (STH 11) is a principal east/west arterial that traverses Rock County from border to border. On the east side of Rock County STH 11 is a dually designated route with U.S. Highway 14, In central Rock County, near the City of Janesville, STH 11 and U.S. Highway 14 diverge. STH 11 continues on to the west into Green County, continuing through southern Wisconsin to the City of Dubuque, Iowa. STH 11 primarily serves rural oriented land uses.

There are 210 centerline miles of County 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 hamlets in the County.

Rock County is unique in that the County Public Works Department performs all road maintenance for 17 of the County's 20 Towns. They can also provide asphalt repaving for local Town roads in the County.



Map 7.7:
Road Functional Classifications



Source: Rock County Planning, Economic & Community Development Agency

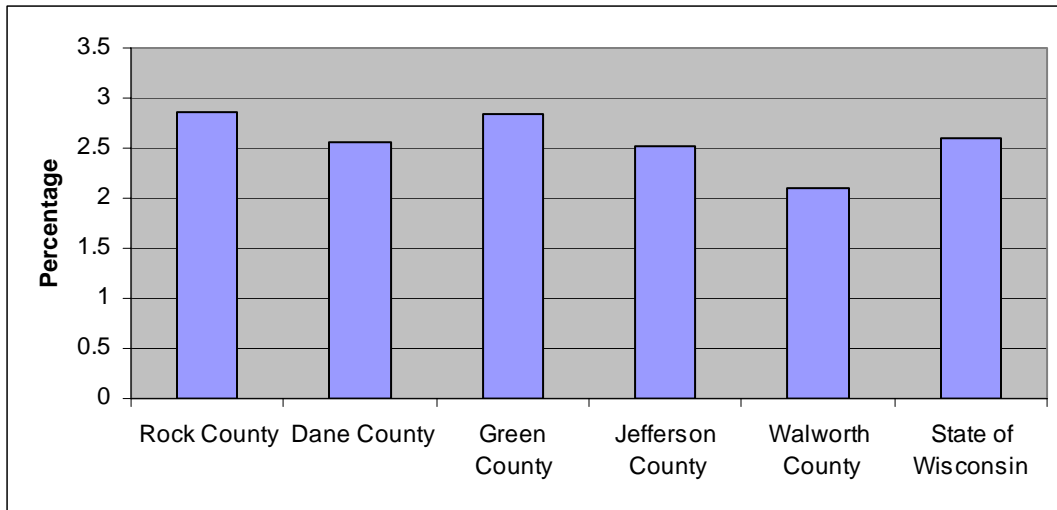
- Rustic Roads**

Section II: Chapter 4 - Cultural Resources of this *Plan* includes rustic roads as a cultural resource. These roads are used for vehicular, bicycle, and pedestrian travel in unhurried, quiet and leisurely enjoyment. The Wisconsin Legislature in 1973 gave counties the authority to designate rustic roads, and two have been designated in Rock County. They include Serns Road running from the City of Milton north to County Highway N and Riley Road running from U.S. Highway 14 north to the County line.
- Traffic Accidents**

The quantity of traffic accidents in the County is a likely indicator of the overall traffic volumes and safety of the roadways. From 2000 to 2005, the average number of accidents was 3,868 per year, not including accidents taking place on private roadways. This far surpasses the Statewide average of 1,803 accidents per county, per year. Figure 7.1 represents the number of traffic accidents as a percentage of the total population in Rock County compared to neighboring counties and the State as a whole. The average

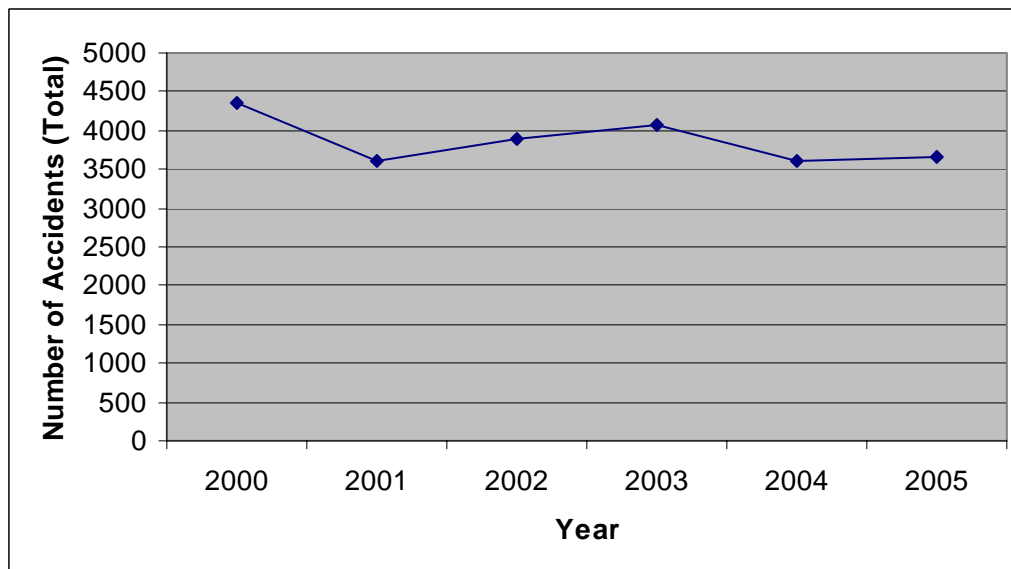
number of fatal traffic accidents is also higher in Rock County than the average for all Wisconsin counties. From 2002 to 2005, Rock County averaged 31 fatal accidents per year, while Statewide counties averaged 11 fatal accidents per year. However, many of the State's counties are rural, with low populations in comparison to Rock County. Figures 7.2 and 7.3 display the number of vehicle crashes, and the number of fatal accidents in Rock County in recent years. There is no apparent trend in the number of accidents and fatal accidents, as they have remained static in recent years.

Figure 7.1:
Traffic Accidents As A Percentage of the Total Population:
Rock County and Neighboring Jurisdictions: 2000



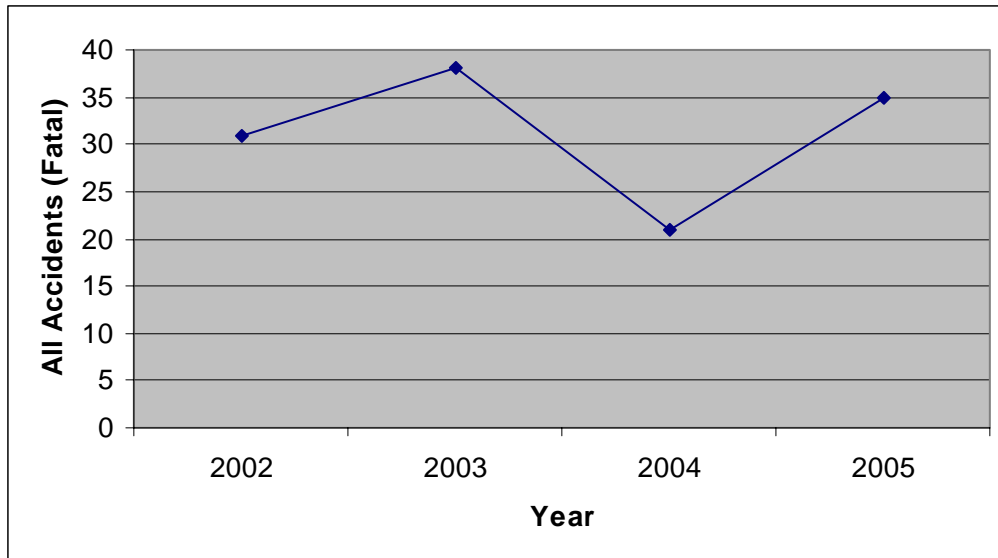
Source: Wisconsin Department of Transportation - Department of Motor Vehicles Traffic Accident Database

Figure 7.2:
Traffic Accidents: Rock County: 2000 - 2005



Source: Wisconsin Department of Transportation - Department of Motor Vehicles Traffic Accident Database

Figure 7.3:
Fatal Traffic Accidents: Rock County: 2002 - 2005



Source: Wisconsin Department of Transportation - Department of Motor Vehicles Traffic Accident Database

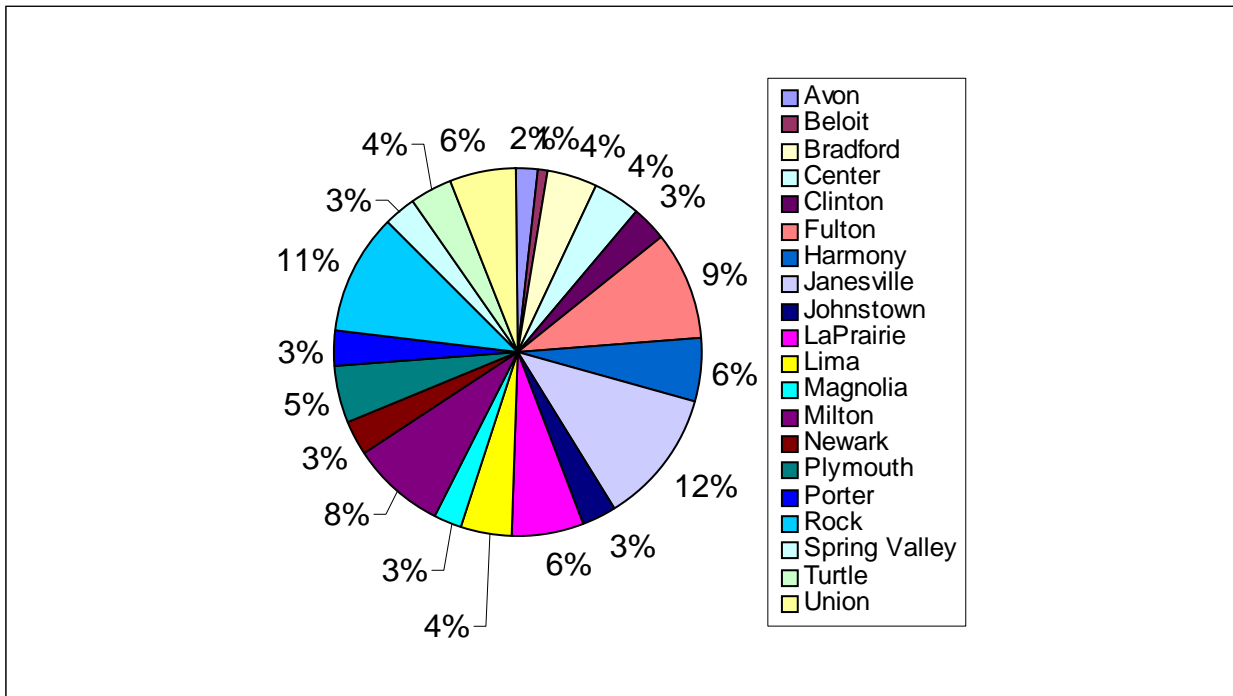
Crash data was obtained from the Rock County Sheriff’s Department. This data is indicative of only vehicle accidents that Sheriff’s personnel responded to. While most occurred in the unincorporated areas of Rock County, it is possible that they responded to accidents in Cities and Villages, or there may have been some accidents outside of Cities and Villages that they did not respond to, depending on the availability of emergency responders from all jurisdictions.

In 2006, the Sheriff’s Department responded to 896 accidents total. Only eight of these accidents were reported to involve deer. 417 individuals were injured in these accidents, and there were 19 fatalities. Figure 7.4 illustrates the Towns in which these accidents took place. The Towns of Janesville, Rock, Fulton and Milton accounted for the most accidents, making up 12%, 11%, 9% and 8% of the total, respectively.

Figure 7.5 depicts the number of accidents the Sheriff’s Department responded to on County Highways. Figure 7.6 depicts the number of accidents the Sheriff’s Department responded to on State Highways. Figure 7.7 depicts the number of accidents the Sheriff’s Department responded to on U.S. Highways. According to this data, it appears that the roadways on which most accidents occurred in unincorporated Rock County (not counting the Interstates) are the State and U.S. Highways. There were 78 accidents on U.S. Highway 14, in 2006, which greatly outnumbered accident occurrences on other roadways. U.S. Highway 51, State Highway 11, State Highway 59 and State Highway 213 had 46, 38, 46 and 39 accidents respectively.

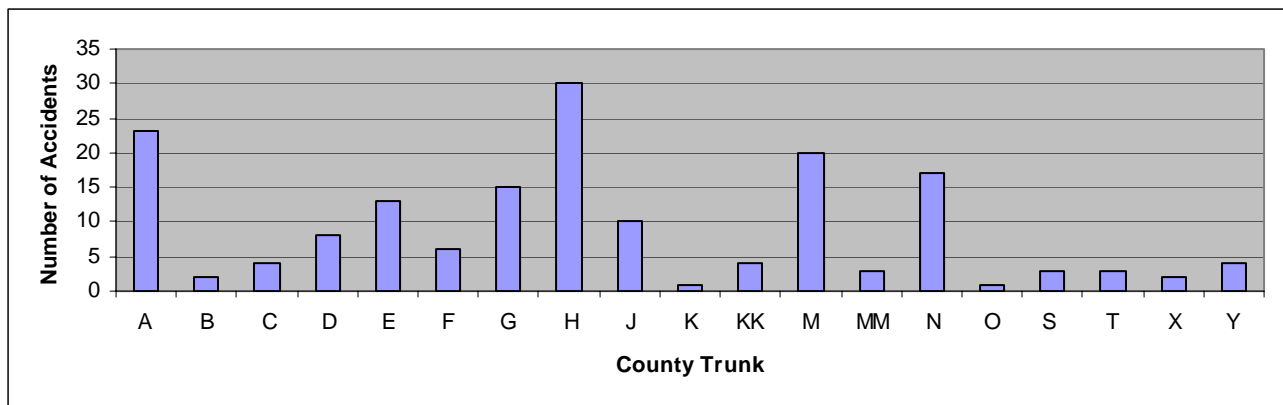
Concerning County highways, the frequency of accidents was higher on County Highways H, A and M, with 30, 23 and 20 accidents respectively in 2006. While these highways are heavily traveled, they are not the most heavily traveled in the County. County Highways G, D and N are actually busier.

Figure 7.4:
Traffic Accidents Responded to by Rock County Sheriff: 2006



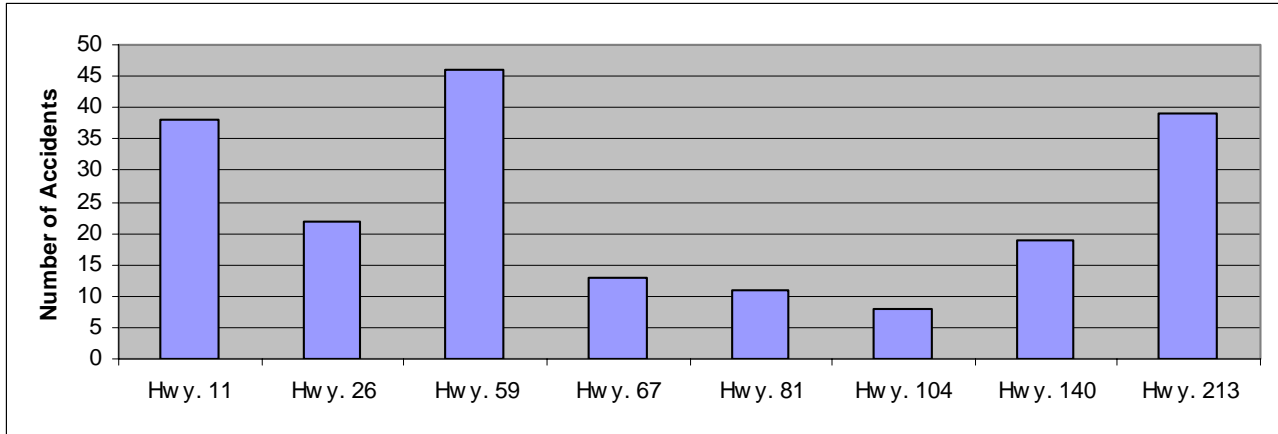
Source: Rock County Sheriff's Department

Figure 7.5:
Vehicle Accidents on County Highways: Rock County: 2006



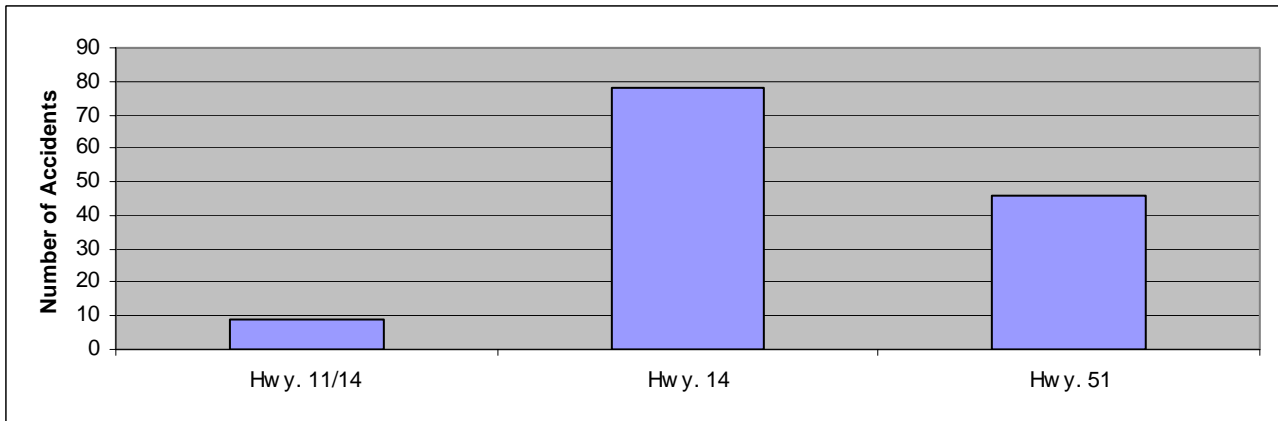
Source: Rock County Sheriff's Department

Figure 7.6:
Vehicle Accidents on State Highways: Rock County: 2006



Source: Rock County Sheriff's Department

Figure 7.7
Vehicle Accidents on U.S. Highways: Rock County: 2006



Source: Rock County Sheriff's Department

Bridges

There are 118 locally maintained bridges in Rock County, meaning they are County, Town, City, or Village bridges. Of these, the County maintains 30. There are an additional 120 bridges in Rock County that are State maintained.

Air

The Southern Wisconsin Regional Airport is located west of U.S. Highway 51, between the Cities of Janesville and Beloit. It covers 1,405 acres and employs 125 people. There is no commercial passenger air service at the airport. As covered in the *Wisconsin State Airport System Plan 2020*, the Southern Wisconsin Regional Airport is categorized as an air carrier/cargo 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.

A Federal Aeronautics Association operated control tower is manned at the airport, from 6:00 a.m. to 9:00 p.m. each day. There are three runways. Their lengths are 7,300 feet, 5,000 feet and 6,701 feet. Two of the runways are 150 feet wide, while the third is 75 feet wide. All taxiways are 50 feet wide.

There are 16 privately owned hangars 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.



Southern Wisconsin Regional Airport

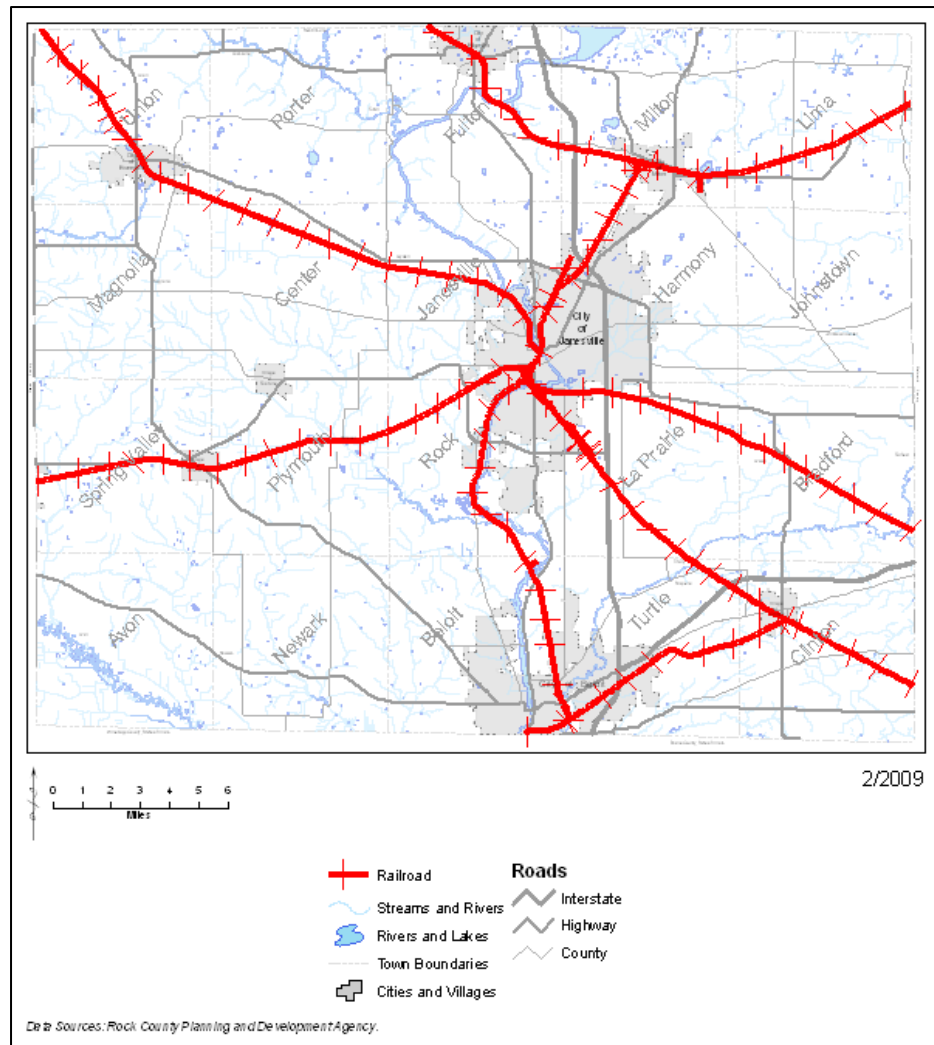
The airport also serves as a diversion airport, to accommodate planes in trouble. Emergency personnel are on-site, as are crash, fire and rescue vehicles. The on-site fire station is managed by the City of Janesville. There is on-site security provided by the Rock County Sheriff's Department. There are eight snow removal vehicles that operate at the airport. Rock County maintains ownership and control of the airport property, even though the City of Janesville annexed the property in the summer of 2007.

In addition to the Southern Wisconsin Regional Airport, there is the Beloit Airport, which is privately owned. Also, a number of private landing strips are located throughout the County.

Rail

Complemented by three distinct providers, Rock County's railroad network moves freight to and from the Great Lakes, the Mississippi River and various intermodal linkages. These linkages provide a vital supply chain function that connects area businesses to domestic, as well as, international destinations. Although currently passenger rail service does not exist within Rock County, its feasibility is under investigation, per the aforementioned *South Central Wisconsin Commuter Rail Study*. In doing so, the importance of preserving and/or enhancing Rock County's rail corridors has developed into an elevated priority.

Map 7.8:
Rail System



Source: Rock County Planning, Economic & Community Development Agency

The Union Pacific Railroad (UP) is a Class I provider that operates on tracks that extend from Evansville through Janesville and then southeast into Clinton before crossing over the Wisconsin/Illinois border. Aside from their trackage, the UP operates a large rail yard centrally located within the City of Janesville. Its yard traffic is predominately dedicated towards serving the automotive, food processing and other non-farm bulk commodity industries. In between the daily scheduled trains to and from Chicago, train build-out and switching movements are common yard activities. In addition to UP's local presence, the provider has also invested heavily in the region via their Global III (Rochelle, Illinois) intermodal facility.

The Canadian Pacific Railway (CP) operates on tracks that stretch from Davis Junction, Illinois, through the City of Beloit and then into the City of Janesville. The CP line is commonly referred to as a short-line and provides freight services for coal, farm commodities, marine engines,

petroleum, plastics and transportation equipment.

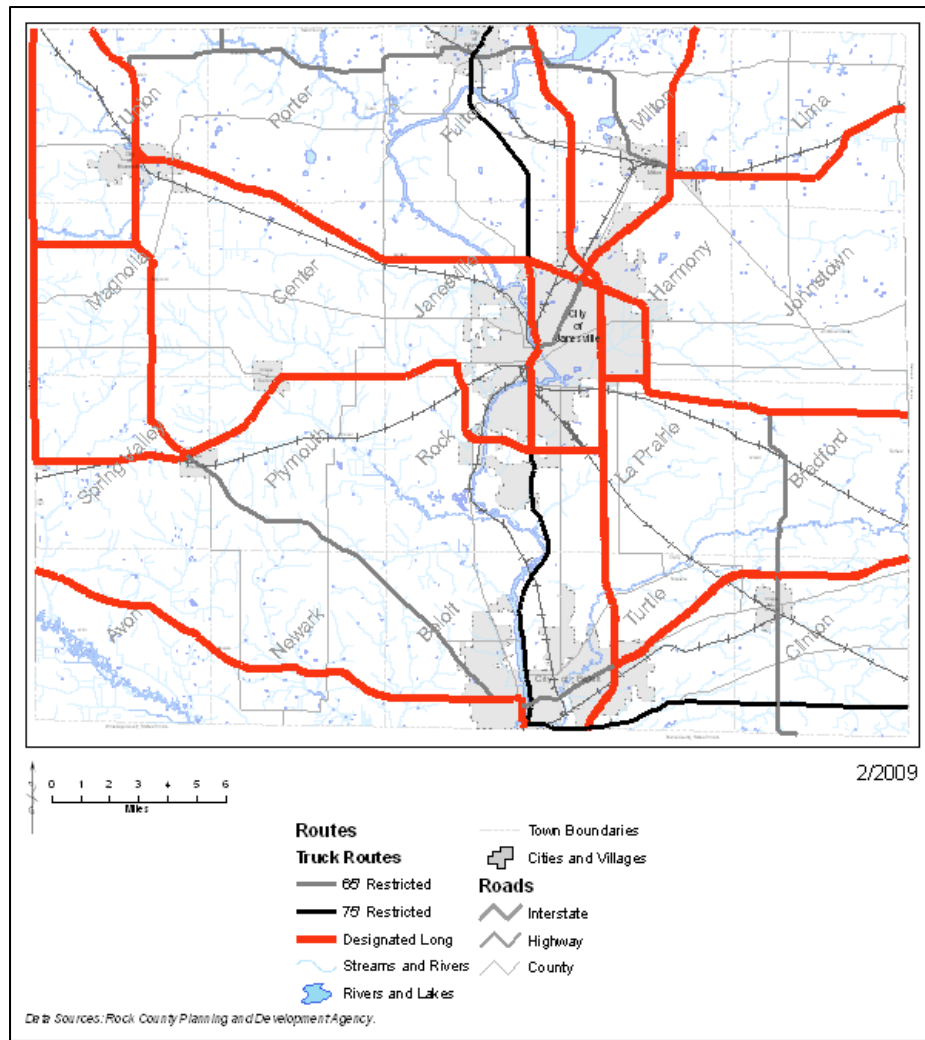
The provider that occupies the most trackage throughout Rock County is the Wisconsin and Southern Railroad (WSOR). Considered a Class II operator, WSOR tracks criss-cross the County providing freight linkages for both rural and urban communities. A wide array of products, ranging from bulk commodities (farm and non-farm) to plastic and metal materials are commonly found traveling on WSOR's tracks. WSOR also operates a small cross-docking facility at their City of Janesville Pearl Street location. Rock County, through their affiliation with the Pecatonica Rail Transit Commission, is an active contributor towards WSOR's public/private ownership and operations structure.



Trucking

A number of private trucking companies provide cartage service within Rock County. The type and number of trucking companies that operate in the County are as follows, contract (10), heavy (nine), liquid/dry bulk (six), motor freight (18), local cartage (two). Approximately 77% of all freight movement in Rock County is by truck.

Map 7.9:
Truck Routes



Source: Rock County Planning, Economic & Community Development Agency

Transit

- City Buses

Both the Cities of Beloit and Janesville currently operate transit systems. The Janesville Transit System operates 25 buses and has six routes, three of which offer nighttime service that runs until 10:15 in the evening. Beloit Transit operates 13 buses and has five routes, none of which operate in the evening. In addition to the routes that run throughout the two cities, there is a route called the Beloit-Janesville Express, which runs between the two Cities. This route operates daytime, Monday through Friday. It originates at the Beloit transfer center and the Janesville transfer center, with stops at the Rock County Job Center, University of Wisconsin-Rock County, Blackhawk Technical College and various Rock Valley Community Programs.

- Coach USA

An interstate bus line operated by Coach USA (formerly Van Galder) travels between the Cities of Madison, Wisconsin and Chicago, Illinois. This line makes a stop in the City of Janesville. There are two southbound routes, one with a final destination of O'Hare Airport, and the other that goes to downtown Chicago. For the O'Hare destination buses leave Janesville 13 times a day, between 3:20 a.m. and 7:00 p.m. Stops are made in the Cities of South Beloit and Rockford, Illinois before continuing to O'Hare Airport. The routes that head to downtown Chicago leave Janesville six times a day, between 6:00 a.m. and 5:30 p.m. Six times a day buses travel from downtown Chicago to Madison, arriving in Janesville between 12:55 p.m. and 1:05 a.m. Buses arrive in Janesville 14 times a day heading to Madison from O'Hare, between 8:35 a.m. and 1:05 a.m.

- Greyhound Bus Line

A Greyhound bus line also serves Rock County. There is a Greyhound terminal in the City of Beloit. However, tickets are not sold at the terminal, and must be purchased online or by telephone. Buses departing the Beloit Greyhound station head north to the City of Madison and south to Chicago. These buses then link to routes nationwide.

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 are made available to all areas within Rock County, using wheelchair lift-equipped vans.

The service is for passengers who must be able to use the van independently, or with a minimal amount of driver assistance (for example, no wheelchairs are helped up/down stairs). Transport is available throughout the county Monday through Friday, 8:00 a.m. to 5:00 p.m. Trip fares are based on a one-way trip basis. One-way trips can be made within the patron's home community or to destinations outside the community for an additional charge. Group rides are also available for purchase.

Users arrange trips by calling the Specialized Transit Agency by 12:00 p.m. at least two 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's time to make a return trip.

The Rock County Council on 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 offered to all areas within the boundaries of the Cities of Madison, Milwaukee, and Monroe, Wisconsin, and Rockford, Illinois, and riders are charged per mile.

Bike and Pedestrian

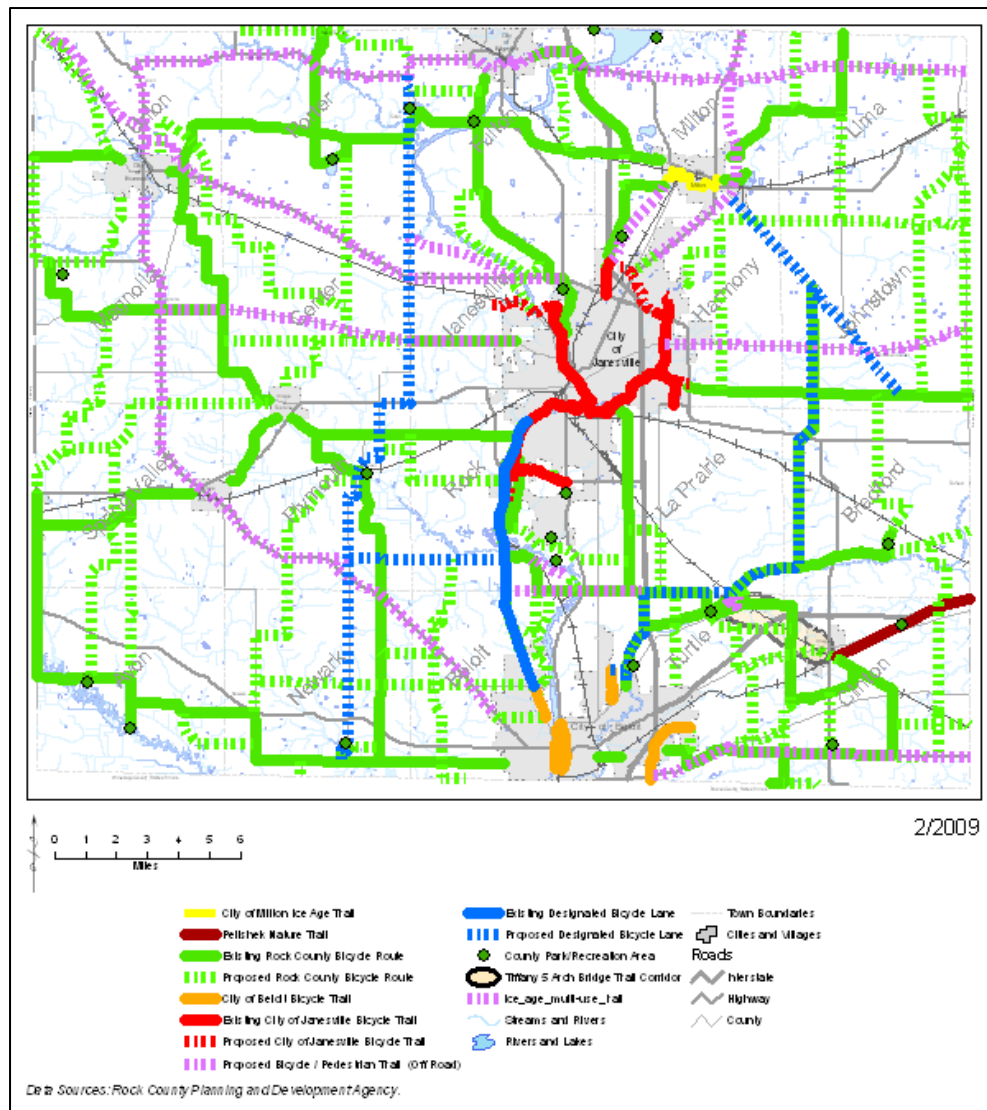
An expansive network of bicycle and pedestrian routes span Rock County. The system of routes includes the Pelishek Nature Trail, the Ice Age National Scenic Trail (portions of which are planned to cross the entire width of the County), the City of Beloit Bicycle Trail, the City of Janesville Bicycle Trail and designated bicycle lanes, all interconnected by Rock County bicycle routes. The system of routes connects urbanized areas with destinations that offer recreation and natural amenities. The County Parks can all be accessed via bicycle/pedestrian routes and lanes.

The Wisconsin State Bikeway connects the Cities of Kenosha and La Crosse, and includes a 36-mile portion that spans the northern part of Rock County. The route is not marked, but route information is available from the WDNR.

More routes are planned to further connect existing ones, and these are set forth in the POROS Plan, which was adopted in March of 2009. 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.



Map 7.10:
Bicycle and Pedestrian Routes and Trails Plan



Source: Rock County Planning, Economic & Community Development Agency

Recreational Transportation

- Snowmobile Trails

Each year easements are obtained from various landowners, and together they comprise the Rock County Snowmobile Trail. There are approximately 226 miles of trail. The trail is made possible by the Wisconsin Snowmobile Trail Fund, which finances the easements in their entirety. Also, 22 bridges have been paid for with the trail grant program. Since the inception of the Rock County Snowmobile Trail, in 1981, it has encircled the entire county, with numerous trail spurs connecting adjoining trails in adjacent counties.

- Multi-Use Trails

While the Pelishek Nature Trail and the Ice Age National Scenic Trail are listed as bike and pedestrian routes, they are indeed off-road trails that serve a multitude of recreational uses, including hiking. And horseback riding is permitted on the Ice Age Trail. Smaller trails are also found in some of the County's parks. While Carver-Roehl offers hiking/nature trails and cross-country skiing, Gibbs Lake and Magnolia Bluff offer similar trail uses, in addition to horse paths. Lee Park has hiking/nature trails, which are also incorporated in the county snowmobile trail network during the winter.

- Boating

A number of rivers, streams and lakes in Rock County are ideal for boating and other water sports. In the POROS Plan, a detailed *River Trails Plan* identifies waterways that are favorable for canoeing and kayaking. Lake Koshkonong, the southern portion of which is located in Rock County, is a popular destination for boating and other water sports.

7.4. Current and Future Needs

Conditions

According to public input, the physical condition of Rock County's roadways is viewed to be in good condition, and is not a concern. However, from a monetary standpoint the County has been utilizing funds primarily towards repairs, rather than preventative maintenance. A national push has been occurring to focus on preventative maintenance, due to how it saves money in the long run. The key is to get to a point where there are no pressing road repair needs, in order to be proactive, which is easier said than done. In addition, the focus should be on maintenance, rather than expansion, of the County's transportation networks, in most places.

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, the Wisconsin Information System for Local Roads (WISLR). Rock County is conscientious about sustaining the data regarding County maintained transportation facilities. However, the Towns in the County mostly enter the initial data, but fail to update it. The benefits of keeping the information updated must be understood by all jurisdictions with the County, and effort must be put forth to do so.

When it comes to financing transportation improvements and repairs, a plethora of state and national aid is available. The County must actively seek funding assistance when available and appropriate.

Congestion

It is commonly believed that you cannot build your way out of congestion. If new routes are constructed to ease capacity, oftentimes development then is generated along the new route, only adding to the congestion. While the question use 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 to context-sensitive transportation investments, and to ease congestion. This *Plan* addresses this issue in Section II: Chapter 5 - Land Use.

Another way to ease congestion is by reducing the number of single-occupancy vehicle (SOV) trips in the area. 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. Existing facilities and routes for bicycling and walking should be promoted, new bicycling and walking facilities and routes could be made available and transit could be more convenient.

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 personal arrive at the scene, as system to do so has yet to be established in Rock County. This process is referred to as geocoding, and it can be used along with the existing GIS in the County to create a uniform crash data analysis system, across jurisdictions.

Many of the traffic accident issues in Rock County would be alleviated with a reduction in traffic congestion, and the installation of traffic calming devices where appropriate. Another crucial element for driver safety in the unincorporated County is access management and vision clearance measures. Currently, the County tries to require easements for vision triangles at intersections when a land division takes place, but landowner cooperation varies.

Also, all too often landowners wish to create new buildable lots in locations that are not conducive for 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 Rock County drivers and passengers alike. Currently, Rock County and some of the Towns have policies in place to regulate driveway placement, but an enforceable countywide ordinance would be more effective. A driveway ordinance could regulate width, length and slope of driveways, in addition to driveway placement, to assure ingress and egress for emergency vehicles and ensure that properties are accessible, even in foul weather conditions.

Some safety concerns apply to transportation innovations in the unforeseeable future.

Technology is paving the way for means to maximize mobility, and with these advancements come new safety risks, and Rock County should be proactive enough to regulate these types of advancements before they potentially become dangerous.

An innovation gaining popularity, which is being regulated by some jurisdictions nationwide, is the neighborhood electric vehicle (NEV). 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. State of Wisconsin Statute 349.26 states that NEVS can be operated on roadways that are posted at 35 mph or lower, but only if the governing body first adopts an ordinance allowing the use. The National Highway Traffic Safety Administration has recognized NEVs as a form of transportation since 1998. Rock County should develop and enforce rules for the use of NEVs here, before they become more common-place.

Safety is also an issue for other modes, including railroads, air, and recreational transportation. State programs are offered to help fund appropriate safety improvements.

Accessibility

While Rock County does offer adequate opportunities for para-transit service, there should be improvements in marketing to spread awareness of such programs. Aside from transit for the elderly and disabled, even City bus systems in the County could improve public outreach in hopes to make mass transit a viable transportation option for all sectors of the population. Perhaps additional fixed routes are needed to better serve the citizens of Rock County.

Providing transportation alternatives to those who commute out of Rock County is another aspect of accessibility that warrants exploration. SLATS 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. At one point, a park and ride was proposed for the Newville area in the Town of Fulton, but local decision-makers ultimately opposed it. Unofficial parking lots in the Newville area are common parking points for people carpooling to destinations northward. The K-Mart parking lot in Janesville also serves as a sort of non-official parking facility. At this time, the City of Madison Metro Transit is considering the practicability of establishing a park and ride in the City of Evansville area.

Connectivity Standards

Oftentimes the way land is developed and divided in the unincorporated 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. Traditional neighborhood design layouts, that often incorporate grid networks and through-streets, should be encouraged for future development, to promote walkability/bikability and increase safety and a sense of community, and allow future connectivity, if development does occur.

Enhancements and Beautification

Recreational trails, such as those for bicycles and pedestrians, are the most abundant type of transportation enhancement in Rock County. But to truly make the area bike and pedestrian friendly, more needs to be done. Existing routes and trails should be promoted and utilized to the utmost. Many new developments provide no accommodations for bikes and/or pedestrians. And many schools throughout the County are not safely accessible, except by personal automobile. These issues could be remedied if additional facilities and services for biking, walking, and other non-auto modes of transportation are maintained, expanded and/or created. At the least, additional right-of-way should be preserved, to allow the installation of bike/pedestrian facilities and routes in the future. Shoulder improvements should be considered when resurfacing takes place on County roads, to accommodate bicycles along mapped bicycle routes, as appropriate.

Boating is another recreational opportunity that could be expanded in Rock County. Many of the waterways throughout the County are ideal for canoeing and kayaking, yet no official canoe or kayak launch exists. Most desirable would be facilities for canoe and kayak rentals, along one of the waterways in the County.

Roadside beautification is another form of transportation enhancements, and the County endorses the use of native plantings. Currently, when right-of-way areas are reseeded during construction and improvements, non-native materials are used, which are difficult to remove once established.



7.5. Transportation Goals, Objectives and Policies

This section states the County's transportation goals, objectives and policies.

Transportation Goal

- 7.1. Provide a safe, efficient and equitable transportation system that meets the needs of diverse users while minimizing impacts on farmland and the environment.

Transportation Objectives and Policies

- 7.1.1. Provide safe roadway conditions, while cooperating with local and State entities.
- 7.1.1.a. State and federal funding programs shall be applied for and utilized whenever possible, to help finance highway and bridge, transit, rail, enhancements and other transportation improvements, especially those that reduce single occupancy vehicle (SOV) trips and air pollution, and benefit economic development in the County.
 - 7.1.1.b. A uniform crash data analysis system shall be established and implemented, that involves emergency and/or police and sheriff personnel using global positioning system (GPS) units to record the exact location of accident occurrences so data can be geocoded using a geographic information system (GIS).
- 7.1.2. Coordinate transportation and land use planning, to minimize sprawl and traffic congestion.
- 7.1.2.a. Rezoning and land divisions in the County shall be approved in appropriate locations adjacent to municipalities and existing developed areas, in efficient development patterns, such as traditional neighborhood design, so as to best utilize existing transportation networks without contributing to sprawl or traffic congestion, while ensuring that new road networks do not interfere with environmentally significant areas.
- 7.1.3. Ensure safety at railway crossings.
- 7.1.3.a. Rock County shall work with the State Office of the Commissioner of Railroads, when appropriate, to work towards replacement and/or enhancement of warning devices where needed.
- 7.1.4. Maintain the scenic value and rural character of the County's roadways.

-
- 7.1.4.a. The feasibility and opportunity to regulate roadside plantings in Rock County, both for beautification and during construction, shall be explored, to promote the use of native plant materials.
 - 7.1.4.b. Rock County shall aim to promote rustic roads in the County, and aim to acquire more rustic road designations for appropriate roadways.
 - 7.1.5. Maintain the efficiency, profitability and safety of the Southern Wisconsin Regional Airport.
 - 7.1.5.a. Continued cooperation and involvement with the State's Airport Improvement Program shall remain, to leverage federal, state and local resources for the betterment of the Southern Wisconsin Regional Airport.
 - 7.1.5.b. The recommendations of the *Southern Wisconsin Regional Airport Land Use Plan* shall be adhered to, where appropriate.
 - 7.1.6. Ensure that Rock County be a safe and enjoyable location for recreational transportation, such as snowmobiling, boating bicycling and walking.
 - 7.1.6.a. Snowmobile routes shall continue to be properly designated and maintained.
 - 7.1.6.b. The feasibility of the installation of canoe and/or kayak launch(es) in Rock County shall be explored, and if appropriate, shall be supported.
 - 7.1.6.c. New bicycle facilities shall be current AASHTO standards as set forth in their *Guide for the Development of Bicycle Facilities*, as required when state or federal funds are utilized.
 - 7.1.6.d. Signage for bicycle facilities shall utilize guidelines set forth in the *Manual for Uniform Traffic Control Devices*.
 - 7.1.7. Keep abreast of new transportation trends and advancements, and regulate them as appropriate.
 - 7.1.7.a. The use of neighborhood electric vehicles (NEVs) in the County shall be regulated as appropriate to ensure safety of all citizens, while recognizing the benefit of low-emission, low-fuel consumption vehicles.
 - 7.1.8. Ensure that each new buildable lot has safe sight distance and driveway access.
 - 7.1.8.a. A Countywide driveway ordinance shall be drafted and adopted, to regulate driveway placement, width, length, slope and to uphold access control.
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Transportation Goal

- 7.2. Offer alternate mode options to help minimize single occupancy vehicle (SOV) trips within Rock County and the region, to lessen traffic congestion and vehicle emissions.

Transportation Objectives and Policies

- 7.2.1. Ensure that facilities and services for biking, walking, and other non-auto modes of transportation are maintained, expanded and/or created.
- 7.2.1.a. Bicycle and pedestrian routes shall be incorporated into new development areas, with encouraged use of wide sidewalks to accommodate both bicycle and pedestrian traffic.
 - 7.2.1.b. Shoulder improvements shall be made to County roads during resurfacing projects, to accommodate bicycles along mapped bicycle routes, where appropriate.
 - 7.2.1.c. Bike and pedestrian trails and routes in Rock County shall be connected to nearby trails and routes in adjacent counties, such as the Sugar River Trail (Green County) and the Glacial River Trail (Jefferson County).
 - 7.2.1.d. The findings of the South Central Wisconsin Commuter Study shall be supported, to provide transportation alternatives to commuters in the Southern Wisconsin/Northern Illinois region.
 - 7.2.1.e. Further study shall be conducted to assess the commuter activity between Rock County and the Madison metropolitan area.
 - 7.2.1.f. The feasibility of a park and ride facility in the northern tier of Rock County shall be explored and pursued, if appropriate.
 - 7.2.1.g. The opportunity for a park and ride facility in the Town of Union, to be serviced by the City of Madison Metro Transit, shall be supported by Rock County.
- 7.2.2. Promote and improve awareness and utilization of existing transit services, especially those that serve the elderly and disabled.
- 7.2.2.a. Advertising and outreach shall be utilized to generate increased awareness of the transit services offered by the Rock County Council on Aging.
 - 7.2.2.b. Additional fixed transit routes shall be explored to better serve patrons who shop, work or require services outside of currently available routes.

Transportation Goal

- 7.3. Support regionalism and fiscal responsibility regarding transportation-related improvements in Rock County.

Transportation Objectives and Policies

- 7.3.1. Support the use of the Wisconsin Information System for Local Roads (WISLR) to manage and inventory road attributes, administration, condition and maintenance requirements.
- 7.3.1.a. All jurisdictions within Rock County shall be encouraged to utilize the Wisconsin Information System for Local Roads database.
- 7.3.2. Continue involving Rock County representatives in transportation-related committees and planning efforts throughout Rock County and the region.
- 7.3.2.a. The County shall support the study of a State Highway 11 bypass, circumventing the southern side of the City of Janesville from U.S. Highway 14 to Interstate 43.
- 7.3.2.b. Capacity improvements to Highway 14, between the City of Janesville and the Dane County line in the Town of Union, to facility corridor preservation and safe movement of vehicular traffic, shall be supported by Rock County.
- 7.3.2.c. The County shall support the Wisconsin Department of Transportation (WisDOT) and impacted area communities regarding any decisions to reroute Highway 14 in the City of Evansville area.

Chapter 8 - Utilities and Community Facilities

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(d), the Utilities and Community Facilities 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 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."

This Chapter provides information on the County's utilities and community facilities. 8.1. introduces the concept of utilities and community facilities planning. 8.2. provides an inventory of the County's existing utilities and community facilities, whereas 8.3. identifies utilities and community facilities issues and opportunities. 8.4. states the County's utilities and community facilities goals, objectives, and policies.

8.1. Utilities and Community Facilities Planning

A community's utilities and facilities, and the associated services they provide, fill the basic, vital needs of a community's residents. A clean water supply, sufficient healthcare options, reliable energy supplies and emergency services, quality educational institutions, and adequate recreational areas are some of the many amenities provided by a community's utilities and facilities.

The existing and potential location and capacity of a community's utilities and facilities have vast implications for the pattern and pace of its future development. Understanding the utility and community facility needs of a community, in concert with suitable siting, will aid in achieving a desirable community development pace and pattern.

8.2. Utilities and Community Facilities Inventory

Inventorizing a community's existing utilities and community facilities provides valuable insight, vital in determining the desired characteristics of its future utilities and community facilities. The following inventories the County's existing utilities and community facilities, utilizing the following categories:

- Water and Wastewater
- Stormwater
- Energy
- Health and Child Care
- Police and Law Enforcement
- Fire/Rescue and Emergency Medical
- Emergency
- Education
- Solid Waste
- Communications and Media
- Parks and Recreation Areas
- Other County Facilities

Water and Wastewater

The County's water is supplied by various water systems and well types, including:

- Municipal
Serving at least 25 year-round permanent residents per year or 15 residential service connections, and owned by a municipality
- Other Than Municipal (OTM)
Serving at least 25 year-round permanent residents per year or 15 residential service connections, and not owned by a municipality
- Transient Non-Community (TNC)
Serving at least 25 individuals for a minimum of 60 days per year but not the same 25 individuals for over six months of the year
- Non-Transient Non-Community (NTNC)
Serving at least 25 of the same individuals for over six months of the year
- Private
Serving residential property owners

Wastewater in the County is managed either by municipal sanitary sewer systems or on-site waste disposal (septic) systems.

Three municipal sanitary sewer systems, serving over 10,000 residents, are located in the County, including the City of Janesville, City of Beloit, and Town of Beloit. These systems, commonly called 208, are required by the WDNR to plan their service capabilities in conformance with current groundwater quality standards. The County has an active role in

assisting these municipal sanitary sewer service providers by participating as a technical advisor, holding public hearings, aiding in establishing future boundaries, and reviewing development proposals that require approvals for municipal sewer service extensions.

Several other smaller municipal sanitary sewer systems, serving less than 10,000 residents, are located in the County, including the City of Evansville, City of Milton, City of Edgerton, Village of Clinton, Village of Orfordville, Village of Footville, Hanover, and Consolidated Koshkonong (Newville area and Indianford).

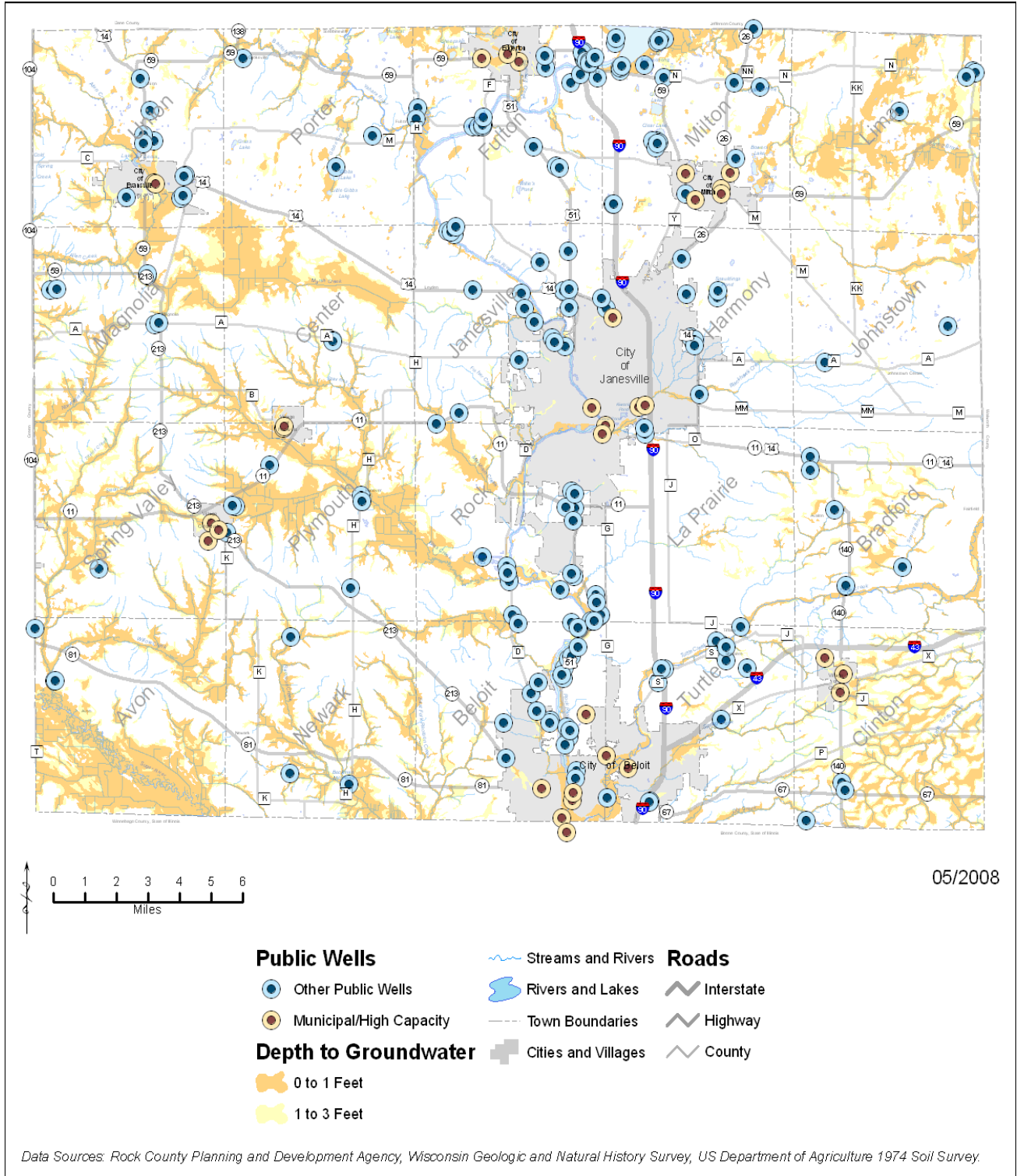
The wastewater of County residents and businesses not residing within the boundaries of any of the aforementioned municipal sanitary sewer systems is treated by on-site waste disposal (septic) systems. The State of Wisconsin adopted a revised private on-site disposal system policy in 2000, COMM 83, allowing for conventional (underground) systems and alternative (above-ground) systems. Per COMM 83, soil characteristics determine suitability for conventional and alternative on-site wastewater disposal (septic) systems.

There are approximately 13,000 privately operated residential and commercial septic systems in the County. The County permits the use of several different systems, including:

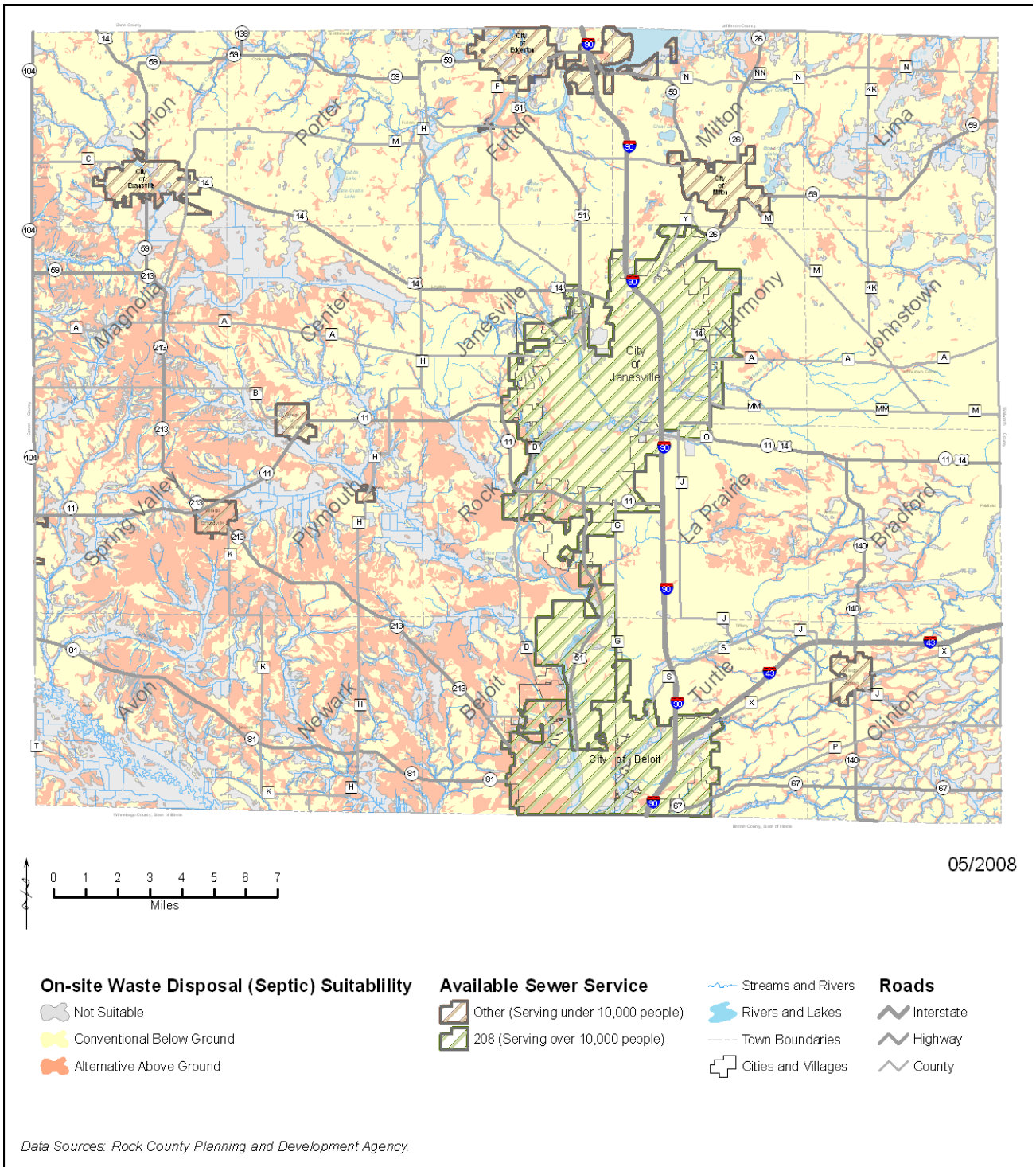
- Conventional
Utilizes a tank with effluent distributed gravitationally to a below-ground drain field
- Pressure Dosing
Utilizes a tank with effluent distributed by a pump through a pressurized pipe system to a below-ground drain field
- Aerobic Treatment Unit (ATU)
Utilizes a tank with effluent distributed by a pump through a pressurized pipe system to either an above or below-ground drain field, via an aerobic tank in which effluent is exposed to air
- At-Grade
Utilizes a tank with effluent distributed by a pump through a pressurized pipe system to a drain field located just below the surface
- Mound (Wisconsin Mound - Single Pass Sand Filter)
Utilizes a tank with effluent distributed by a pump through pressure-fed pipes to an above-ground drain field

Map 8.1 displays public water systems (municipal, OTM, TNC, and NTNC) located in the County, as well as areas with groundwater close to the surface. Map 8.2 displays municipal sanitary sewer system areas located in the County, in addition to suitability for on-site waste disposal (septic) systems.

Map 8.1:
Water



**Map 8.2:
Municipal Sanitary Sewer Service Systems and
On-Site Waste Disposal Suitability**



Stormwater

Stormwater management in the County is provided through the efforts of various municipalities, including the County, Cities, Villages, and Towns, in addition to State and Federal agencies.

All Cities and Villages located in the County have municipal stormwater systems, whereas the County's Land Conservation Department manages stormwater in unincorporated areas of the County through application of the Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock). This ordinance establishes long-term requirements to reduce post-construction stormwater and associated pollutant runoff. Additional agencies, including the WDNR (DNR Administrative Code Chapter NR 216 - Stormwater Discharge Permits) and the Environmental Protection Agency (EPA Stormwater Phase II - Final Rule), regulate stormwater in the County by requiring permits/management plans on large land-disturbing projects or those taking place in environmentally sensitive areas.

Energy

Various entities generate and deliver energy (electricity and natural gas) in the County, including:

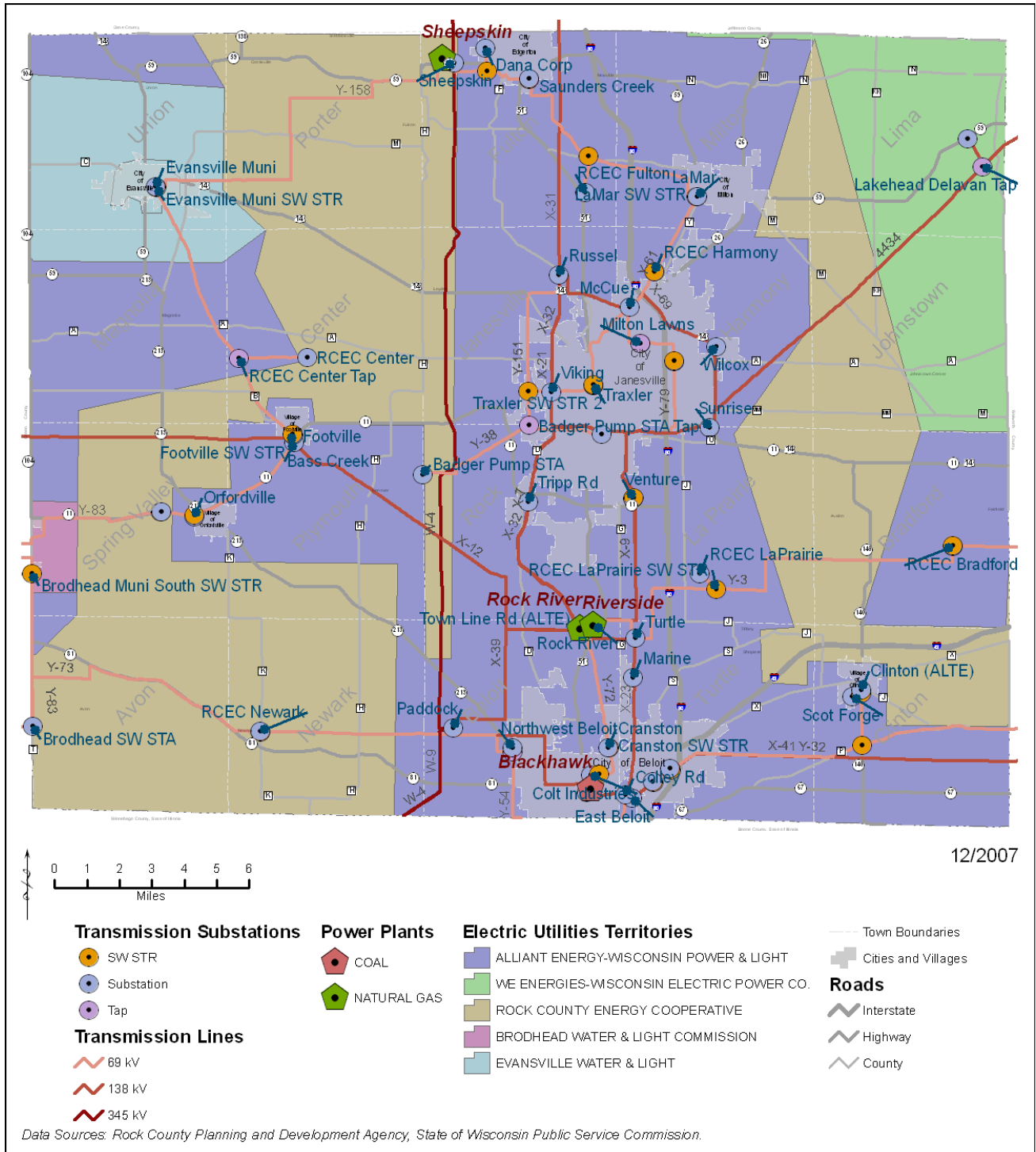
- Alliant Energy Corporation (Wisconsin Power and Light)
This entity generates electricity, from both renewable and non-renewable resources, and delivers it in the County. Alliant operates the Rock River Generating Station, an electrical power station located between the Cities of Janesville and Beloit. This station, in operation since the early 1950's, is completely natural gas fired.
- Calpine Corporation
This entity, per Wisconsin Public Service regulations, generates electricity for purchase and delivery by other power entities located both within and outside of the County. Calpine owns and operates the Riverside Energy Center, an electrical power station located adjacent to the Rock River Generating Station. The Center, a combined cycle natural gas facility and intermediate load merchant plant, began operations in 2004. Wisconsin Power and Light (WPL) has a ten-year contract to purchase and deliver the majority of electricity produced at the Center. Surplus electricity produced at the Center not needed by WPL is available for purchase by other energy entities.
- WE Energies (Wisconsin Electric Power Company, Wisconsin Electric Gas Operations, and Wisconsin Gas Company)
This entity delivers electricity and natural gas in the County.
- Rock Energy Cooperative (REC)
This entity, a member of the nationwide Touchstone Energy alliance, purchases and delivers electricity and natural gas to REC members in the County.

- *Brodhead Water and Light Commission*
This entity, a member of Wisconsin Public Power Incorporated (WPPI), purchases electricity from WPPI and delivers it to City of Brodhead residents.
- *Evansville Water and Light*
This entity, a member of WPPI, purchases electricity from WPPI and delivers it to City of Evansville residents.
- *American Transmission Company (ATC)*
This entity delivers electricity in the County. Currently, ATC has two major lines in the County, the 15-mile Wempleton-Paddock line, and the 18-mile Turtle to West Darien line. ATC recently completed improvements on the Wempleton-Paddock line, connecting the south-central Wisconsin (Janesville/Beloit) and the north-central Commonwealth Edison (greater Rockford, Illinois) systems to improve capacity and relieve overloading on nearby lines. The Turtle to West Darien line has also recently been upgraded to provide for expanded capacity and continued reliability, including conversion to a 138-kilovolt line and addition of new steel poles and lines. Additionally, ATC will be implementing various other transmission lines, system conversions, and substation modifications over the next five years. Specifically, ATC will be constructing a new 35-mile, 345-kilovolt line, running from the County's south to southeastern Dane County, paralleling the existing 345-kilovolt line along the U.S. Highway 51 corridor.
- *ANR Pipeline Company*
This entity delivers natural gas in the County.
- *Northern Natural Gas*
This entity delivers natural gas in the County.

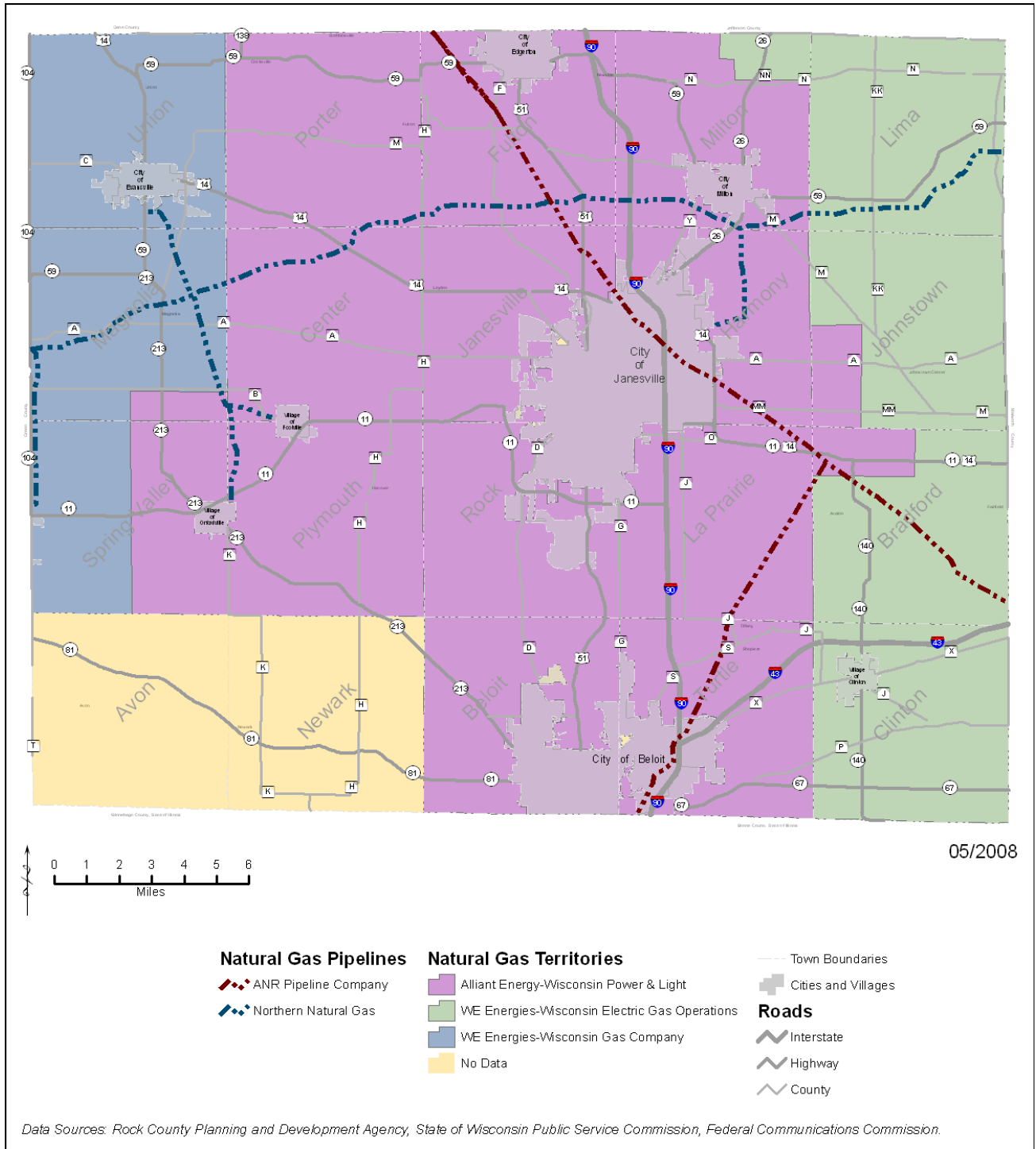
Maps 8.3 and 8.4 display the various energy entities servicing the County, in addition to their facilities and infrastructure. Map 8.3 displays utilities and facilities/infrastructure providing electricity in the County, whereas Map 8.4 displays utilities and facilities/infrastructure providing natural gas.



Map 8.3:
Electricity



Map 8.4:
Natural Gas



Health and Child Care

The County is home to many quality health and child care facilities, including those in both the public and private sector.

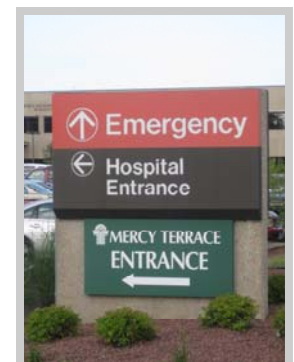
The County's Health Department, with offices in the Cities of Janesville and Beloit, aims to promote, protect, and enhance the County's collective health and environment by providing various services, including communicable disease investigation and prevention, HIV testing, immunizations, lead testing, private sewage disposal, public school nursing, sexually transmitted disease clinic, water testing, health education, general sanitation, groundwater contamination prevention, food protection and health inspections, and health care for children with special needs. The department is designated a level III agency by the Wisconsin Division of Public Health, the highest level of state designation for a local health department.

Rock Haven Skilled Nursing Home, operated by the County and located in the City of Janesville, provides services and treatments to County residents including the elderly, as well as those in need of rehabilitation, with developmental disabilities, or behavioral, emotional, and psychiatric needs. Rock Haven has three resident care units certified for Medicare and medical assistance, including:

- *Meadow Place*
This unit provides rehabilitative care, complex medical care, and traditional long-term care, including intensive and skilled nursing care for frail and medically needy adults.
- *Harbor Way*
This unit provides structured group activities, psychiatric and behavior interventions, and psychiatric/skilled nursing care for persons with gero-psychiatric disorders or severe and persistent mental illness requiring specialized services.
- *Glen Lane*
This unit provides intermediate and skilled nursing care for persons with Alzheimer's disease or other dementias, activity socialization and life enrichment programs, safety systems, and assistance with living activities.

Various other private health care facilities are located in the County, including clinics (13) and hospitals (three) offering emergency room and urgent care services. Hospitals located in the County include:

- *Mercy Hospital*
City of Janesville
- *Edgerton Hospital*
City of Edgerton
- *Beloit Memorial Hospital*
City of Beloit



The County has 33 childcare facilities that are regulated, licensed, or certified by the State of Wisconsin. The majority of these facilities are located in the County's Cities.

Police and Law Enforcement

Police and law enforcement service in the County is provided through the efforts of various municipalities, including the County, Cities, Villages, and Towns. These departments work in conjunction to ensure adequate police and law enforcement service for all County residents. The County Sheriff's Department, with a main and remote office located in the City of Janesville, has jurisdiction over all areas of the County and employs approximately 90 full-time officers. The Department also manages the County Jail located at the County Complex, on the north side of the City of Janesville, at the intersection of U.S. Highway 14 and U.S. Highway 51.

Other municipalities in the County have their own police and law enforcement departments, including the City of Janesville, City of Beloit, City of Milton, City of Edgerton, City of Evansville, Village of Clinton, Village of Orfordville, Town of Fulton, Town of Milton, Town of Beloit and Town of Turtle.

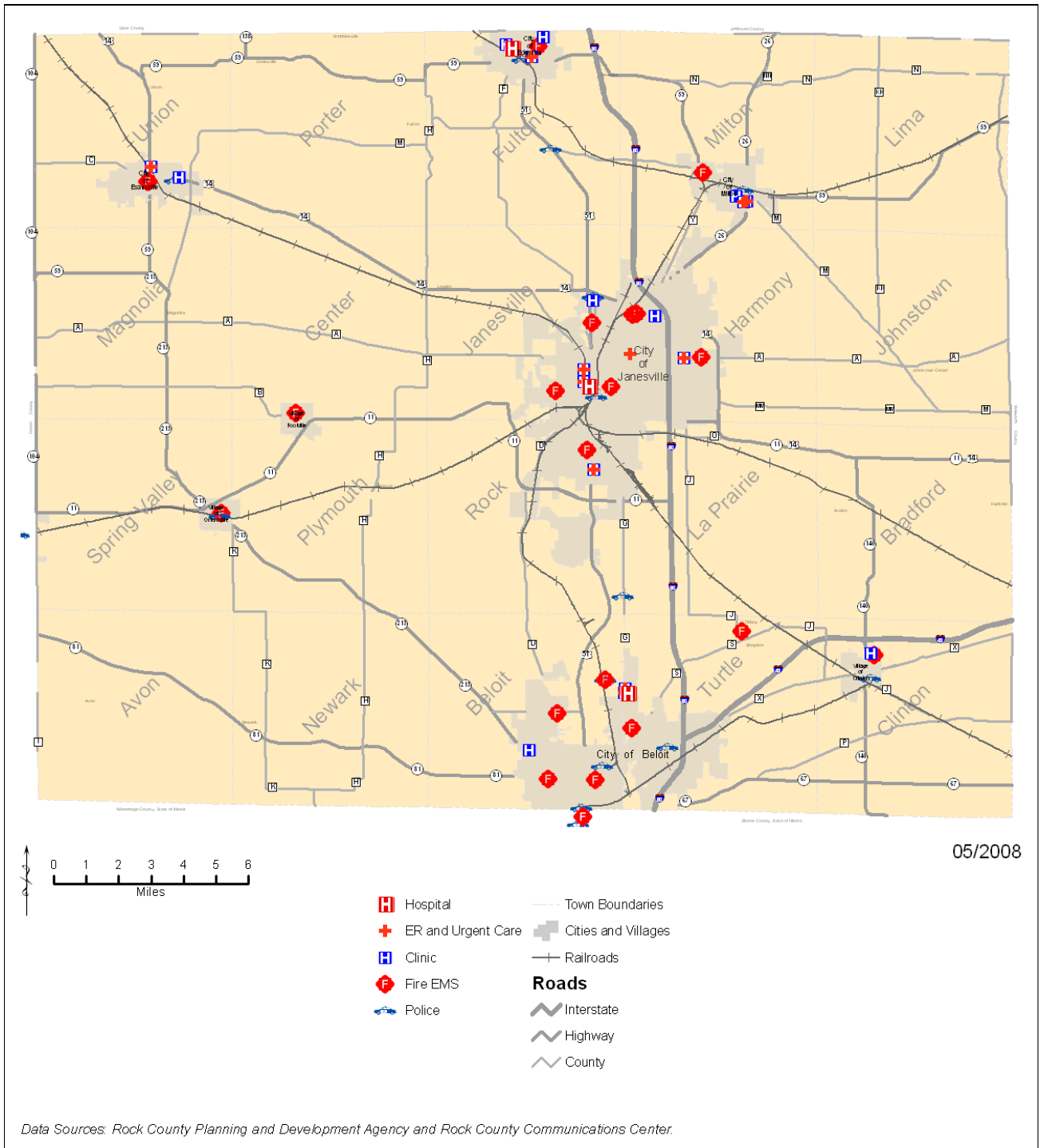
Fire/Rescue and Emergency Medical

Fire/rescue and emergency medical services in the County are also provided through the efforts of departments in various municipalities, including Cities, Villages, and Towns. Several of these departments cover multiple municipalities via mutual aid agreements. Fire/rescue and emergency medical service departments located in the County include the City of Janesville, City of Beloit, City of Milton, City of Edgerton, City of Evansville, Village of Footville, Village of Orfordville, Village of Clinton and Town of Beloit.

Map 8.5 displays police and law enforcement, fire/rescue and emergency medical, and health care facilities located in the County.



Map 8.5:
Police and Law Enforcement,
Fire/Rescue, Emergency Medical, and Health Care Facilities



Emergency

The County provides for emergency management through its Emergency Management Agency and Telecommunications Center.

The County's Emergency Management Agency, located in the City of Janesville, coordinates County wide responses, in support of local governments, to major disasters and emergencies. This agency prepares other governmental entities, volunteer organizations, private business, and citizens to respond to and recover from major emergencies and disasters.

The County's Telecommunications Center, located in the City of Janesville, provides 24-hour dispatching services for all County police and law enforcement, fire/rescue and emergency medical services. The Center is accredited by the Commission on Accreditation for Law Enforcement Agencies.

Education

The County is home to various quality educational facilities and institutions, including those primary and secondary (K-12th grade), post-secondary, and providing library services.

Eight public school districts (K-12th grade) have facilities located in the County, including:

- Janesville
19 schools (12 elementary, three middle, two high, charter, and academy)
- Beloit
17 schools (12 elementary, two middle, high, charter, and education center)
- Beloit Turner
Four schools (two elementary, middle, and high)
- Milton
Seven schools (four elementary, intermediate, middle, and high)
- Edgerton
Four schools (two elementary, middle, and high)
- Evansville Community
Four schools (elementary, intermediate, middle, and high)
- Clinton Community
Four schools (elementary, middle, high, and charter)

- Parkview (Orfordville-Footville)
Six schools (three elementary, middle, high, and charter)

These districts combined for 65 public educational facilities located within the County's borders in 2007, including nine high, eleven middle, two intermediate, 37 elementary, four charter schools, and one academy and education center. Enrollment in these schools, as of 2007, totaled approximately 28,220 students. Total student enrollment in public school districts with facilities located in the County is increasing over the past few years, in contrast to overall State of Wisconsin student enrollment numbers, which are decreasing.

Additionally, 14 private schools enrolling approximately 2,000 students are located in the County, nine in the City of Janesville and five in the City of Beloit. These schools enroll pre-K-12th grade students and have various religious and/or other affiliations.

Other public school districts (K-12th grade) have no facilities within the County but do have boundaries stretching into the County, including Fort Atkinson, Whitewater, Delavan-Darien, Brodhead, Albany, Oregon, and Stoughton Area.

The County is also home to post-secondary educational institutions, including:

- Beloit College
This four-year private college, located in the City of Beloit, is recognized for its longstanding commitment to curricular innovation, its first-year initiatives, and international education programs. The college offers more than fifty majors, more than thirty minors, and a number of dual-degree and pre-professional programs. The college enrolled approximately 1,300 students and had a student to faculty ratio of approximately 11:1 in 2007.
- Blackhawk Technical College
This two-year public technical college, with a central campus located between the Cities of Janesville and Beloit and various other facilities scattered throughout the County, offers comprehensive occupational skills training through associate degree, technical diploma, certificate, and apprenticeship programs. The college enrolled approximately 4,500 students in 2007.
- University of Wisconsin - Rock County
This two-year liberal arts transfer campus, located in the City of Janesville, is one of 13 such campuses in the University of Wisconsin system. In addition to offering an associates degree, this institution offers students the opportunity to begin studies and then transfer to four-year colleges and universities in the State of Wisconsin and throughout the country to complete their bachelor's degrees. Additionally, the campus recently instituted a four-year engineering degree program. This institution enrolled approximately 950 students and had a student to faculty ratio of 20:1 in 2007.

- University of Wisconsin Extension - Rock County

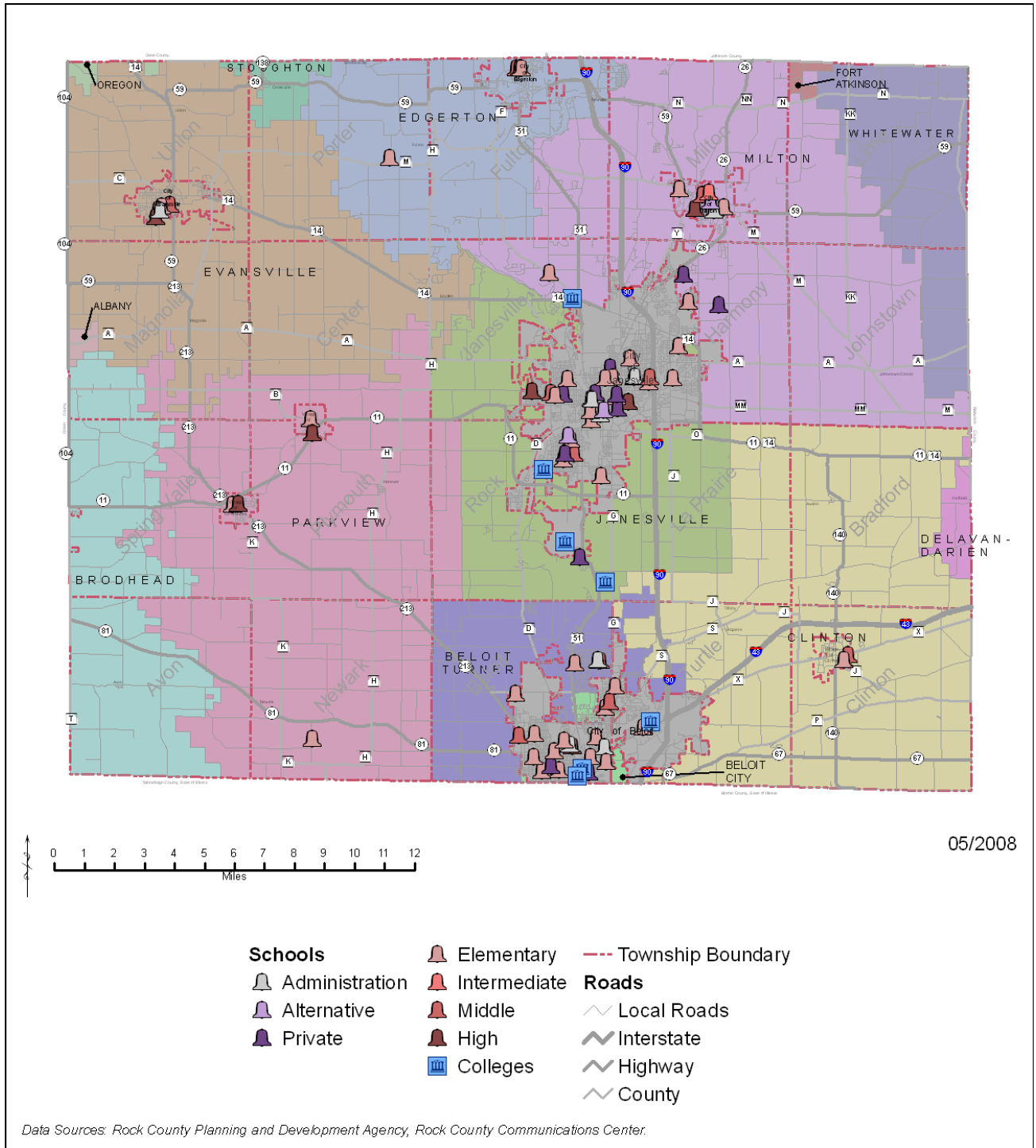
This agency, located in the City of Janesville, extends the knowledge and resources of the University of Wisconsin system to County residents in the areas of agriculture, agribusiness, natural resources, family living, and youth development. Extension specialists are University of Wisconsin faculty and/or staff who develop practical educational programs tailored to local needs, based on university knowledge and research.

Other educational facilities and services available to County residents include the Arrowhead Library System (ALS), which coordinates the County's public library services. Member libraries are located in the City of Janesville, City of Beloit, City of Milton, City of Edgerton, City of Evansville, Village of Clinton, and Village of Orfordville. ALS offers interlibrary loan transactions, nursing home/assisted living collections and jail library services, computer training and technology support, continuing education for library staff, public relations consulting, and collaboration with the County 4-H Fair and City of Janesville and Stateline Literacy Councils.



Map 8.6 displays educational facilities and public school districts located in the County.

**Map 8.6:
Educational Facilities and Public School Districts**



Solid Waste

Solid waste management in the County, including disposal and recycling, is provided by various public and private entities.

The City of Janesville owns and operates the City/County demolition and sanitary landfill located in the City. The landfill is available to all residential, commercial, and industrial waste generators in the County, and also offers drop-off recycling services. This landfill reached capacity in 2005 and was expanded to ensure continued service to County residents.

Most County municipalities contract with private service providers to offer solid waste and recycling collection services to their residents. Some County municipalities have recycling centers that provide drop-off services.

Communications and Media

Multiple communication and media facilities are present in the County, offering various services including cellular/land-line telecommunication, internet, cable television, and radio.

Multiple cellular telecommunications towers managed by various providers are located throughout the County, providing complete cellular telecommunication coverage. CenturyTel provides landline telecommunication service throughout the County.

Dial-up/high-speed internet service is also provided throughout the County by various providers. High-speed internet service is provided predominately in the County's urban areas by Charter Communications.

Cable television service is provided predominately in the County's urban areas by Charter Communications. Satellite television service, including DISH Network and DirectTV, is available to most rural County residents.



Radio stations broadcasting from the Cities of Janesville, Madison, and Milwaukee, Wisconsin and Rockford, Illinois, among others, are accessible throughout the County.

Parks and Recreation Areas

The County has extensive park, recreational and open space areas located within its borders, including properties and facilities owned/managed by the County and other entities, offering a variety of outdoor recreational and educational opportunities.

The County Park system consists of 20 properties comprising approximately 1,200 acres, offering hiking, biking, fishing, sports fields, lake/river access, picnic facilities, and environmental interpretation. The Cities of Janesville and Beloit both have extensive park, recreation area, and open space systems including portions of the Ice Age National Scenic Trail, a Statewide trail commemorating the State's geologic history. Additionally, the WDNR and United States Fish and Wildlife Service own tracts of land in the County dedicated to public recreational use.

The County's fairgrounds, owned by the County and operated by the 4-H Fair Board Association, rests on approximately 19 acres of land in the City of Janesville. The fairgrounds consists of eight barns, a grandstand, administrative offices, historical buildings including a 4-H museum and the Frances Willard School, restroom facilities, and various pole-shed buildings that host community events and club activities, and provide storage space.

Other County Facilities

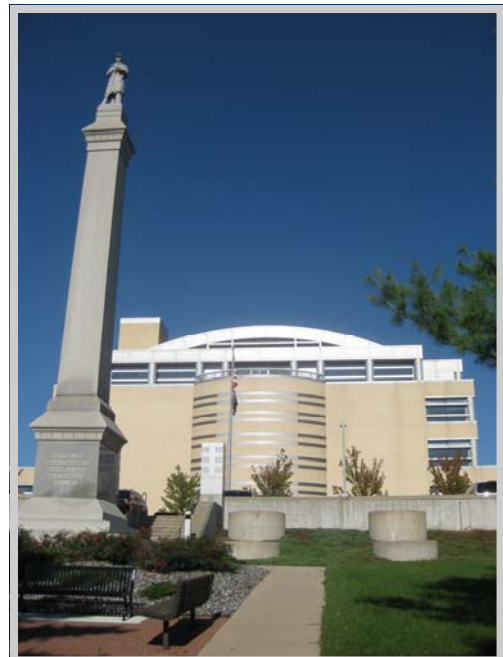
The County owns and operates various other community facilities, providing valuable services to its residents.

The County Courthouse, located in the City of Janesville, houses the County's administrative departments in addition to serving as the judicial center. The Courthouse was recently expanded and upgraded in 2005 to better meet the needs of County residents.

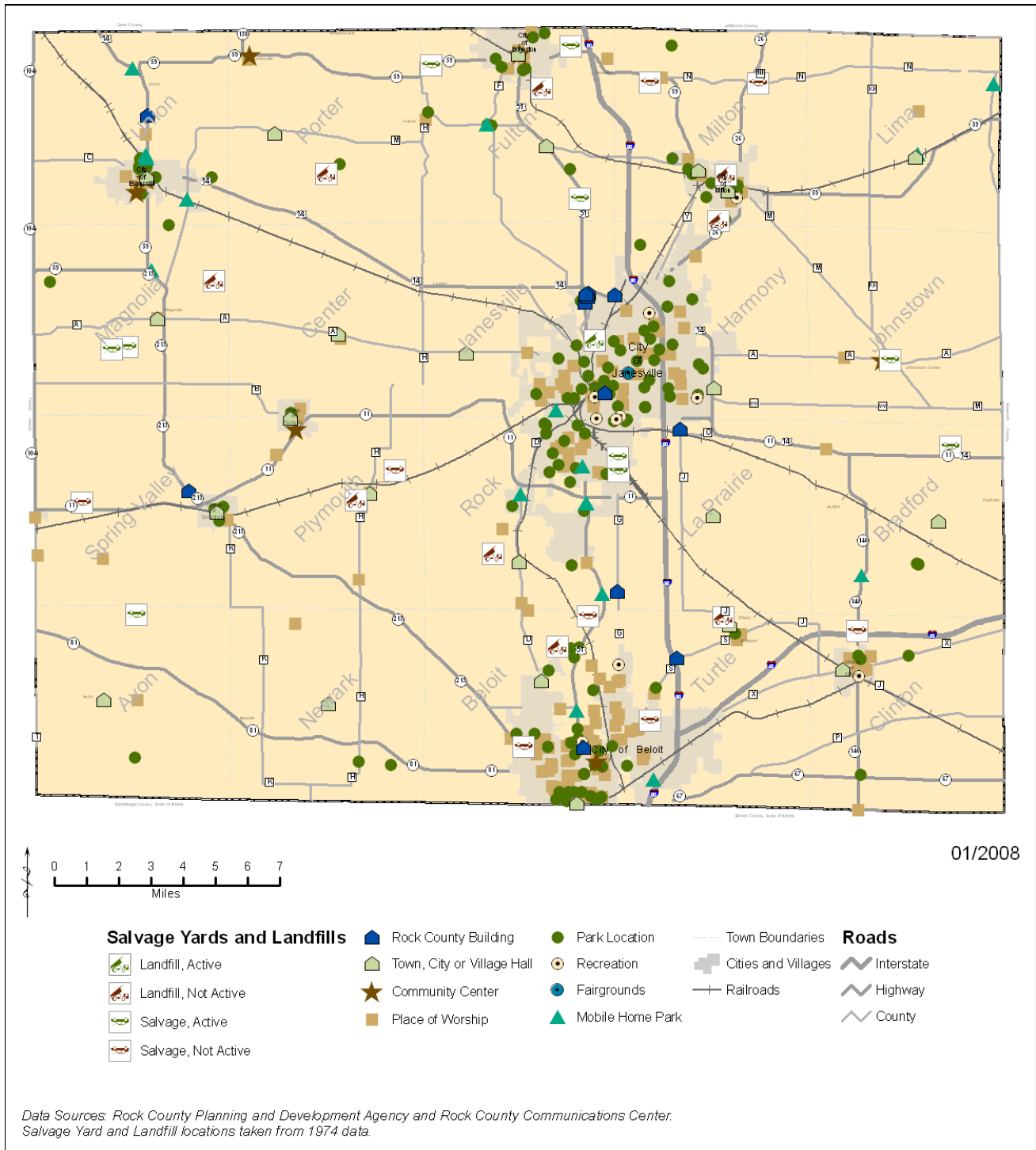
The Southern Wisconsin Regional Airport, located in the City of Janesville, is designated as an air carrier/cargo facility, indicating the airport can accommodate all aircraft, up to and including, wide body jets and large military transports. The airport is one of ten in the State carrying this designation, according to the *Wisconsin State Airport System Plan 2020*.

The County Job Center, located in the City of Janesville, provides resources to assist in enhancing the quality of the County's workforce. The center is nationally recognized, offering a wide range of education, employment, training, and workshop opportunities to those seeking employment. The center also services employers in providing access to a large pool of potential employees and serves as a location for community meetings and conferences.

Map 8.7 displays these various community facilities located throughout the County.



Map 8.7:
Various Community Facilities



8.3. Utilities and Community Facilities Issues and Opportunities

This section identifies the County's utilities and community facilities issues and opportunities.

- Regional and County growth will require maintenance, improvement, and/or expansion of all utilities and community facilities in all categories to maintain adequate levels through 2035. The majority of utilities and community facilities in the County are adequate at present levels. Utilities and community facilities in the County that are deficient at present levels include various energy facilities and infrastructure, public school facilities in various districts, and telecommunication, high-speed internet, and cable television service in the County's rural areas.
- County growth and development will require new wells to satisfy water demand. The County has various old, closed landfill sites and salvage yards that may have implications for the location and type of development, and new well sites.
- County growth and development will require additional on-site waste disposal (septic) systems and improved infrastructure and capacity of municipal sewer service systems. The County has areas that are suitable for various types of on-site waste disposal (septic) systems, as well as areas that are not suitable for any type of system. The suitability of an area for on-site waste disposal systems will have implications for the location and type of development in the County.
- Adequate public school facilities and sufficient allocation of educational resources is a constant issue in growth communities. Various County public school districts will need to improve and expand current facilities and resources to ensure continued, sufficient levels of educational service to County students.
- Increasing energy efficiency through development of alternative sources and associated infrastructure is becoming a cornerstone of the national energy system due to environmental and socio-economic costs of contemporary dominant sources. Governmental entities at various levels are exploring methods to increase energy efficiency in their day-to-day operations, including constructing and retrofitting governmental buildings according to Leadership in Energy and Environmental Design (LEED) principles, utilizing automobiles powered by alternative energy sources, and adoption of comprehensive regulations (eco-municipality resolutions) stipulating their commitment to energy efficiency. Additionally, wind energy is becoming an increasingly popular energy source due to its relatively low infrastructure development costs and environmental impact. Allowing wind farms in the County, subject to a comprehensive feasibility/impact study, could provide the County and its municipalities with additional revenue, in addition to mitigating environmental degradation. Regulating wind farm sites would need to be addressed through local ordinances.

- The County Fairgrounds is located in the heart of the City of Janesville, surrounded by residential development. Due to the age of the infrastructure at the current fairground site and limited potential for expansion, the County is examining the feasibility of relocating the fairgrounds to ensure the opportunity for Fairground improvement and expansion.
- The County is currently studying the future needs of the jail facility that includes the development of inmate population projections, a correctional program, and design alternatives. The ultimate decision on how to proceed with consideration of future jail facility needs will be based on the policies, goals, and programs developed by the County Sheriff’s Department in consultation with other criminal justice system stakeholders.

Figure 8.1 displays the present conditions of utilities and community facilities in the County, in addition to future issues and opportunities through 2035.



**Figure 8.1:
Utilities and Community Facilities -
Present Conditions and Future Issues and Opportunities**

Utilities and Community Facilities	Present Conditions	Future Issues and Opportunities: 2010-2035
Water		
Municipal		
City of Janesville	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
City of Beloit	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
City of Milton	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
City of Edgerton	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
City of Evansville	Adequate	Additional investment (new west side storage facility, 2020-2025) to maintain present conditions
Village of Orfordville	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Village of Footville	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Village of Clinton	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Other		
Other Than Municipal, Transient Community, Transient Non-Community, Non-Transient Non-Community	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Private	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Wastewater		
Municipal Systems (Over 10,000 Residents)		
City of Janesville	Adequate	Additional investment (increase system capacity) to maintain present conditions
City of Beloit	Adequate	Additional investment (increase system capacity) to maintain present conditions
Town of Beloit	Adequate (45% capacity)	Additional investment (routine maintenance) to maintain present conditions
Municipal Systems (Under 10,000 Residents)		
City of Milton	Adequate	Additional investment (increase system capacity) to maintain present conditions
City of Edgerton	Adequate (70% capacity)	Additional investment (increase system capacity) to maintain present conditions
City of Evansville	Adequate (60% capacity)	Additional investment (increase system capacity) to maintain present conditions
Village of Clinton	Adequate	Additional investment (increase system capacity) to maintain present conditions
Village of Orfordville	Adequate	Aging infrastructure will require additional investment (beyond routine maintenance) to maintain present conditions
Village of Footville	Adequate	Additional investment (routine maintenance) to maintain present conditions
Hanover	Adequate	Additional investment (routine maintenance) to maintain present conditions
Consolidated Koshkonong	Adequate	Aging infrastructure will require additional investment (beyond routine maintenance) to maintain present conditions
Stormwater		
County	Adequate	Revise Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock) as needed to maintain present conditions
Municipal	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions

Utilities and Community Facilities	Present Conditions	Future Issues and Opportunities: 2010-2035
Energy		
Alliant Energy Corporation	Improvement needed	Additional investment (upgrade and expansion, 2008-2012) to maintain adequate service levels
Calpine Corporation	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
WE Energies	Adequate	Normal and reasonable maintenance, upgrade, and/or expansion to maintain present conditions
Rock County Energy Cooperative (REC)	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Evansville Water and Light	Improvement needed	Additional investment (upgrade, 2008-2010) to maintain adequate service levels
Brodhead Water and Light Commission	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
American Transmission Company (ATC)	Improvement needed	Additional investment (upgrade, 2008-2010) to maintain adequate service levels
ANR Pipeline Company	Improvement needed	Additional investment (upgrade and expansion, 2008) to maintain adequate service levels
Northern Natural Gas	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Health and Child Care		
Rock County Health Department	Adequate	Normal and reasonable maintenance, investment for expansion intended within planning period
Rock Haven Skilled Nursing Home	Adequate	Normal and reasonable maintenance, investment for expansion intended within planning period
Private facilities	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Police and Law Enforcement		
Rock County Jail Facility	Inmate capacity under study	Normal and reasonable maintenance, future needs study currently underway
Rock County Sheriff's Department	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Municipal	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Fire/Rescue and Emergency Medical		
Municipal	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Emergency		
Rock County Emergency Management Agency	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Rock County Telecommunications Center	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Education		
Public School Districts (Facilities in County)		
Janesville	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Beloit	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Beloit Turner	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Milton	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Edgerton	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions (no new facilities planned)
Evansville Community	New facilities required	Additional investment (land acquisition for new school, 2010-2012) to maintain adequate service levels
Clinton Community	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions (no new facilities planned)
Parkview	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions

Utilities and Community Facilities	Present Conditions	Future Issues and Opportunities: 2010-2035
Education		
Public School Districts (No Facilities in County)		
Fort Atkinson	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Whitewater	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Delavan-Darien	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Brodhead	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Albany	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Oregon	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Stoughton Area	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Post-Secondary Institutions		
Beloit College	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Blackhawk Technical College	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
University of Wisconsin - Rock County	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
University of Wisconsin Extension - Rock County	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Library		
Arrowhead Library System (ALS)	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Solid Waste		
City/County landfill	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Municipal pick up and recycling services	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Communications and Media		
Telecommunications (Land-line and cellular)	Improvement needed	Additional investment to maintain adequate service levels
Television/Internet	Improvement needed	Additional investment to maintain adequate service levels
Parks and Recreation Areas		
Rock County Park System	Improvements needed	Implement <i>The Rock County, Wisconsin Outdoor Recreation and Open Space (POROS) Plan: 2009-2014</i>
Municipal/WDNR	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Rock County Fairgrounds	Improvement needed	If relocation is approved by County Board, proceed with alternative site investigation, master planning, and relocation
Other County Facilities		
Rock County Courthouse	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Southern Wisconsin Regional Airport	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Rock County Job Center	Adequate	Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions

8.4. Utilities and Community Facilities Goals, Objectives, and Policies

This section states the County's utilities and community facilities goals, objectives, and policies.

Utilities and Community Facilities Goal

- 8.1. Ensure utilities and community facilities, and their associated services, are available and provided at adequate levels and in suitable locations, in a timely, efficient, equitable, and affordable manner.

Utilities and Community Facilities Objectives and Policies

- 8.1.1. Promote and continue to provide utilities and community facilities, and associated services, to County residents.
 - 8.1.1.a. Rock County shall review and assess annually the facilities and services provided by the County Health Department, Rock Haven Skilled Nursing Home, Sheriff's Department, Emergency Management Agency, Telecommunications Center, Job Center, Arrowhead Library Services, and Southern Wisconsin Regional Airport.
 - 8.1.1.b. Rock County shall apply and enforce the County's Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock) with the assistance and cooperation of the County's municipalities.
 - 8.1.1.c. Rock County shall continue to examine the feasibility of relocation of the County Fairgrounds.
 - 8.1.1.d. Rock County shall implement *The Rock County, Wisconsin Outdoor Recreation and Open Space (POROS) Plan: 2009-2014*, and support other parks, recreation area, and open space system plans through cooperation with County municipalities, the Wisconsin Department of Natural Resources (WDNR) and Transportation (WisDOT), the Ice Age Trail Foundation, other non-profit conservation organizations, and citizen groups.
- 8.1.2. Continue to foster a productive working relationship with County municipalities and private entities that provide utilities and community facilities, and associated services, to County residents.
 - 8.1.2.a. Rock County shall support the County's municipal police and law enforcement departments through inter-departmental agreements between the County Sheriff's Department and the municipal departments, and with the services of the County's Emergency Management Agency and Telecommunications Center.

- 8.1.2.b. Rock County shall support the County's municipal fire/rescue and emergency medical services departments with the services of the County's Emergency Management Agency and Telecommunications Center.
- 8.1.2.c. Rock County shall support the City of Janesville in operation of the City/County landfill.
- 8.1.2.d. Rock County shall implement *The Rock County, Wisconsin Outdoor Recreation and Open Space (POROS) Plan: 2009-2014*, and support other parks, recreational areas, and open space system plans through cooperation with County municipalities, the Wisconsin Department of Natural Resources (WDNR) and Transportation (WisDOT), the Ice Age Trail Foundation, other non-profit conservation organizations and citizen groups.
- 8.1.2.e. Rock County shall continue to act on behalf of the Wisconsin Department of Natural Resources (WDNR) as a technical advisor and public facilitator in the State's groundwater management review process.
- 8.1.2.f. Rock County shall monitor the County jail facility and encourage the County Sheriff's Department to work with all criminal justice system stakeholders to formulate appropriate decision as to proceed with a proper level of consideration regarding future jail facility needs.
- 8.1.3. Recognize the importance and necessity of emerging utility and community facilities technologies, specifically as they relate to increasing energy efficiency, incorporate these technologies into the County's utilities and community facilities system, and develop regulatory measures to ensure benefit to the County and its municipalities.
 - 8.1.3.a. Rock County shall encourage increased energy efficiency in day-to-day County operations by undertaking a comprehensive study exploring energy efficiency measures, including but not limited to, Leadership in Energy and Environmental Design (LEED) building techniques, utilization of alternative energy automobiles, and eco-municipality resolutions.
- 8.1.4. Encourage residential, commercial, and industrial development in areas with existing utilities and community facilities/services, or areas appropriate for utility and community facility/service improvement and expansion, and discourage development in areas without these facilities/services, or otherwise unsuitable for development.

- 8.1.4.a. Rock County shall adhere to the Rock County Future Land Use Map (Map 5.3, Section II: Chapter 5 - Land Use, *Rock County Comprehensive Plan 2035*) in reviewing rezone, subdivision, and other development proposals.
- 8.1.4.b. Rock County shall partner with County municipalities to ensure land use compatibility and efficient use of utilities and community facilities.
- 8.1.4.c. Rock County shall adhere to the Municipal Sanitary Sewer Service Systems and On-Site Waste Disposal Suitability Map (Map 8.2, Section II: Chapter 8 - Utilities and Community Facilities, *Rock County Comprehensive Plan 2035*) in reviewing development proposals that include new on-site waste disposal (septic) systems.