

Chapter 9 - Economic Development

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

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

9.1. Economic Development Planning

Although the practical definition of economic development is often localized, the concept is "the process of creating and/or stimulating wealth through the mobilization of human, financial, physical and natural resource related capital to generate marketable goods and services." Simply stated, it's about creating an environment that's conducive towards fostering sustainable investment opportunities that continuously generate revenue (i.e. taxes and fees) and wealth (i.e. income) through a multiplier effect. Wealth and revenue, in turn, equate to a community's ability to generate cash flow or tax base: the basic mechanism utilized to support public sector programs and services.

Unfortunately, though, securing and growing this cash flow in a functioning global economy has increasingly become a challenging proposition. Competition is no longer contained to a few states or countries. It's literally everywhere and the penalties for unprepared, non-competitive communities are well documented. That's why there's been an elevated emphasis on purposely intervening, when and where appropriate, into the structural pillars of a community's economic landscape. Since it's not business as usual anymore, citizens are confronted with responding to the following basic questions:

- What are the economic trends and how do they impact the community both today and in the future?
- Is the community's line of vision for economic development compatible with these trends?

To answer these questions, a community should follow these basic steps:

1. *Organization*: Perform an inventory and analysis of a community's economic development network to identify capacity/capability strengths and/or weaknesses (see 9.2.).
2. *Data*: This is an examination of key socio-economic indicators and their relationship to the community's overall economic health. Information gleaned from various sources, including community input, survey research and/or universal databases are utilized to place this data within the appropriate context (see 9.3. - 9.5.).
3. *Resource Identification*: Performing an inventory of available financial and technical assistance instruments is useful to determine not only program strengths/weaknesses, but utilization too (see 9.6.).
4. *Strategy Development*: This is the stage in the overall planning process where community implementation strategies are identified, prioritized and/or right-sized (see 9.7. - 9.8.).
5. *Plan Development*: Once the aforementioned steps are addressed, then a formal plan stipulating the goals, objectives and policies can be articulated (see 9.9.).
6. *Evaluate/Report*: This final step involves measuring the plan's implementation outcomes against the identified benchmarks and then making adjustments accordingly. This topic will be addressed within *Rock County's 2020 Economic Development Plan*, which is tentatively scheduled for completion in 2010/2011.

Similar to basic strategic planning exercises, strategizing for economic development is crucial. In Rock County, most of these economic development planning activities have been propelled by leadership changes, legislative/policy directives or by unfavorable economic conditions. During the early years of this decade it was Beloit Corporation's closure that rocked the Stateline area. Currently, it's the City of Janesville General Motors (GM) Assembly Plant closure, commingled with changing City of Janesville administration, that's forcing the discussion. Irrespective of cause, though, the compilation of these various plans create venues for enhanced acknowledgment, communication and commitment (see 9.8.).

9.2. Inventory of Economic Development Organizations (EDO)

Generally, the name of the organization is reflective of its structure (e.g. public, private, or public/private), function (e.g. chamber of commerce, EDO, development authority) and ultimately its service territory. While some communities have limited economic development capacities/capabilities, other than their local unit of government, there are many Rock County communities that possess an impressive array of EDO offerings. Figure 9.1 provides a cursory overview of these Countywide offerings.

**Figure 9.1:
Local Economic Development Organizations (EDO): Rock County**

Community	City of Beloit	Village of Clinton	City of Edgerton	City of Evansville	Village of Footville	City of Janesville	City of Milton	Village of Orfordville
Chamber of commerce*	x	x	x	x	x	x	x	x
Downtown/merchants association	x					x		
Local unit of government economic development department	x					x		
Economic development Corporation	x		x			x	x	
Community development authority**	x		x			x	x	
Redevelopment authority				x				
Community non-profit economic development/ community organization	x	x	x	x	x	x	x	x

**The Villages of Footville and Orfordville share a chamber of commerce.*

***The community development authorities in the Cities of Beloit and Janesville are affiliated with housing related initiatives versus traditional economic development activities.*

Since today’s economic development environment is more holistic, collaboration and partnerships are the norm versus the exception. This shift exemplifies not only the level of expertise and expected deliverables, it also reflects organizational capacity, funding and the overall political landscape. Certain communities, like the City of Milton, have responded by consolidating separate organizations into a single group (i.e. Milton Area Chamber of Commerce, Industry and Tourism). This approach not only reduces duplication of efforts, but also leverages scarce fiscal and political resources. Nevertheless, each community must determine which organizational frameworks serves its interest best.

County Economic Development

Rock County’s Economic Development Agency, with functions dating back nearly 30 years, operates as a divisional unit of the County’s Planning, Economic & Community Development Agency. While the delivery and utilization of the Economic Development Agency varies depending on constituency group, the agency’s services have consistently served the County, often traversing multiple jurisdictional and topical issues.

Overall, the agency’s services fall into any combination of the following services, business development, community/organizational capacity building, demographic analysis, intergovernmental affairs, marketing, planning, program/policy advocacy, real estate and workforce development. Additionally, the Economic Development Agency provides direct consultative services that facilitate business expansion, relocation or entrepreneurial activities Countywide.

Regional Economic Development

Recognizing that common economic, environmental, physical and social linkages often transcend geopolitical boundaries the notion of working collaboratively or regionally surfaced. Although somewhat recent, at least according to Wisconsin's economic development related public policy initiatives, Rock County has been working regionally for quite some time.

The Rock County Development Alliance (www.rockcountyalliance.com) and its predecessor, the Rock County Partnership, trace its roots back nearly 15 years. While less structured than today's formal regional groups, the alliance's efforts collectively address and finance various industry, marketing, research and workforce initiatives. The alliance has become a recognized vehicle utilized to leverage scarce resources and reduce duplicative efforts.

For well over 25 years, Alliant Energy (www.alliantenergy.com and www.midwestsites.com) has provided various forms of direct financial and technical assistance throughout their service territory. Whether through Partnership Programs, the Corporate Foundation or their Shared Savings Program, Alliant's support for economic development organizations, their staff and constituents is indeed unparalleled. A brief summary of their economic development programs/services, include, but are not limited to, community grants, consulting, energy efficiencies, green applications, financing, marketing/signage assistance, professional scholarships, staff support, workforce, and technology applications, etc. Rock County's economic development efforts have benefited directly from this long-standing relationship.

Another regional example is the I-39 Logistics Corridor Association (www.i39logisticscorridor.com), a membership based organization that encompasses 10,000 square miles and spans 165 miles across the Wisconsin and Illinois Stateline. The corridor's main mission is heavily geared towards utilizing Union Pacific's Global III (Rochelle, Illinois) as the focal point to facilitate/position its bi-state membership as benefactors of the U.S. \$60 billion logistics industry. As the northern anchor, Rock County is one of the original founding Corridor Association members.

The Capital Ideas Technology Zone (www.capital-ideas.org), representing Dane, Jefferson and Rock Counties is a quasi-informal group of economic development practitioners that preside over one of the State's Eight Technology Tax Credit Zone programs. Monthly meetings provide industry cluster information sharing and networking opportunities, thereby enhancing regional collaboration and communication.

While affiliated with workforce activities, the Southwest Wisconsin Workforce Development Board (SWWDB) (www.swwdb.org) is another example of regional collaboration. As one of 11 authorized recipients of Federal Workforce Investment Act funds, the SWWDB serves a six-county territory that is anchored by Rock County. While navigating the myriad of Federal and State compliance issues, the SWWDB is committed to working collaboratively to address innovative and quality workforce development services. In Rock County, these services are

available at the Rock County Job Center, the SWWDB's official comprehensive one-stop center. Since Rock County represents over 50% of the population and business concentrations within the SWWDB territory, its interests are well represented through the board's activities.

Currently, the SWWDB has joined forces with its south-central counterpart on a 12-county regional workforce project. This project, which is funded by a United States Department of Labor Workforce Initiative for Regional Economic Development (WIRED) grant, is designed to address the following topics, industry sectors, workforce delivery systems and talent development. These WIRED activities are targeted specifically at the 12-county's key industry sectors, advanced manufacturing, agriculture, health care, life sciences, skilled trades and utilities. To date, Rock County has been actively engaged in this \$5 million, three-year project.

The last regional example in this section references Thrive (www.thrivehere.org), the eight county regional effort anchored by the Madison Metropolitan Statistical Area (MSA). As an extension of the Collaboration Council, Thrive's efforts are focused on balancing quality of life indicators within the context of growing the Madison region's agricultural, biotechnology and healthcare sectors. Considering various market and workforce factors, Rock County is represented on the council and within Thrive's extended networks, as well.

State Economic Development

The Wisconsin Economic Development Association (WEDA) (www.weda.org) is a non-profit, non-partisan membership-based organization dedicated to expanding Wisconsin's economy. Since 1975, WEDA has successfully represented the collective economic development interests of both the private and public sectors by providing leadership in defining and promoting statewide economic development initiatives. An elected volunteer board of directors provides policy oversight, while contracted service providers administer WEDA's business and organizational responsibilities.

WEDA has been extremely instrumental in shepherding economic development legislation through the State of Wisconsin. Suffice to say, Rock County's interests are well represented by WEDA's policy initiatives. Moreover, the County's economic development practitioners have directly benefited from the organization's continuing education and networking opportunities.

Lastly, no reference to statewide economic development efforts would be complete without noting the State of Wisconsin. While there are countless state agencies reportedly engaged in economic development efforts, the most widely recognized entity is the Wisconsin Department of Commerce (www.commerce.state.wi.us). Commerce provides assistance in the following areas, business and community finance, exporting, manufacturing assessments, marketing and small business advocacy. Additionally, they also issue professional credentials for the construction trades and administer Wisconsin's safety and building codes. Commerce regulates petroleum products/tank systems and administers an environmental clean-up fund. Lastly, Commerce is also responsible for various Federal housing related programs.

Forward Wisconsin (www.forwardwisconsin.com), the State's official marketing entity, is housed within the Wisconsin Department of Commerce. Established in 1985, Forward's unique public/private partnership became a model that other states would soon emulate. Through Forward's efforts, many local economic development organizations, including those in Rock County, have been exposed to an entirely expanded consultant, developer and industrial community. With the proliferation of regional groups, Forward Wisconsin remains the sole voice offering a cohesive, statewide message. Rock County has benefited from this voice, especially from Forward's Chicagoland industry visits, marketing activities and overall brand name presence.

9.3. Socio-Economic Trends

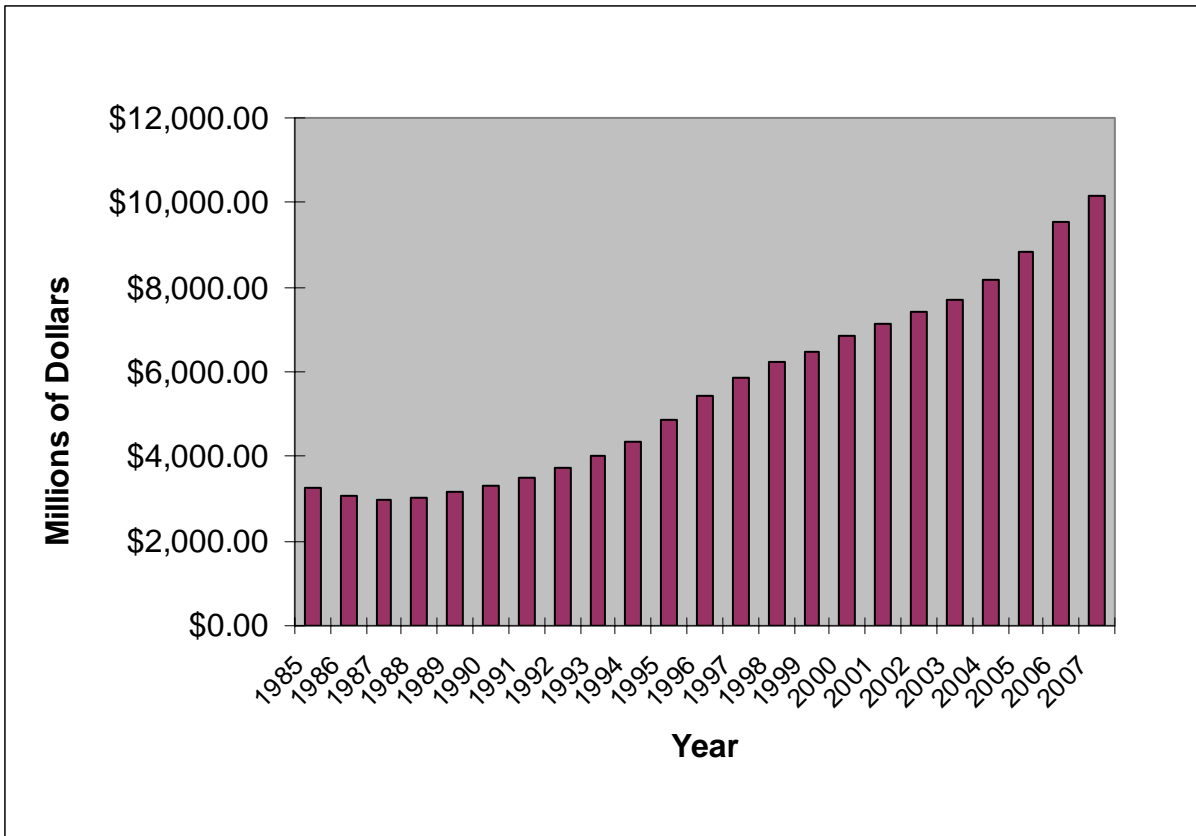
Overview

Rock County's current population of 160,447 (2008 estimate) continues to rank among Wisconsin's largest counties. Steady-to-moderate population growth, as measured by comparative census data, is directly attributed to the County's close proximity to larger, metropolitan locations such as the Cities of Madison, Milwaukee, Rockford and Chicago. Geography, industry and transportation linkages, coupled with lower cost of living indicators, continue to facilitate Rock County's overall positive growth patterns.

Rock County's growth rate during this decade, as measured by equalized property values, continues to exhibit positive gains. During 2007 this growth rate was 6.4%, which is slightly higher than the County's current decade annual average of 5.78%. As a percentage of the County's total equalized property value, a resurgent commercial sector has reached unprecedented levels, 18.4%, which is the highest percentage over a 22-year period. Various projects throughout the County, ranging from greenfield to redevelopment projects, are responsible for this shift. Figure 9.2 and Figure 9.3 provide an illustration of these growth trends.

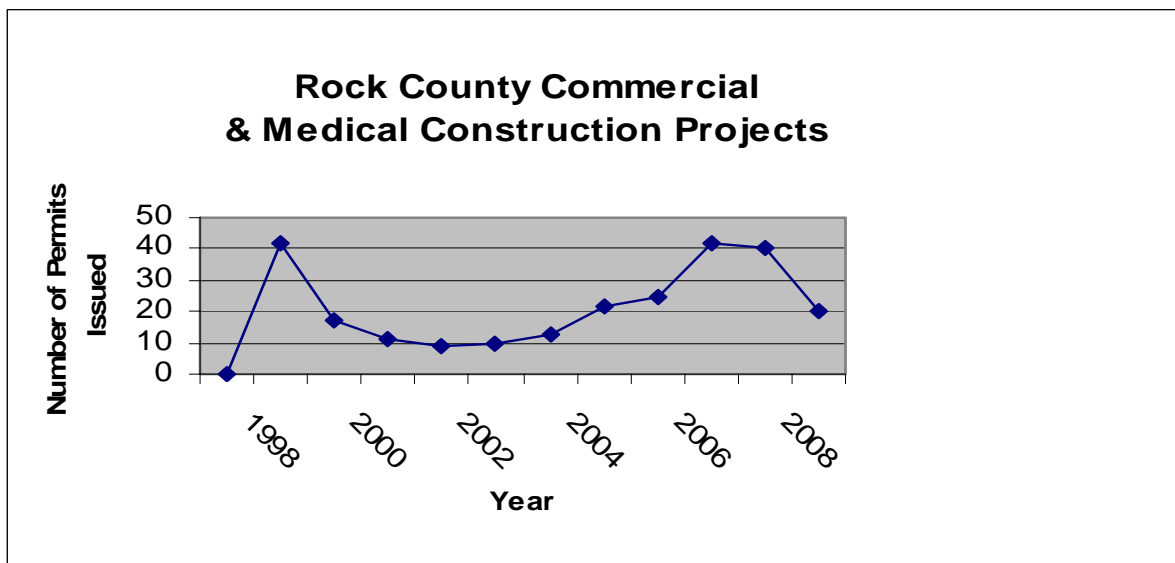


Figure 9.2:
Equalized Property Values: Rock County: 1985 - 2007



Source: Wisconsin Department of Revenue - 2007

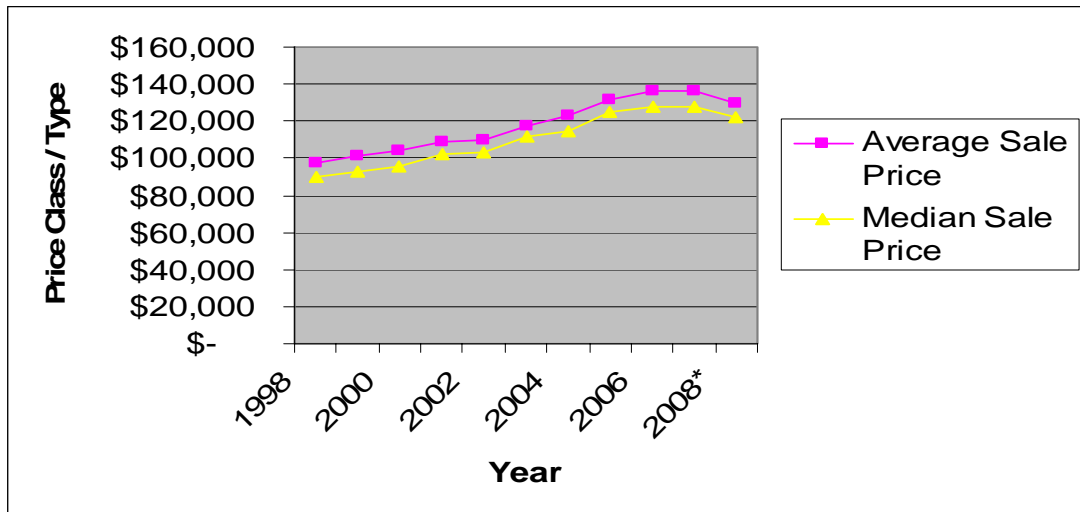
Figure 9.3:



Source: McGraw-Hill Construction Information Group - 2008

Additionally, the County’s residential growth has been fueled by a strong housing industry that benefits from the combined influences of affordability and geography. Despite increasing inventories and days on market, prices have remained relatively stable. For example, 2007’s median sale prices outpaced those from 2003-2005, even while those years experienced higher transaction volumes (see Figure 9.4).

Figure 9.4:
Single Family Home Prices: Rock County: 1998 - 2008



The main caveat, of course, is how severely and long the international credit crisis will impact housing developments. In the 4th quarter of 2008, it’s estimated that the housing value for one out of every six homes nationally is lower than its original mortgaged value. This estimate is staggering, especially when factoring skyrocketing foreclosure rates. While Rock County’s foreclosure rates have increased by over 20% during 2008, these rates remain lower than the State of Wisconsin’s (30%+) and neighboring counties of Dane (50%), Green (35%) and Jefferson (28%), respectively.

Rock County remains among the ranks of the top 13 tourism expenditure generating counties Statewide, representing slightly over \$233 million annually. This expenditure figure represents less than 2% of the State’s estimated \$12.7 billion total tourism impact. These expenditure figures are derived from an economic modeling system using inputs from survey research and other data sources. For context purposes, expenditures are defined as dollars spent by visitors/ travelers spending any amount of money on any product or service (e.g. food, lodging, recreation, shopping and transportation).

Local tourism officials attribute the County’s gradual decline from the top 10 rankings to the shrinking local lodging market which was precipitated by the Oasis/Ramada (i.e. Menard’s) redevelopment project. Recent lodging projects, including those pending, are incrementally assisting with this room replenishment, such as the City of Evansville’s Cobblestone Inn and Suites. Meanwhile, the retail and commercial sectors continue to hold their own, as evidenced

by lower vacancy rates for both downtown and highway business district corridors (e.g. Morgan Square, Janesville Crossing, etc.).

Another indicator of this activity is the County's sales and use tax collections, which became effective April 2007. These collections are instructive within the context of market resiliency and volatility. Per the Wisconsin Department of Revenue, "the county sales and use tax is a 0.5% tax imposed on the gross receipts from retail sales or rentals of tangible personal property or taxable services in a county with a county tax, with the following exception. Sales of motor vehicles, boats, snowmobiles, recreational vehicles, trailers, semi-trailers, all-terrain vehicles and aircraft are subject to the county use tax rather than county sales tax. The Wisconsin Department of Revenue administers the county tax."

Nationally, 2007 marked the weakest national retail performance in five years and consumer prices jumped to their highest level in 17 years. Performance in 2008 was just as dismal, with six straight months of decline and the worst holiday sales period since 1995. Not surprisingly, these national trends have local implications. For example, Rock County's 2007 year-end sales tax collections were lower than originally projected, totaling just over \$6 million instead of an anticipated \$8.5 million. However, 2008's year-end total was over \$10.3 million, exceeding the projection of \$9.9 million. Figure 9.5 displays the comparison between Rock County's 2007 and 2008 totals, respectively.

The steep decline in energy and fuel prices, as well as aggressive price reductions from the large big-box stores, were attributed to the 2008 year-end surge. While the volatility in these markets is somewhat stabilized, global and national developments continue to compromise long-term forecasts. That said, Rock County is conservatively forecasting a figure of \$10 million for its 2009 sales and use tax collections.

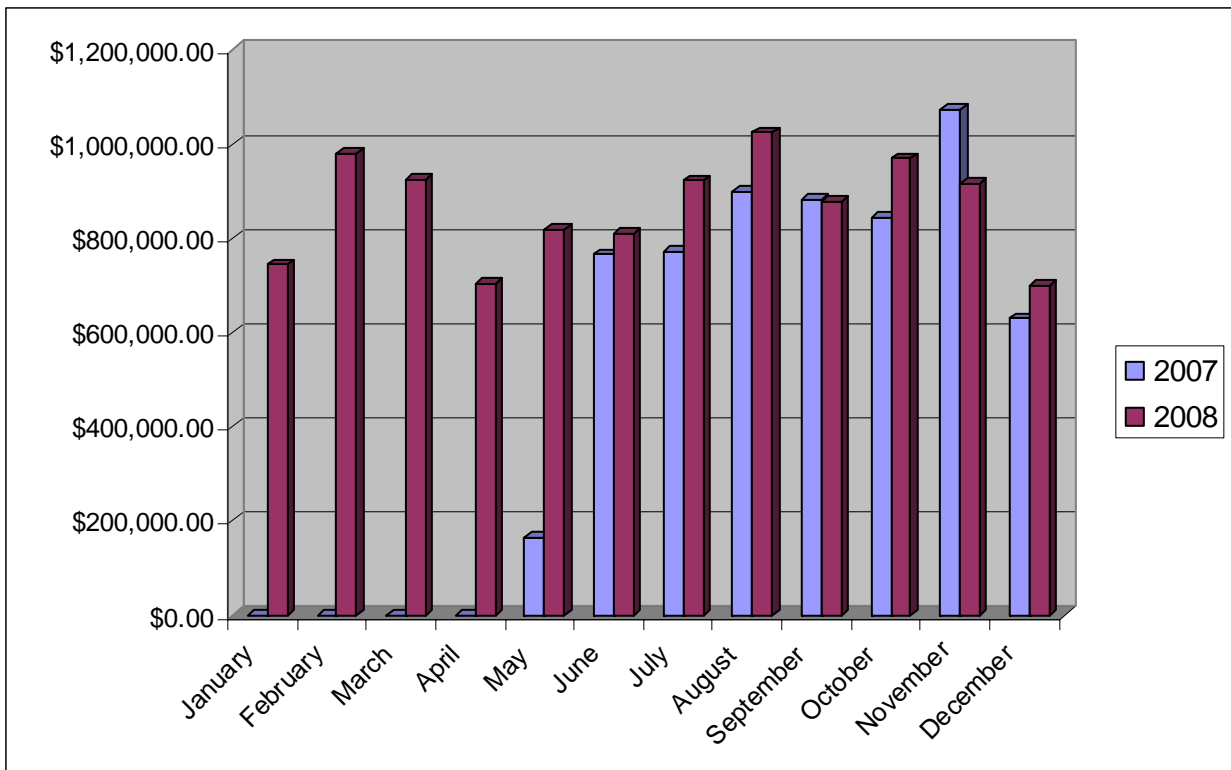
These positive growth patterns, however, are likely to eventually turn less favorable. The international credit crisis, which continues to be aggravated by fluctuating fuel markets, will undoubtedly translate into mixed responses locally. Compounding matters is that the last 12 months have been particularly challenging for Rock County's citizens and business due to the e-squared impacts (i.e. environmental and economic).

On the environmental side, an estimated \$42 million worth of damage to businesses, homes, agricultural assets and public infrastructure are attributed to the June 2008 flooding. Approximately 200 homes, with many more expected, have qualified for nearly \$1 million in Federal flood assistance. While the totality of the business impacts from the flooding are not quite as well documented yet, there are confirmed anecdotal references that a two-year recovery period is anticipated.

Perhaps the most significant impacts of all, though, are attributed to the June 2008 GM announcement. After decades of speculation, GM publicly shared its intention to cease production at their Janesville Assembly Plant by December 23, 2008. This move, one of several

North American restructuring activities announced by Detroit, has already begun to ripple throughout the County, the region and the State. Although the actual impacts will be somewhat softened by collective bargaining agreements and retirement options, the aggregate impacts will cause various degrees of pain Countywide.

Figure 9.5:
Sales Tax Collections: Rock County: 2007 - 2008



Source: Wisconsin Department of Revenue

As expected, the negativity associated with the June GM announcement has been pervasive, despite what the actual data notes. That’s why understanding the context of this news and translating it to businesses, investors and policy makers is absolutely essential. For example, 30 years ago approximately 10% of the County’s labor force and income were directly GM related. By 2008, GM’s share of employment and income, as a percentage of County totals, were considerably less and have now decreased to represent approximately 5% of the County’s labor force and income.

Similar downward trends are notable on the property tax side too. For example, in 2007 GM’s County tax impact was less than 0.5%, while only accounting for about 1% of the City of Janesville’s overall tax roll. Nevertheless, even when factoring in GM’s declining presence, tangible impacts exist. For instance, an economic impact model released August 2008, which examined the aggregate impact of the jobs, income and sales attributed to GM, notes that nearly 9,000 positions, over \$84 million in revenues and approximately three-quarters of a

billion dollars worth of total income are associated with GM related activities.

The severity of these impacts has been the catalyst fueling the GM Task Force efforts, which began working early June 2008 with various stakeholders to develop a forward thinking, comprehensive proposal. This proposal was delivered, and presented, to GM on September 12, 2008. Since that date, the Task Force continues to meet and quantify additional strategies linked back to the original proposal. While there are no indications whether these efforts will be successful, the recently approved \$25 billion Federal Advanced Technology Vehicles Manufacturing Loan Program (ATVMPLP) provides some optimism.

This ATVMPLP will enable U.S. based automotive manufacturers to accelerate the 2007 Congressional fuel economy mandates, by providing low-interest retooling and technology enhancement related funding. Considering the global credit crisis, which has severely limited access to capital for even the most credit worthy applicants, the timing of these ATVMPLP funds is impeccable. However, it's unknown if any of this ATVMPLP will find its way back to GM's Janesville Assembly Plant, especially considering the tenuous cash position of the Detroit Three.

While the automotive industry has a deep and cherished affiliations with Rock County, it's important to note that there's been an incremental shift (i.e. diversification) away from single industry dominance. The value of this diversification is quite visible, especially within the GM closure context. While painful, the overall impacts to the County will ultimately be mitigated because the share of income and employment linked to GM are significantly less than 30 years ago. While not entirely identical, generalizations between the Beloit Corporation closure during the early part of this decade and GM's activities essentially confirm the impact statements above.

Today, Rock County has become a community of many companies, representing various industry sectors. Pacesetters like Mercy Health System, Lab Safety Supply, Frito-Lay, Seneca Foods, Blain Supply Co. and a host of other companies consider Rock County their home. Figure 9.6 provides a major employers listing, reflecting 2008 year-end and early 2009 employment.

Diversification efforts are not only recognizable by employment numbers, but also denoted by the business development activities occurring throughout the County. Within the last two years, there have been five health care projects, including a new \$140 million dollar hospital, announced and/or constructed. Furthermore, the lion's share of the 1.1 million industrial/warehousing square footage added during the last five years, including the nearly 950,000 square feet from 2007, is occupied by non-automotive users.

Overall, Rock County's economy continues to exhibit steady-to-moderate growth trends, thereby creating insulation from the economic swings that historically plague larger metropolitan areas. No longer dominated by a single industry, Rock County now supports an environment that's home to several recognized and diversified companies. Despite sluggish residential transaction and building activities, sale prices are holding steady. Meanwhile, commercial activity, buoyed

by strong industrial/warehousing projects, continues to track positively, signaling solid market growth, diversity and resiliency tendencies.

**Figure 9.6:
Largest Public and Private Sector Employers: Rock County**

Company	Location	Product/Service	Employment
Mercy Health System	Janesville	Medical services	2,635
Janesville School District	Janesville	Public education	1,515
Beloit School District	Beloit	Public education	1,199
Rock County	Janesville	Government	1,189
Beloit Memorial Hospital	Beloit	Medical services	1,108
Lab Safety Supply, Inc.	Janesville	Catalog distributor - Safety supplies	910
Wal-Mart/Sam's Club	Beloit/Janesville	Retail department store	819
Frito-Lay	Beloit	Snack foods	700
Seneca Foods Corporation	Janesville	Vegetable/food processing	700
SSI/Bournes	Janesville	Automobile control devices	560
Blackhawk Technical College	Beloit/Janesville	Education and training	517
Woodman's Food Market, Inc.	Beloit/Janesville	Supermarkets	490
Blain Supply Co./Farm & Fleet	Janesville	Wholesale distributors	482
Lemans Corporation	Janesville	Distributor - Recreational vehicles	475
Beloit College	Beloit	Liberal arts college	463
Prent Corporation	Janesville	Custom thermoformed plastic parts	450
Dean Health System	Janesville	Medical services	447
City of Janesville	Janesville	Government	436
Alcoa Wheel International	Beloit	Aluminum wheels	401
Beloit Clinic	Beloit	Medical services	398
City of Beloit	Beloit	Government	382
ABC Supply Company	Beloit	Wholesale construction, Materials and tools	372
Simmons	Janesville	Mattresses	359
J.P. Cullen & Sons	Janesville	Construction	350
Hufcor, Inc.	Janesville	Accordion doors and walls	337
Kerry Americas	Beloit	Dehydrated food products	330

Income

Personal income is the sum of net earnings by place of residence, rental income of persons, personal dividend income, personal interest income and personal current transfer receipts. Personal income is measured before the deduction of personal income taxes, including other personal taxes and is reported in current dollars (no adjustment is made for price changes). Generally speaking, the analysis of a community's income data provides an excellent cursory view of that area's purchasing power.

While personal income is one measurement, another common data set involves comparing per capita personal income. Per capita personal income is calculated as the personal income of

residents of a given area divided by the resident population of that area. In computing per capita personal income, the Bureau of Economic Analysis uses the United States Census Bureau's annual midyear population estimates. A comparison between Rock County, the State and then the nation, noting consistent income differentials, are provided in Figure 9.7 and Figure 9.8, respectively.

Figure 9.7:
Personal Income Annual Percent Change: 2000 - 2006

Location	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	Average Annual Growth Rate
							1969-2006
State of Wisconsin	3.5	2.8	2.9	3.9	4.1	5.4	6.9
Rock County	0.3	4.3	4.8	-1.1	2.9	7.8	6.3
United States	3.5	1.8	3.1	6.1	5.9	6.7	7.4

Source: Bureau of Economic Analysis, REIS

Figure 9.8:
Per Capita Personal Income: 2000 - 2006

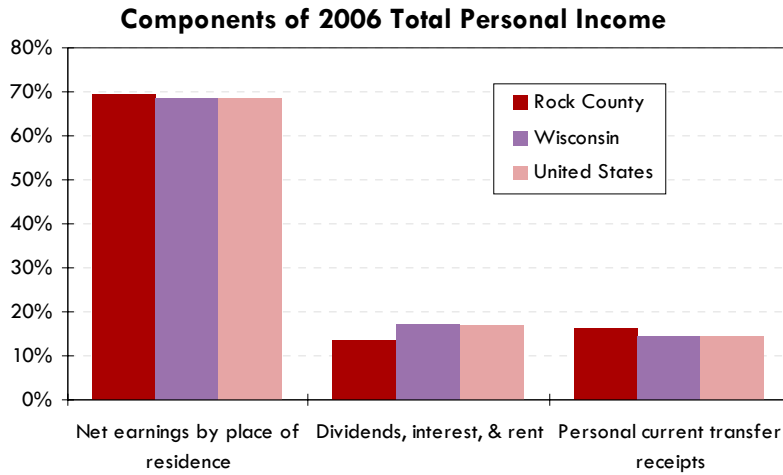
Location	2000	2001	2002	2003	2004	2005	2006
State of Wisconsin	28,570	29,377	29,992	30,705	31,697	32,829	34,405
Rock County	26,182	26,156	27,194	28,412	27,855	28,467	30,356
United States	29,845	30,574	30,821	31,504	33,123	34,757	36,714

Source: Bureau of Economic Analysis, REIS

Considering that the main source of citizen income is attributed to wages and salaries, as noted within the graph below, it's prudent to examine actual pay rates. Generally, this analysis involves reviewing average wages per job, as well as industry. These above tables note that compared to Statewide averages, Rock County's figures are either relatively even or slightly higher. This correlation isn't surprising, given the historical industry synergies between Rock County and the State of Wisconsin. However, there are noticeable differences when comparing County and Statewide figures against national averages (see Figures 9.9 and 9.10).

Wages are influenced by various factors, notwithstanding whether the employees are covered by collective bargaining agreements. During the 1980s Wisconsin's level of unionization was approximately 24%. Today, this percentage has dropped to roughly 14%. Rock County's trends tend to mirror those of the State. However, the County's current private sector unionization presence is approximately 20% and incrementally shrinking each year. Even when controlling for this particular variable, the facts continuously reinforce the linkages between wages and workforce training (e.g. recognized certifications, degrees, diplomas and/or competencies). These trends are noted within Figures 9.11 - 9.15, which denote industry sector and occupational wage differentials.

Figure 9.9:



Source: US Dept. of Commerce, Bureau of Economic Analysis, April 2008

Figure 9.10:
Average Wage Per Job: 2000 - 2006

Location	2000	2001	2002	2003	2004	2005	2006
State of Wisconsin	30,087	30,936	31,876	32,762	34,077	34,810	36,142
Rock County	30,596	30,927	32,303	33,428	33,505	33,652	36,200
United States	34,718	35,582	36,150	37,169	38,810	40,172	41,991

Source: Bureau of Economic Analysis, REIS

Figure 9.11:
Covered Employment and Wages (All Industries): Rock County: 2001 - 2007

Sector - All Industries	2001	2003	2005	2007
Payroll	\$ 2,089,153,612	\$ 2,224,267,399	\$ 2,284,803,019	\$ 2,482,724,774
Average employment	66,386	65,366	66,985	68,100
Average annual wage	\$31,470	\$34,028	\$34,109	\$36,457

Source: Wisconsin Department of Workforce Development - 2007

Figure 9.12:
Covered Employment and Wages (Select Industries): Rock County: 2001 - 2007

Sector	2001	2003	2005	2007
Natural resources - Payroll	\$11,184,960	\$13,354,254	\$15,455,463	\$16,498,448
Average employment	379	422	475	509
Average annual wage	\$29,512	\$31,645	\$32,538	\$32,413
Construction - Payroll	\$114,694,191	\$112,979,413	\$130,915,367	\$130,880,017
Average employment	3,006	2,881	3,192	3,064
Average annual wage	\$38,155	\$39,215	\$41,014	\$42,715
Manufacturing - Payroll	\$751,227,055	\$790,318,044	\$715,546,393	\$833,361,929
Average employment	16,875	15,278	14,484	14,690
Average annual wage	\$44,517	\$51,729	\$49,403	\$56,730
Trade, transportation and utilities - Payroll	\$389,146,657	\$416,532,209	\$465,445,847	\$490,212,529
Average employment	14,773	14,855	15,904	16,081
Average annual wage	\$26,342	\$27,983	\$29,266	\$30,484
Financial activities - Payroll	\$51,395,170	\$66,047,061	\$64,712,273	\$68,677,107
Average employment	1,740	1,829	1,826	1,855
Average annual wage	\$29,537	\$36,111	\$35,439	\$37,023
Education and health - Payroll	\$409,462,505	\$458,303,688	\$494,449,294	\$ 507,935,084
Average employment	12,348	12,934	13,257	13,555
Average annual wage	\$33,160	\$35,434	\$37,297	\$37,472

Source: Wisconsin Department of Workforce Development - 2007

Figure 9.13:
Prominent Industry Employment and Wage Data: Rock County

3-Digit NAICS Sub-sectors	2007	5-Year Percent Change		2007 Average Wages		5-Year Percent Change	
	Average Employment	Rock County	State of Wisconsin	Rock County	State of Wisconsin	Rock County	State of Wisconsin
Education services	5,497	3.3	2.0	\$36,269	\$37,753	10.3	15.0
Food service and drinking places	5,282	13.0	9.1	\$10,373	\$10,859	10.4	14.5
Transportation equipment Manufacturing	4,241	-33.7	-4.9	\$70,996	\$55,143	17.1	10.1
Hospitals	3,746	15.2	12.6	\$51,997	\$43,750	13.6	24.1
Administrative and support services	3,169	11.7	15.8	\$18,302	\$23,144	10.9	15.4
Merchant wholesalers (Durable goods)	2,757	24.2	6.8	\$38,092	\$52,130	15.7	15.4
Executive, legislative and general government	2,659	-8.8	-4.7	\$40,063	\$36,340	22.4	16.4
Ambulatory health care	2,280	9.4	8.7	\$49,027	\$57,969	15.1	18.5
General merchandise stores	2,085	-1.0	7.1	\$17,699	\$17,914	17.2	16.3

Source: Wisconsin Department of Workforce Development - June 2008

Figure 9.14:
5-Year Percent Change in Average Annual Wage by Industry Sectors

Industry Sector	Rock County	State of Wisconsin
All industries	12.0	17.4
Natural resources	1.9	14.7
Construction	17.2	19.8
Manufacturing	13.6	16.1
Trade, transportation and utilities	16.0	15.3
Information	N/A	24.7
Financial activities	14.6	25.8
Professional and business services	18.1	22.0
Education and health	12.6	17.3
Leisure and hospitality	12.3	14.8
Other services	12.7	13.2
Public administration	20.6	18.1

Source: Wisconsin Department of Workforce Development

Figure 9.15:
Hourly Wage Rates by Select Occupations: Rock County: 2007

Position Description	Average Hourly Wage	Average Hourly Wage - 25 th Percentile	Average Hourly Wage - 50 th Percentile	Average Hourly Wage - 75 th Percentile
Accounting clerk	14.87	13.04	18.23	19.50
CNC operator	19.95	16.17	17.95	19.09
Computer help desk technician	19.59	16.76	19.45	22.97
Engineer I	24.81	23.54	24.59	26.55
Forklift operator	14.00	12.43	14.46	16.07
General labor	9.60	8.00	9.66	10.24
General machine operator	15.09	13.54	15.05	16.32
Packers/packagegers (hand)	12.83	10.69	11.09	15.89
Production assembler	12.53	10.91	12.74	13.36
Quality control inspector	16.86	14.67	15.49	18.94
Shipping receiving clerk	14.43	12.91	13.81	16.26
Truck driver	14.72	11.43	15.76	16.94
Welder	17.60	16.48	17.51	18.52

Source: Greater Rock County Salary and Benefits Survey - 2007

Poverty

Overall, the County's poverty rate mirrors the State of Wisconsin's average, hovering around nearly 11%. Unfortunately, continued upward trends are expected, especially when considering the pressure points that are impacting the County's manufacturing sector. While there are differences between chronic and situational poverty (i.e. working poor), the most common predictive threads are attributed to jobs, income and workforce preparation.

Employment positions that command higher wages are those requiring higher skills. Whether obtained through a skilled trades program or from a technical college or university program, skills attainment is the primary pathway to higher earning potential. Additional information regarding this topic is provided throughout this Chapter.

Unemployment

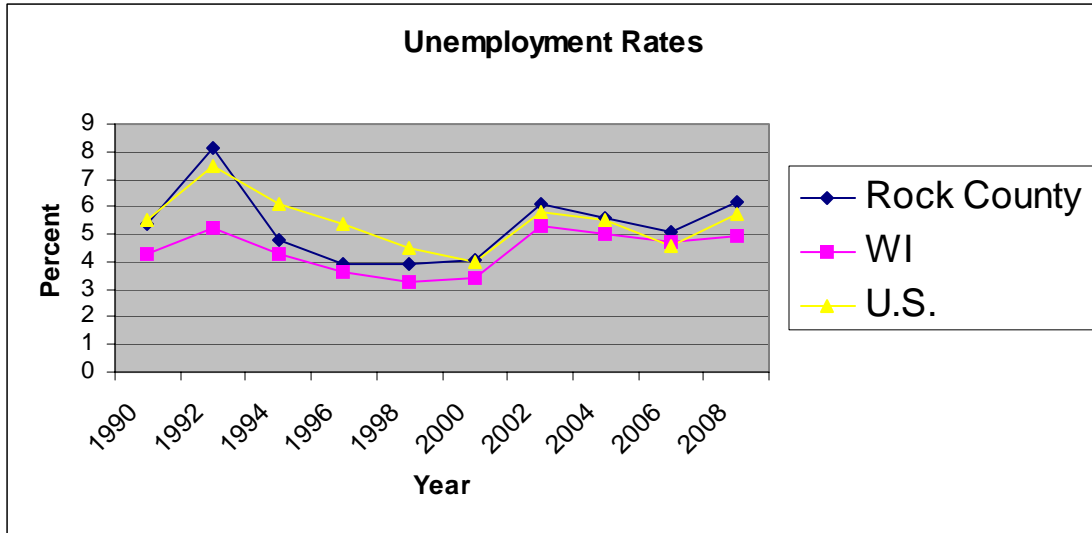
The unemployment rate, which represents the number of unemployed individuals as a percent of the total labor force, often is viewed as one of the primary economic health indicators. A high unemployment rate may signal an abundant supply of immediate labor, resulting from some type of economic downturn such as a layoff/facility closing and reflecting increased second wage earnings entering the market to replace wages lost from the primary earner. Conversely, elevated or sustained periods of chronic unemployment provides negative signals about a given labor market. Without access to this type of historical data, skewed or inaccurate labor market analyses can develop.

Rock County's cyclical unemployment rate hovers around a full percentage point above the State and/or national averages, respectively. These higher-than-average rates are attributed to the County's concentration of manufacturing companies, which historically commanded an employment share of 25% or greater during any given year. In comparison, the State's share of employment attributed to manufacturing is annually less than 25% (see the Industry Sector section).

An example of this relationship is quite visible when tracking the County's unemployment rate against GM related activities. This analysis demonstrates that rate spikes are directly correlated to labor/management negotiations, production/capacity issues, supplier strikes and platform retooling. For example, the County's February 2009 rate of 13% is considerably higher than the Federal (8.9%) and the State (8.8%) rate, respectively. These rate differentials provide documentation regarding the contraction that's occurring throughout the area's automotive related industries.

While it's difficult to pinpoint how the current GM situation will ultimately impact the County's annual unemployment rate, preliminary projections signal that sustained spikes will likely occur. In the interim, the County's 2008 year-end figures are tracking to hold in the upper mid 6% range. While this range is certainly high, it isn't out of character, as noted by Figure 9.16.

Figure 9.16:
Annual Average Unemployment Rates: 1990 - 2008



Source: Wisconsin Department of Workforce Development

Even though there are safety nets for displaced workers, these nets have limited capacities. Considering that Rock County has experienced 18 facility closures and/or dislocation activities in the last 18 months, the dislocated worker reserves have been depleted. That’s why Rock County was recently awarded \$1.6 million, with another \$2.2 million earmarked, targeted at skills enhancement and retraining activities.

While these unemployment activities are challenging for individuals and communities alike, this additional labor supply creates opportunities. As the need for skilled labor continues to increase, businesses are constantly seeking prospective locations that can accommodate their staffing needs. One measurement utilized to document this availability factor is an applicant-to-opening ratio. Essentially, this ratio demonstrates the number of applicants received for each employment opening (see Figure 9.17).

Figure 9.17:
Applicant to Opening Ratios (Select Examples): Rock County: 2006 - 2008

Company Name	Job Opening	Applications Received	Hourly Wage Rate
Scot Forge - February 2008	10 Manufacturing	250 applications - 6 hour recruitment	\$10-\$15/hour
United Alloy - November 2007	15 Manufacturing	500 applications - 2 day period	\$12-\$17/hour
Kettle Foods - February. 2007	90 Manufacturing	2,104 applications - 3 day period	\$10-\$13/hour
Staples - May 2006	200 Warehouse	1,150 applications - 3 day period	\$11-\$13/hour

Labor Force Participation

Unemployment rates represent only one piece of the labor market puzzle. Another key labor market factor, labor force participation rates, speaks volumes about labor market’s aptitude and attitude. Essentially, high participation rates signal near full employment, suggesting that skills and workers are matching up well. Conversely, low rates indicate unemployable or under-employment issues. That is, even if positions were available employers would likely experience challenging employee recruitment and retention issues. This is an acute issue, especially when unemployment rates are low.

Annually, Wisconsin’s labor force participation rates generally rank among the nation’s highest. This same pattern is reflective of Rock County’s rates too (see Figure 9.18).

Figure 9.18:
Labor Force Participation Rates: 2000 and 2006

Year	Rock County	State of Wisconsin	United States
2006	69.2%	69.5%	65.0%
2000	69.3%	69.1%	63.9%

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

Figure 9.19 provides further analysis of these labor force projections, as well as participation by age categories.

Figure 9.19:
Labor Force Projections: Rock County: 2010 - 2030

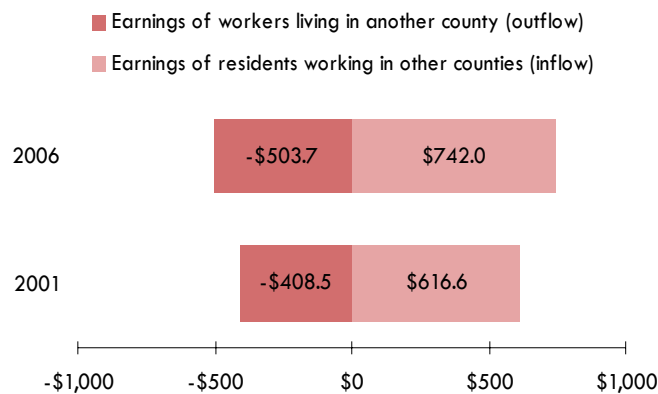
Age Group	16-34	35-54	55+	Total Labor Force
Years	Labor Force			
2010	33,233	40,021	15,021	88,275
2020	33,149	38,875	19,002	91,026
2030	32,376	41,512	16,881	90,769
	Distribution of Labor Force			
2010	37.6%	45.3%	17.0%	100.0%
2020	36.4%	42.7%	20.9%	100.0%
2030	35.7%	45.7%	18.6%	100.0%

Commuters

An analysis of the County’s commuter data generates two distinct, yet related, data sets. First, this information provides details regarding where residents live and work. Secondly, commuter data also shed light upon modes of travel, distances traveled, as measured by minutes, and ultimately directional travel routes. While there are numerous factors that influence commuting activities, most are employment related (e.g. wages/benefits, career advancement, etc.). Figure 9.20 notes these income (earnings) differentials.

In 2006, Rock County residents earned \$742 million by commuting to jobs in other counties (inflow). Meanwhile, residents of other counties (outflow) earned nearly \$504 million by commuting to Rock County for employment opportunities. This difference between these two figures is approximately 5% of total income and is the net impact of commuting on Rock County’s total income. The commuting inflows grew 20.3% and commuting outflows grew 23.3% during 2001-2006, respectively. During that same time period, total income grew 19.9%.

Figure 9.20:
Earnings Based on Place of Residency versus Place of Work



Source: Wisconsin Department of Workforce Development

According to results of the South Central Wisconsin Commuter Transportation Study, the following Rock County commuting pattern trends are reflected in the figures above:

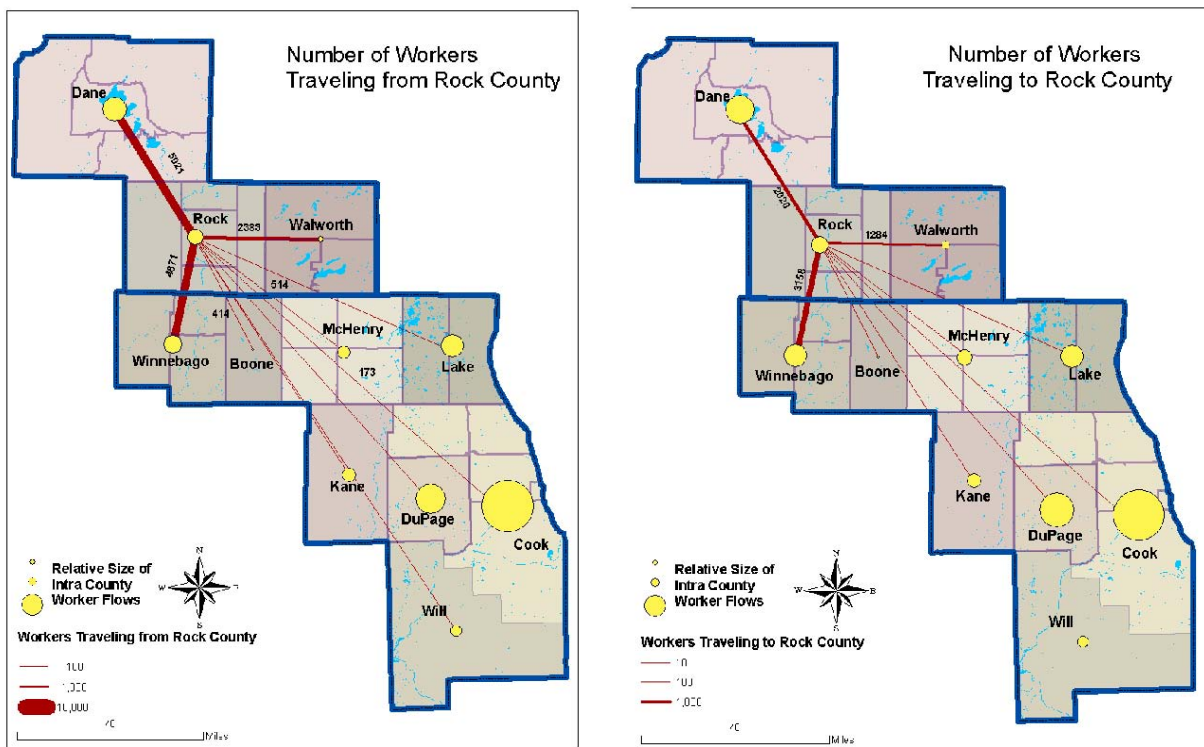
- From 1990 to 2000 there was an increase in the percentage of residents living and working in Rock County (77.6% to 80.1%, respectively).
- During this same period, the percentage of Rock County residents working outside of Wisconsin decreased from 10.1% to 8.7%. Meanwhile, the percentage of Rock County residents working in other Wisconsin counties increased from 9.9% to 13.7%.
- The forecasts attributed to both points above suggests that that the percentage of Rock

County residents living and working locally will decrease, perhaps by as much as 4% points or more.

- Additionally and perhaps even more compelling, the directional commuting demands are orientated in a north-south direction, anchored on one end by the City of Madison, Wisconsin and on the other by the City of Rockford, Illinois. Consequently, Janesville is well situated to become a transportation hub, serving businesses and commuters alike.

Map 9.1 and 9.2 provide illustrations of these patterns, displaying the commuting patterns that occur throughout the extended South Central/Southwest and Wisconsin/Illinois region.

Map 9.1:

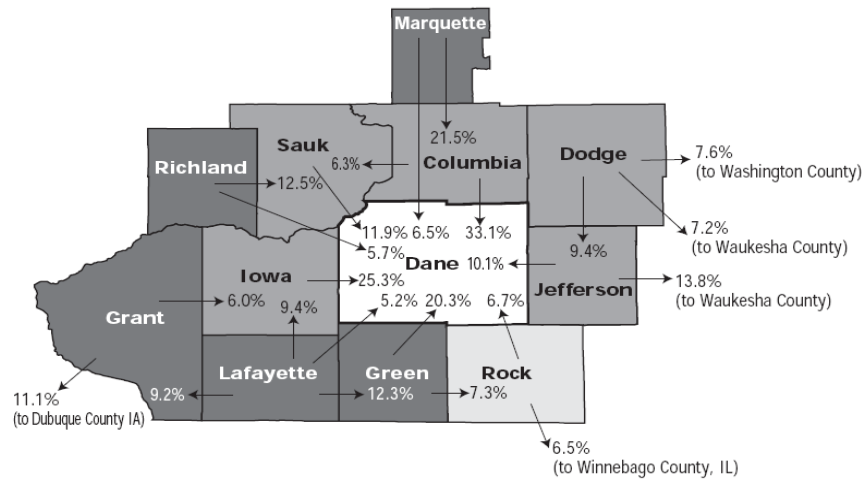


Source: South Central Wisconsin Commuter Transportation Study



Map 9.2:

Commuting Patterns in SW and SC WDAs, 2000



Source: U.S. Census, County-to-County Worker Flow Files, 2000.

Further analyses of these commuting patterns demonstrates that Rock County residents spend less time commuting to work than the national average. Figure 9.21 demonstrates that there has been minor drive time change during this decade.

Figure 9.21:
Average Work Commute Time (Minutes): 2000 and 2006

Year	Rock County	State of Wisconsin	United States
2006	21.2	20.8	25.0
2000	20.3	20.8	25.5

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

Locally, this commuter activity has created a communication and planning platform for stakeholder inputs via the South Central Wisconsin Commuter Transit Study. The tangible outcomes of this study are twofold. First, the study created an increased awareness and emphasis on preserving critical transportation corridors. Second, it confirmed directional route assumptions.

This directional route confirmation has already proved instrumental, as Coach USA (Van Galder Bus Co.) recently announced the establishment of an expanded commuter express option, providing a dedicated, non-stop service to the City of Madison from the City of Janesville. Pending ridership utilization, it's likely that additional commuter orientated lines might be considered between and/or throughout the Madison, Wisconsin and Rockford, Illinois corridor.

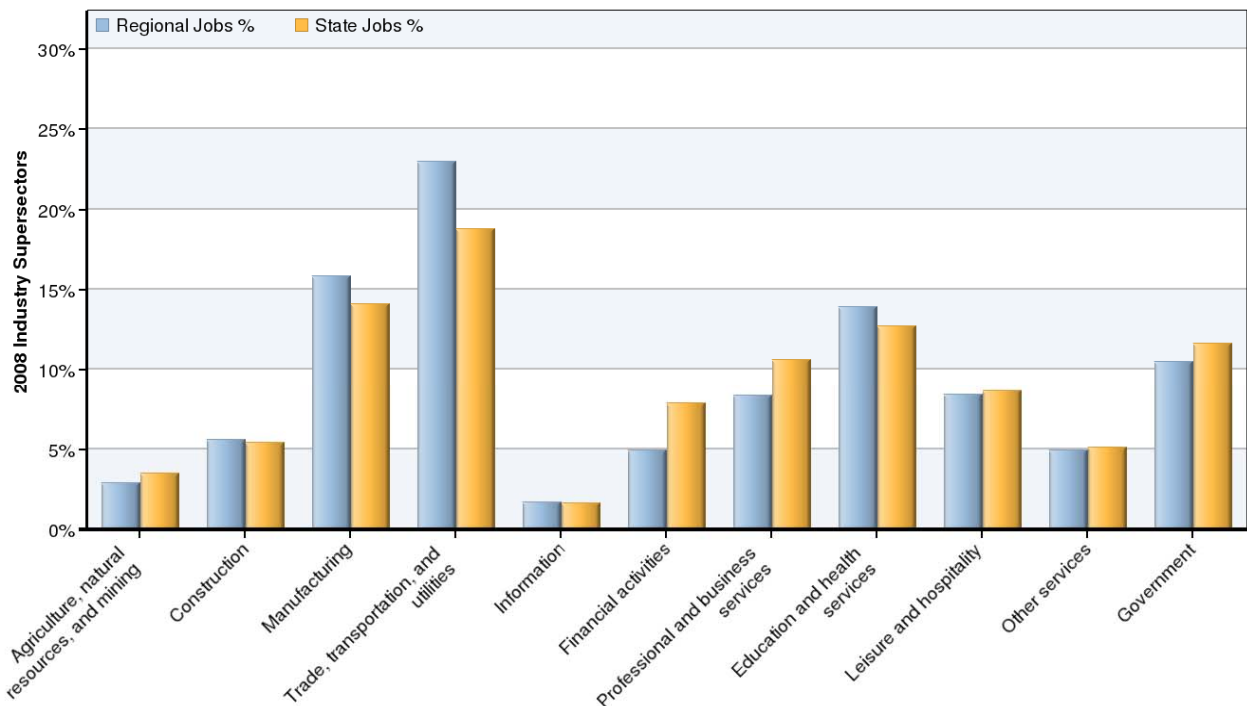
Industry Sectors

From the 1930s through the late 1990s, the U.S. categorized industry data based on a uniform Standard Industrial Classification (SIC) system. As the economy evolved, however, the SIC method was considered antiquated. Eventually, SIC was replaced with the current North American Industry Classification System (NAICS). NAICS, which provides harmony throughout the entire North American continent and increased compatibility with the European standards, allows businesses to be grouped according to two basic categories, goods producing and service providing.

Regardless of whether relying upon historical SIC or contemporary NAICS data, the trends are apparent. The overall U.S. economy is moving away from goods producing activities. This trend is perhaps most visible within the manufacturing sector, which at one point represented nearly 30% of Rock County’s total employment and nearly one-quarter of Wisconsin’s overall employment. Today, those figures have diminished to 23% and 20%, respectively.

These industry sector comparisons, as well as trends, are noted below. Specifically, there’s harmony among industry sector growth and/or decline. Not surprisingly, these numbers visibly demonstrate the aforementioned goods-to-service industry transitions (see Figures 9.22 - 9.25).

**Figure 9.22:
Industry Super-Sector Employment: Rock County and State of Wisconsin: 2008**



**Figure 9.23:
Industry Super-Sector Employment: 2008**

Description	2008 Rock County Jobs	Percent of Rock County Jobs	2008 State Jobs	Percent of State Jobs
Agriculture, natural resources, and mining	2,437	2.9%	123,309	3.5%
Construction	4,782	5.6%	192,363	5.4%
Manufacturing	13,531	15.9%	503,702	14.1%
Trade, transportation, and utilities	19,630	23%	670,494	18.8%
Information	1,423	1.7%	57,803	1.6%
Financial activities	4,217	4.9%	280,767	7.9%
Professional and business services	7,122	8.3%	378,573	10.6%
Education and health services	11,864	13.9%	454,865	12.7%
Leisure and hospitality	7,179	8.4%	307,646	8.6%
Other services	4,197	4.9%	182,589	5.1%
Government	8,980	10.5%	416,377	11.7%

Source: EMSI Complete Employment - Fall 2008

**Figure 9.24
Employment by Sector: Rock County: 2001 - 2007**

	2001	2002	2003	2004	2005	2006	2007
Base industry: Total - All industries	57,810	56,847	56,903	57,574	58,601	59,731	59,160
Natural resources and mining	379	386	423	436	480	509	519
Construction	3,010	2,818	2,885	3,142	3,194	3,060	3,039
Manufacturing	16,875	15,749	15,280	14,593	14,481	14,691	13,771
Trade, transportation, and utilities	14,478	14,449	14,604	15,089	15,606	15,818	16,142
Information	1,304	1,182	1,151	1,125	1,224	1,236	1,252
Financial activities	1,719	1,766	1,820	1,789	1,820	1,838	1,824
Professional and business services	4,720	4,789	4,717	5,056	5,054	5,547	5,240
Education and health services	7,723	8,010	8,241	8,344	8,553	8,830	9,093
Leisure and hospitality	5,873	5,926	6,040	6,156	6,266	6,286	6,411
Other services	1,730	1,756	1,722	1,842	1,923	1,917	1,871
Unclassified	N/A	15	20	2	N/A	N/A	N/A

Source: Bureau of Economic Analysis

**Figure 9.25:
Percent of Employment by Sector: 2001 - 2007**

Industry	2001			2003			2005			2007		
	U.S. TOTAL	Rock County	State	U.S. TOTAL	Rock County	State	U.S. TOTAL	Rock County	State	U.S. TOTAL	Rock County	State
Natural resources and mining	1.56%	0.66%	0.84%	1.55%	0.74%	0.88%	1.56%	0.82%	0.90%	1.60%	0.88%	0.94%
Construction	6.20%	5.21%	5.37%	6.23%	5.07%	5.40%	6.57%	5.45%	5.39%	6.63%	5.14%	5.25%
Manufacturing	14.99%	29.19%	23.94%	13.51%	26.85%	21.91%	12.83%	24.71%	21.36%	12.13%	23.28%	20.87%
Trade, transportation and utilities	23.46%	25.04%	23.42%	23.39%	25.66%	23.15%	23.20%	26.63%	22.74%	23.10%	27.29%	22.64%
Information	3.29%	2.26%	2.30%	2.97%	2.02%	2.16%	2.76%	2.09%	2.11%	2.66%	2.12%	2.09%
Financial Activities	7.03%	2.97%	6.37%	7.31%	3.20%	6.66%	7.27%	3.11%	6.62%	7.14%	3.08%	6.62%
Professional and business Services	14.94%	8.16%	10.09%	14.81%	8.29%	10.65%	15.25%	8.62%	11.11%	15.67%	8.86%	11.60%
Education and health services	13.59%	13.36%	13.78%	14.70%	14.48%	14.66%	14.90%	14.60%	14.84%	15.29%	15.37%	15.29%
Leisure and hospitality	10.87%	10.16%	10.24%	11.36%	10.61%	10.68%	11.52%	10.69%	10.79%	11.69%	10.84%	10.91%
Other services	3.85%	2.99%	3.54%	3.98%	3.03%	3.56%	3.91%	3.28%	3.54%	3.89%	3.16%	3.58%
Unclassified	0.23%	NA	0.11%	0.19%	0.04%	0.29%	0.24%	NA	0.60%	0.20%	NA	0.20%

Source: Bureau of Economic Analysis

Location Quotients

Location quotients are yet another analytical method utilized to determine industry sector representation, as well as their significance, to a given economy. Often characterized or described within the context of industry clusters, as coined by Harvard's Michael Porter, location quotients provide instructive information about an economy's strengths/weaknesses. These characteristics, in turn, are predicative as it relates to an area's overall competitiveness (e.g. growth, prosperity and sustainability).

According to Porter, "clusters are geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region. Clusters arise because they increase the productivity with which companies can compete." Essentially, a location quotient between 0.90 and 1.10 indicates that a concentration of employment within a specific NAICS is more or less the same as national level concentrations. Meanwhile, a location quotient at or above 1.10 demonstrates an employment concentration higher than the national level. Figure 9.26 displays Rock County's, as well as the State of Wisconsin's, location quotients.

**Figure 9.26:
Location Quotients: 2001 - 2007**

Industry	2001		2002		2003		2004		2005		2006		2007	
	Rock County	State	Rock County	State	Rock County	State	Rock County	State	Rock County	State	Rock County	State	Rock County	State
Base industry: Total-All industries	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Natural resources and mining	0.42	0.54	0.44	0.57	0.48	0.57	0.49	0.57	0.53	0.58	0.54	0.59	0.55	0.59
Construction	0.84	0.87	0.80	0.87	0.81	0.87	0.86	0.85	0.83	0.82	0.76	0.79	0.77	0.79
Manufacturing	1.95	1.60	1.96	1.62	1.99	1.62	1.93	1.64	1.93	1.66	1.96	1.69	1.92	1.72
Trade, transportation, and utilities	1.07	1.00	1.08	0.99	1.10	0.99	1.12	0.98	1.15	0.98	1.15	0.98	1.18	0.98
Information	0.69	0.70	0.66	0.71	0.68	0.73	0.68	0.75	0.76	0.76	0.77	0.77	0.80	0.79
Financial activities	0.42	0.91	0.43	0.91	0.44	0.91	0.43	0.91	0.43	0.91	0.42	0.91	0.43	0.93
Professional and business services	0.55	0.68	0.57	0.70	0.56	0.72	0.58	0.72	0.57	0.73	0.60	0.73	0.57	0.74
Education and health services	0.98	1.01	0.99	1.01	0.99	1.00	0.98	0.99	0.98	1.00	0.99	1.00	1.01	1.00
Leisure and Hospitality	0.93	0.94	0.93	0.94	0.93	0.94	0.93	0.94	0.93	0.94	0.91	0.94	0.93	0.93
Other services	0.78	0.92	0.78	0.91	0.76	0.90	0.81	0.90	0.84	0.91	0.83	0.92	0.81	0.92
Unclassified	NA	0.47	0.14	1.15	0.18	1.50	0.02	2.54	NA	2.52	NA	2.27	NA	1.02

Source: Bureau of Economic Analysis

While certain industries, such as manufacturing are declining as a percentage of total employment for both Rock County and Wisconsin, their overall location quotients remain very strong. Although location quotients do offer cursory level conclusions, there’s much more analyses required. Many economists, in particular, argue that distinguishing between service and manufacturing sectors is an inaccurate means of depicting what's actually happening within a given economy.

Justification for this statement can be found in the fact that today's goods producing (manufacturing) sector is much more about the value-added concept. According to current national data, low paying service jobs represent less than 25% of the overall service sector’s employment. Meanwhile, over 30% of the emerging service sector jobs now fall into a higher wage category. Thus, the hard lines that once separated the aforementioned main industry sectors have become blurred.

Lastly, it’s important to note that merely possessing a high location quotient doesn’t necessarily predict overall economic sustainability. Clearly, there are industries with high location quotients that effectively have little or no growth potential. Conversely, there are emerging industries that currently have relatively low location quotients, yet possess strong growth potential. Figure 9.27 provides an industry matrix that describes these dynamics.

**Figure 9.27:
Industry Sector Location Quotient versus Growth Matrix**

High Location Quotient	Historic Industrial Sectors - Highly concentrated; but slow growing. Good business retention targets.	Dynamic Industrial Sectors - Highly concentrated; fast growing sectors. Good expansion and attraction targets.
Low Location Quotient	Minor Industrial Sectors - Slowly growing; not concentrated.	Emerging Industrial Sectors - Fast growing; increasingly concentrated. Good expansion targets.
	Low Employment Growth	High Employment Growth

This matrix, coupled with traditional export base economic theory, further demonstrates how primary industries bring wealth into the regional economy. It also sheds light on the roles that retail and service sectors play; that is, these businesses play a support rather than a driving role. While historically this separation was true, this no longer is the case with certain service sector industries. For example, regional retail shopping and medical centers are beginning to mirror base economic industry function (i.e. attracting external money for locally provided/produced goods and services).

Clearly, the optimal situation is to have an economy with industries that fall within the High Location Quotient/High Employment Growth Sectors. According to Porter’s research, industries within these sectors are most likely to have developed the supplier/customer and the competitive/collaborative relationships. Rock County examples that fall within this classification include the following industry sectors:

- Construction
- Educational services
- Health care and social assistance
- Transportation and warehousing
- Wholesale trade

Since this optimal situation isn’t always the norm, most economies possess industry sectors with High Location Quotient/Low Employment Growth opportunities. These firms represent mature, slow growth industries that typically become acquisition, consolidation and/or merger targets as businesses in this sector attempt to maintain or gain new market share. Rock County examples that fall within this classification include the following industry sectors:

- Accommodations and food service
- Agriculture, forestry, fishing and hunting
- Manufacturing
- Retail trade

Meanwhile, emerging industrial sectors characterized as Low Location Quotient/High Employment Growth creates unique opportunities of their own. Rock County examples that fall within this classification include the following industry sectors:

- Administrative and waste services
- Arts, entertainment and recreation
- Management of companies and enterprises
- Mining
- Professional and technical services
- Real Estate, rental and leasing

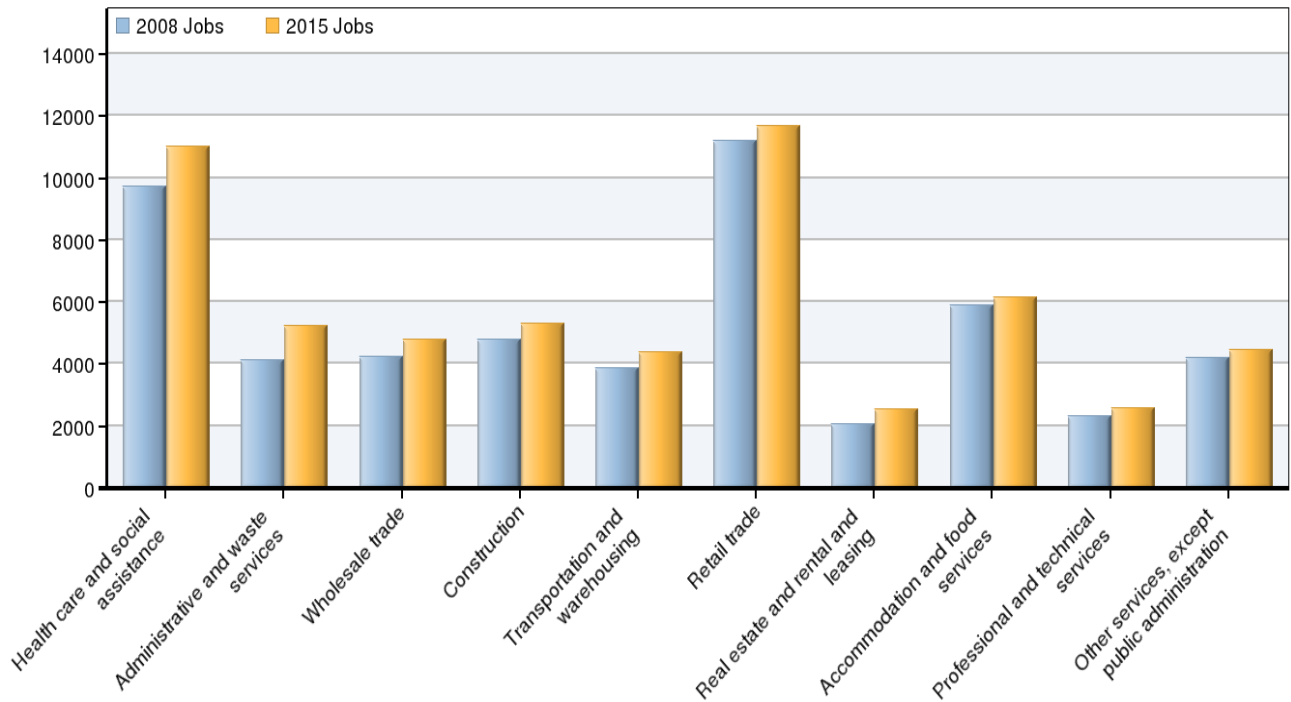
Finally, each economy possesses some concentration of low Location Quotient/Low Employment Growth industry sectors. While important, these sectors are not critical components of the regional economy, either now, or in the future. Rock County examples that fall within this classification include the following industry sectors:

- Finance and insurance
- Government
- Information
- Utilities

Additional details regarding these examples are provided within Figures 9.28 and 9.29, respectively.



Figure 9.28:
Fastest Growing Industries: Rock County: 2008 - 2015



NAICS Code	Description	2008 Jobs	2015 Jobs	Change	Percent Change	2007 EPW
11	Agriculture, forestry, fishing and hunting	2,266	2,234	-32	-1%	\$15,599
21	Mining	171	207	36	21%	\$78,216
22	Utilities	334	196	-138	-41%	\$83,017
23	Construction	4,782	5,317	535	11%	\$41,144
31-33	Manufacturing	13,531	12,122	-1,409	-10%	\$93,323
42	Wholesale trade	4,242	4,793	551	13%	\$48,233
44-45	Retail trade	11,190	11,689	499	4%	\$23,682
48-49	Transportation and warehousing	3,865	4,381	516	13%	\$54,395
51	Information	1,423	1,382	-41	-3%	\$32,289
52	Finance and insurance	2,158	2,370	212	10%	\$39,973
53	Real estate and rental and leasing	2,059	2,555	496	24%	\$17,207
54	Professional and technical services	2,315	2,590	275	12%	\$35,775
55	Management of companies and enterprises	670	800	130	19%	\$111,968
56	Administrative and waste services	4,137	5,249	1,112	27%	\$18,837
61	Educational services	2,132	2,392	260	12%	\$25,546
62	Health care and social assistance	9,732	11,022	1,290	13%	\$42,673
71	Arts, entertainment, and recreation	1,299	1,454	155	12%	\$10,185
72	Accommodation and food services	5,880	6,157	277	5%	\$12,502
81	Other services, except public administration	4,197	4,463	266	6%	\$15,782
90	Government	8,980	8,898	-82	-1%	\$47,589

Source: EMSI Complete Employment - Fall 2008

Figure 9.29:
Top Industry Location Quotients: Rock County: 2008 - 2015



Figure 9.29:
Top Industry Location Quotients (LQ): Rock County: 2008 - 2015

NAICS Code	Description	2008 Jobs	2015 Jobs	Percent Change	2008 LQ	2015 LQ	Percent Change LQ	2007 EPW
31-33	Manufacturing	13,531	12,122	-10%	2.01	1.90	-5%	\$93,323
42	Wholesale trade	4,242	4,793	13%	1.34	1.48	11%	\$48,233
11	Agriculture, forestry, fishing And hunting	2,266	2,234	-1%	1.26	1.31	4%	\$15,599
44-45	Retail trade	11,190	11,689	4%	1.24	1.26	1%	\$23,682
48-49	Transportation and warehousing	3,865	4,381	13%	1.22	1.33	9%	\$54,395
22	Utilities	334	196	-41%	1.21	0.74	-39%	\$83,017
61	Educational services	2,132	2,392	12%	1.12	1.12	0%	\$25,546
62	Health care and social assistance	9,732	11,022	13%	1.11	1.13	2%	\$42,673
72	Accommodation and food services	5,880	6,157	5%	1.00	0.98	-3%	\$12,502
81	Other services, except public administration	4,197	4,463	6%	0.94	0.98	4%	\$15,782
23	Construction	4,782	5,317	11%	0.91	0.94	4%	\$41,144
51	Information	1,423	1,382	-3%	0.84	0.78	-7%	\$32,289
56	Administrative and waste services	4,137	5,249	27%	0.81	0.91	12%	\$18,837
90	Government	8,980	8,898	-1%	0.79	0.77	-2%	\$47,589
71	Arts, entertainment, and recreation	1,299	1,454	12%	0.74	0.74	1%	\$10,185
55	Management of companies and enterprises	670	800	20%	0.72	0.82	14%	\$111,968
53	Real estate and rental and leasing	2,059	2,555	24%	0.57	0.58	2%	\$17,207
52	Finance and insurance	2,158	2,370	10%	0.53	0.54	2%	\$39,973
54	Professional and technical services	2,315	2,590	12%	0.39	0.40	3%	\$35,775
21	Mining	171	207	21%	0.36	0.39	10%	\$78,216

Source: EMSI Complete Employment - Fall 2008

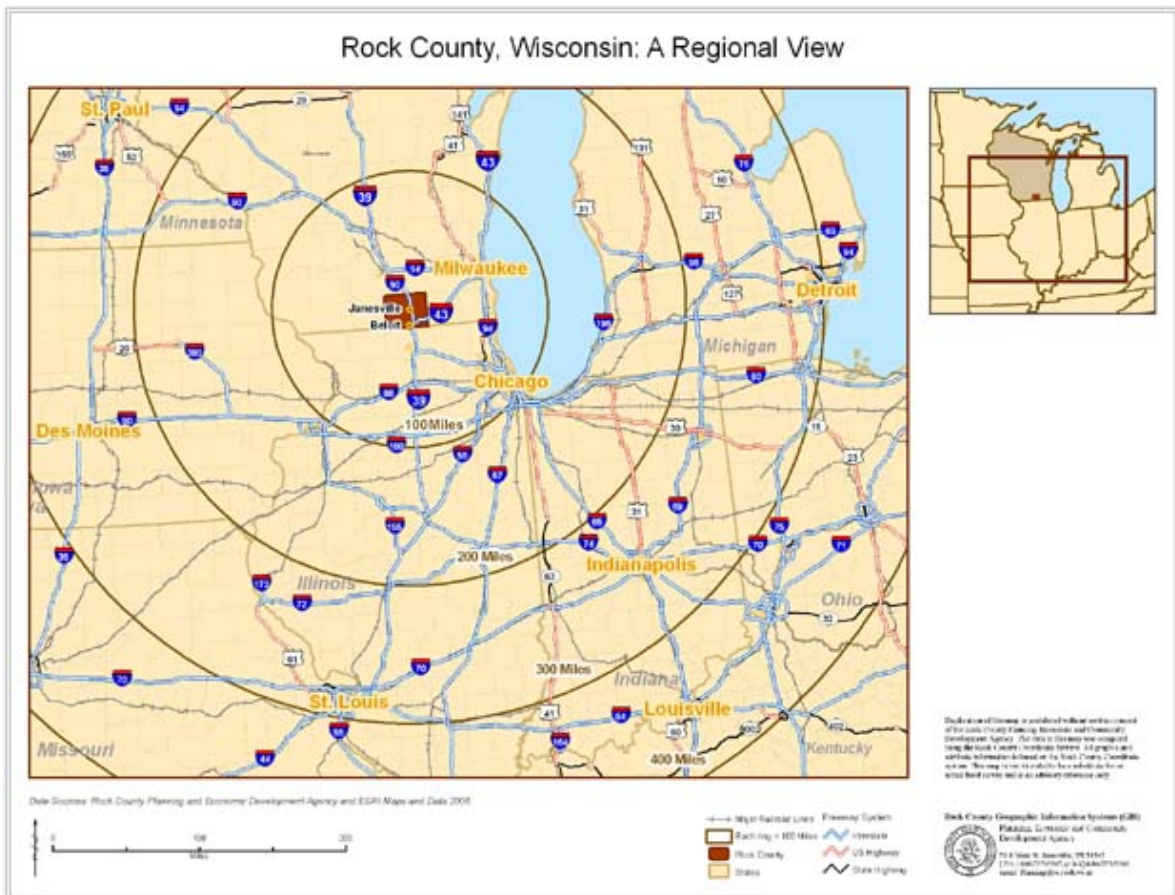
9.4. Infrastructure

Transportation

Without question, transportation infrastructure is one of the pillars that facilitates and supports the economy. Locations that can demonstrate efficient, cost-effective and safe modes of transportation are well positioned to compete for today's retention/expansion, new start-ups and attraction projects. Global pressures, combined with fixed costs that are now extremely volatile, have placed an enormous emphasis on the cost-effective delivery of goods and services. Better, faster, cheaper is not merely a business cliché, it's an economic reality.

The ability to utilize interchanges, bypasses, airports and rail connections are increasingly factoring into business and investment decisions. Since the old adage of "time is money" holds true today, businesses are constantly searching for the most optimal supply chain networks. These trends bode well for Rock County, considering its geographic proximity and transportation resources. This is quite evident from Map 9.3 below, which demonstrates the connectivity that Rock County has in relationship to the Midwest.

Map 9.3:



While these transportation resources are highlighted within Section II: Chapter 7 - Transportation of this *Plan*, consider the following trends that were gleaned from an I-39 Logistics Corridor white paper:

- Since 1990 there has been a 30% increase in U.S. tonnage growth, the majority of which is transferred throughout the U.S. via intermodal activities.
- The I-90/39 Corridor is dubbed the NAFTA Superhighway, with the heaviest volume of inbound and outbound NAFTA tonnage converging within the Stateline area, Rock County and Winnebago County, Illinois.
- Overall, the U.S. roadway network is operating at or beyond their normal 20-year design capacities. Certainly, I-90/39 is no exception. However, it's not yet nearly as problematic as Chicago's road networks. Consequently, congestion avoidance or congestion adverse locations are increasingly driving business development decisions.
- Previously underutilized or non-traditional ports, such as Superior, Wisconsin/Duluth, Minnesota are emerging as primary alternative choices. This development has direct implications for Wisconsin as increased tonnage volume and velocity issues are creating speed and weight challenges for the existing air, rail and truck infrastructure systems.

Not surprisingly, examples of these findings are recognizable throughout the County, representing food processing/packaging companies (Kettle Foods NA, Seneca Foods), plastics companies (Southeastern Container), consumer product companies (ABC Supply Co., Lab Safety), and a host of other industries as well. Without the excellent transportation connectivity that exists, in effect, shrinking the market place, it's reasonable to state that these investments and their associated employment positions would likely not be present within Rock County or South-Central Wisconsin.

Energy

While there are strong movements towards greening the grid, it's important to note that regardless of how the energy is actually generated, distributed or transmitted, there's virtually *zero* appetite for cost increases and compromised reliability standards. Moreover, today's needs are heavily focused in the area of looped or other redundancy measures. Fortunately, Rock County possesses an existing base load facility, an intermediate generation station and an increasingly robust transmission and pipeline delivery system.

This connectivity and build-out enables Rock County to experience lower-than-average pricing, as compared to other locations throughout the nation. These rates, in part, have impacted the County's ability to retain, attract and start-up businesses. Case in point, the recently commissioned Linde ASU facility in the Town of Beloit was heavily influenced by the ability to tap into available/reliable transmission level electric power.

Historically, only the most energy intensive companies sought after these benefits. Today, nearly every business, regardless of industry sector or size, re-evaluates its energy needs and related costs. Hospitals, data centers, grocery stores and manufacturing companies alike have all adopted energy conservation and/or utilization measures, resulting in long-term cost reductions and related carbon footprint impacts.

Telecom and Data Communications

Today's technology emphasis has elevated voice and data communication to an entirely different level. While the digital divide has been primarily characterized as a rural issue, there are urban communities experiencing similar frustrations. Considering the roles that these services perform for nearly every industry sector throughout Rock County, their presence is absolutely mission critical.

For the most part, at least for companies operating in the Janesville-Beloit MSA, the availability of these services are generally considered adequate/sufficient. There are, however, pockets of inadequate or antiquated service outside the MSA. While service provider differences do exist, the main gaps are normally attributed to whether the telecommunications fiber has been activated or whether it's dark (i.e. inactive). According to some preliminary intelligence gathered, there are suspected miles of dormant dark fiber traversing throughout Rock County.

In the not too distant past, there was a Beloit-Janesville WiFi Committee investigating the feasibility of establishing a public/private provider partnership. As appealing as this wireless initiative was, there were significant line-of-sight, security and utilization issues that restricted the committee's efforts. Moreover, the sheer volume of emerging competition within the market further inhibited this WiFi concept. Nonetheless, there are emerging conversations among a handful of Rock County communities expressing an interest in investigating capacity and connectivity issues with their constituents, as well as existing service providers.

Water and Sewer

For traditional industries, as well as technology intensive firms, water and sewer remain important infrastructure attributes. Today's building codes and liability standards have reinforced the necessity for communities to meet recognized water (flow) pressures and quality standards. Meanwhile, on the sewer side it's about existing capacities and pre-treatment requirements. Without a doubt, communities with these amenities are more attractive than those that lack these customary municipal services.

Intellectual

In today's just-in-time orientated economy, the ability to not only document but also provide businesses with a dependable, skilled and trainable workforce is absolutely critical. Regardless of size, product or service, workforce related issues represent a critical component to the

livelihood and success of any given economy. Empirical research demonstrates that communities or regions that possess this human capital component, in addition to the necessary support services, will be the benefactors of positive economic growth.

There's an increasing amount of empirical workforce research suggesting it's not all about wired coffee shops or how many college graduates reside within a given census block. Instead, it's about retaining and attracting talent through a multifaceted approach. While there are competing hypotheses regarding these concepts, each offers a common conclusion: it's about preparing the workforce with the necessary aptitude and attitude.

Additional information concerning this topic will be noted within 9.7 and 9.8, respectively.

9.5. Real Estate

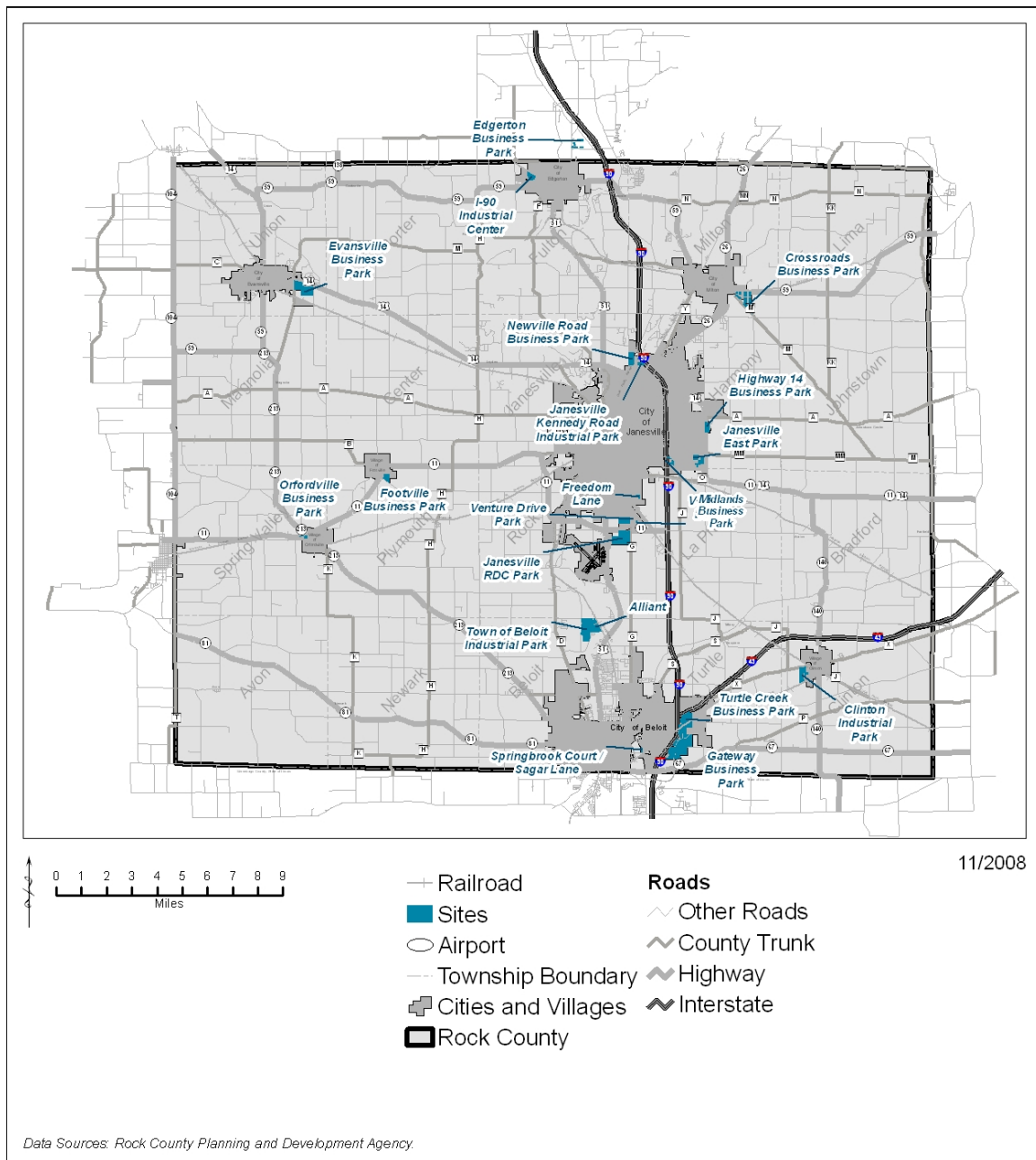
For communities seeking to diversify their tax base away from merely one property tax revenue stream (i.e. residential property taxes), it's important to have designated areas for commercial and industrial development. Land use incompatibility can have debilitating impacts on existing property values, as well as future development opportunities. Essentially, the physical real estate is a community's product.

This product can either be privately provided, publicly supported or some combination thereof. Ownership structures aside, there's no doubt that without the availability of fully improved development sites with all of the usual and customary amenities (e.g. infrastructure, transportation, workforce, etc.), it's virtually impossible to compete. That's why throughout Rock County there is a heavy emphasis on land use, transportation planning, publicly financed Business and/or Industrial Parks and a diversified mixture of commercial/industrial property.

Currently, there are approximately 900 +/- acres of publicly owned industrial and/or commercial sites, the vast majority considered turnkey/ready-to-build, available Countywide. The Cities of Beloit, Edgerton and Janesville's Interstate access and/or visibility provide competitive advantages. For rail users, the Village of Clinton, and the Cities of Milton and Evansville emerge as top choices. An inventory of these properties, complete with maps, pictures, etc. is provided online at www.rockcountyalliance.com (see Map 9.4).

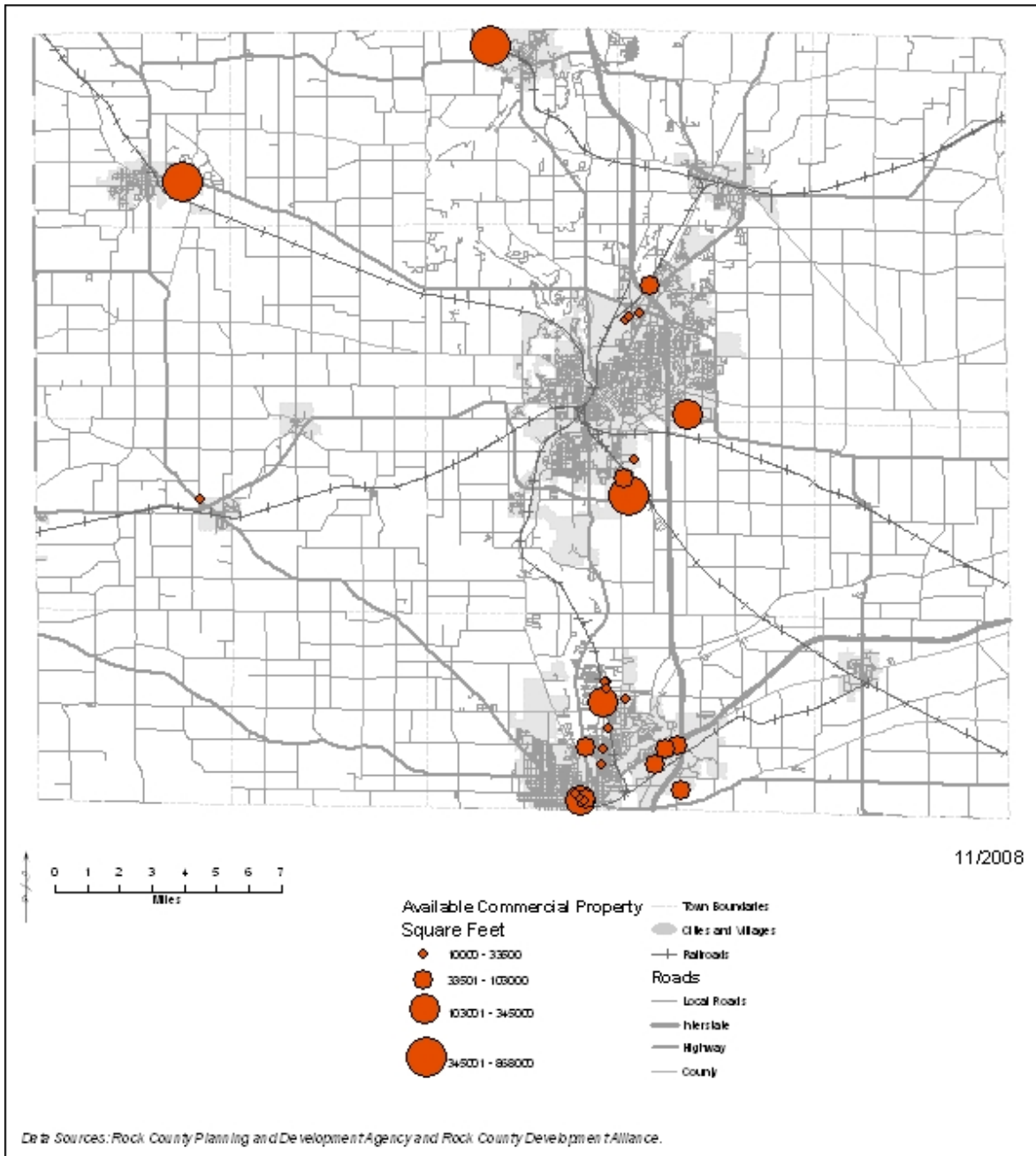


**Map 9.4:
Business/Industrial Parks Public and Private Sector Ownership**



In addition to these properties, there's also an inventory of existing buildings listed via the Location One Information System (LOIS) too (see Map 9.5). Vacant, speculative and/or partially occupied properties provide a diversified mixture of existing real estate. This type of real estate portfolio is critical because 80% of all business projects require existing space. Of the nearly 1.75 million square feet of speculative and presumed soon-to-be-vacant automotive supplier property Countywide, nearly 75% is likely leased.

Map 9.5:
Location One Information System (LOIS) Listings: 10,000 Square Feet or Larger

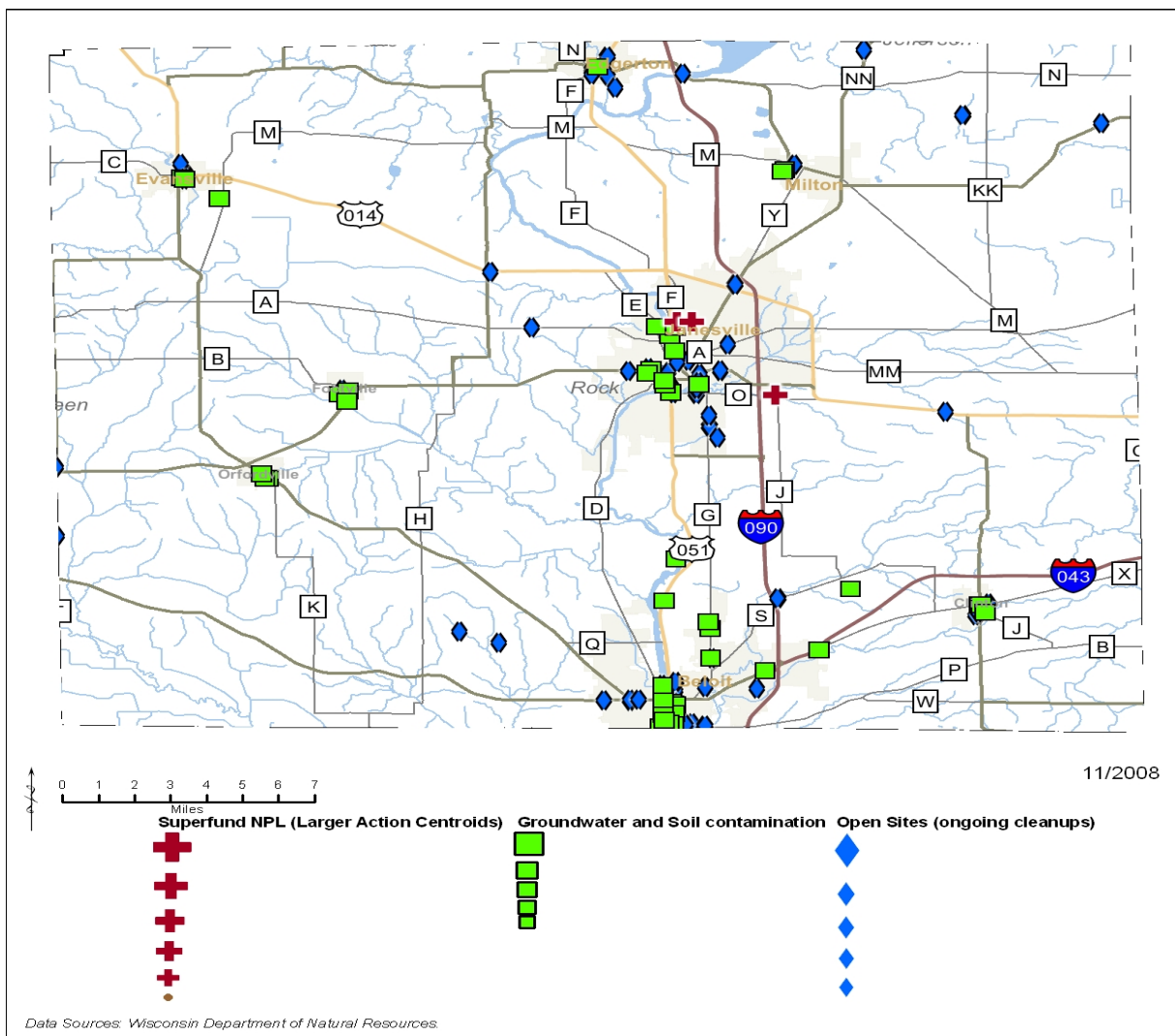


While securing and maintaining tenants for these properties present their own challenges, they pale in comparison to the unique complications presented by brownfields. Brownfields are commonly referred to “as abandoned or underutilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived environmental contamination.” Common examples include abandoned gas stations, mining sites, dilapidated and/or vacant industrial properties. Suffice to say, these properties require special expertise, deep financial pockets, passion and above all a public/private partnership.

Given Wisconsin's strong environmental roots, it's not surprising that the WDNR maintains a multifaceted brownfields program. From site identification, via its Environmental Remediation and Redevelopment Program (ERRP), to direct financial support (including some that cross agency boundaries), there's a menu of services available that can be applied towards brownfield projects.

According to ERRP, Rock County has a sizable listing of properties identified as contaminated through spills, leaky underground storage tanks and those officially involved in some form of environmental remediation program. From a cursory review, these 80 +/- properties represent a sizable figure, representing various industry sectors. For example, drycleaners, metal fabrication manufacturers, agribusiness, energy and transportation providers are well represented throughout this ERRP listing. While it's true that the majority of these properties reside within the Cities of Beloit and Janesville, Map 9.6 indicates that contaminated real estate exists Countywide.

Map 9.6:
Brownfields



Recently, Rock County negotiated the transfer of a tax delinquent, contaminated lot to the Village of Clinton. To date, six additional contaminated, tax delinquent properties remain on the County's tax rolls. Two of these properties have an Edgerton zip code, one is located in the Town of Fulton, another in the Town of Milton, and one within the City of Beloit. These properties, as well as the aforementioned real estate, are displayed on the map above.

While there have been several redevelopment projects completed throughout Rock County, perhaps none are more notable than the properties touched by the late Ken Hendricks. Although Mr. Hendricks' influence and related stories are well known, this Chapter would be incomplete without mentioning his redevelopment work.

The Fairbanks Morse Complex and the Ironworks Campus, both located within the City of Beloit, are two highly visible projects that exemplify Mr. Hendricks' passion (see photos below). Those projects, among many others touched by him, will forever memorialize his redevelopment spirit, thereby perpetually challenging others to follow along similar adaptive reuse pathways.



Fairbanks Morse Complex, City of Beloit



Ironworks Campus, City of Beloit

When discussing redevelopment projects it's also important to note that even small-scale or single-site properties can be critical for a community's overall economic fabric. The Grange and Eager Buildings (City of Evansville) and the Old Junction Mill (City of Milton) are just a few examples of downtown-focused, single property redevelopment projects. Additional examples can be found downtown in the City of Janesville, such as The Armory and the Marshall (Main Street) School Apartments. Meanwhile, the City of Edgerton's Fulton Square offers an example how an infill project can definitely reshape/reposition a community's downtown.

9.6. Resources

Overall, the majority of economic development financial and technical resources fall into one of the following public categories, local, State or Federal. Historically, Wisconsin has operated under a very restrictive philosophy regarding business development assistance, as demonstrated by the following facts: the State Constitution's Uniformity Clause prohibits any form of real

estate tax abatement, current legislation effectively forbids the ability to package “mega” incentives (i.e. it’s uncommon for a single development project to command an incentive package larger than \$20 million), and the amount of funding allocated to the Wisconsin Department of Commerce during a given budgetary biennium is \$15 million dollars or less.

While there is much debate surrounding the use of public funds for economic development projects, they are part of the normal landscape that persists throughout the United States and around the globe. Keep in mind that these programs effectively only have meaningful value if they can be applied/utilized in a manner to mitigate one-time or reoccurring project costs. Case in point, incentives perform the role of a tiebreaker, separating one location versus another. Perhaps most important of all, is to remember that incentives do not provide enough financial cosmetic appeal to overshadow poor real estate decisions. For a real life example, take a drive to Harvard, Illinois and view the vacant Motorola Campus.

Generally, the Wisconsin Department of Commerce is the most direct source for business development programs, offering financial and technical assistance to communities and businesses alike. Commerce’s assistance is usually based upon the ability of a project to demonstrate feasibility, through employment creation/retention and capital investment documentation.

Since these programs support rather than compete with offerings from other providers, multiple funds are often packaged. This mixing and matching of programs is exhausting and complicated, especially because so many programs are antiquated, their funding levels are depleted and there are far too many inflexible applicability standards. These points are exemplified by the below descriptions of the usual suspects that generally have the highest potential of applicability/utilization throughout Rock County.

Labor Training Assistance

Wisconsin Department of Commerce’s Customized Labor Training (CLT) grant program is designed to assist manufacturing companies with their new technology, industrial skills or advanced processes training. Through this grant, up to 50% of the eligible costs for classroom-based training are reimbursable. Commerce also provides a similar program, known as the Business Employees Skills Training (BEST) grant program. In either case, CLT and BEST funds cannot be used for on-the-job training (OTJ).

In addition to these Commerce dollars, the Southwest Workforce Development Board (SWWDB) has access to various workforce training funds, as well. These SWWDB funds, which originate primarily from the United States Department of Labor, can be applied towards OTJ, customized/certification, preparatory industry training and dislocated worker assistance. Generally, these reimbursable funds can be used for both classroom and OTJ, covering up to 50% of the employee’s hourly wage during the training periods.

Tax Credits

Wisconsin offers a variety of tax credit programs, the majority of which are either project and/or geography specific. Effectively, these tax credit programs offer a direct offset against a company's Wisconsin income tax liability. Actual financial awards are based upon employment and capital investment commitments during a three-year project window. To utilize these credits, a company must be profitable; the credits are only applied to Wisconsin workers and they are released on a three-year, pro rata distribution schedule.

While somewhat similar in name, the Federal New Market Tax Credits (NMTC) Program operates quite differently. NMTCs are designed to encourage community development entity investments into specific elevated poverty status geographic areas. To receive NMTC financing, businesses, corporations, partnerships, sole-proprietorships and specific non-profits must be active and physically located within a designated low-income, geographic zone. In exchange for these investments, investors are eligible to claim a Federal tax credit worth 39% of their initial qualified equity investment. The tax credits are allocated over a seven-year period.

Recent State legislation has consolidated five zone programs into a single, Statewide offering. Through consolidation, a much larger pool of tax credits can be drawn from and increased activities are now considered eligible to receive tax credit consideration. While the City of Beloit currently has one of the State's select Development Opportunity Zone designations, there's currently a strong legislative push to have a similar zone awarded to the City of Janesville. To date, only the Cities of Beloit and Janesville possess eligible NMTC census tract zones. While several Rock County projects have utilized the State tax credits, no NMTC examples currently exist.

Tax Increment Financing

While tax increment financing (TIF) districts have endured their share of criticisms, it's Wisconsin's number one economic development tool. TIFs permit a municipality, village and under certain circumstances a town to acquire, develop, finance and market real estate, within a specific geographic area, through the issuance of public notes and bonds. As development generates new or increased value within that area (i.e. district), the property taxes on new development value are segregated and applied towards the public debt.

Examples of TIF utilization include business/industrial parks, commercial (predominately downtown) mixed use and redevelopment projects. TIFs possess local and State oversight. Additionally, recent changes to Wisconsin's TIF law now permit positive tax increment, generated by projects within that district, to be spent on development projects located within one-half mile of the existing TIF boundary. These types of changes, as well as other TIF legislative tweaks, have provided communities with an added level of flexibility to meet today's complex development needs.

In a typical Rock County TIF project, the incentive is structured in the form of a land cost write-down, a reimbursement of specific development costs or a direct pay-as-you-go development inducement. Terms of the agreement are structured over a 10 to 15-year period, stipulating taxable value (investment) and employment guarantee thresholds. A legally binding development agreement governs each TIF project. In Rock County, there are up to 40 active TIFs.

Business Improvement District

A business improvement district (BID) is a special purpose district created by a municipality, village or town, at the request of the impacted property owners, to finance development and promotion within that district. While many of Wisconsin's BIDs are downtown orientated, larger communities have BIDs that encompass entire neighborhood commercial districts. Rather than issuing notes or bonds, BIDs are funded by assessing property owners within the district on a per dollar amount based upon assessment values, a property's square street footage or some combination thereof. Funds collected from this assessment are then available for various applications, as determined by the BID's operating plan. BIDs are often utilized to support, in whole or in part, a community Main Street Program. In Rock County, the City of Beloit has the only active BID.

Main Street Program

The National Trust for Historic Preservation established the national Main Street program to assist communities with their downtown/urban neighborhood revitalization efforts. Realizing the complex nature of these efforts, Main Street offers a comprehensive and incremental approach. This approach is based on the following core principles, design, organization, economic restructuring and promotion. In Wisconsin, the Main Street designation is awarded via a competitive application process by the Wisconsin Department of Commerce. Once designated, Wisconsin communities receive five years worth of technical assistance ranging from planning to implementation. Currently, the City of Beloit is the only Rock County community recognized by this Main Street designation.

State Infrastructure Programs

For rail and rail related infrastructure improvements above and beyond normal TIF policy assistance, communities can draw upon one of the following WisDOT programs, the Transportation for Economic Assistance (TEA) Grant Program, the Freight Rail Infrastructure Improvement Program (FRIIP) and the Freight Rail Preservation Program (FRPP*). While TEA offers up to 50% project funding on a per job basis, FRIP's loan program provides up to 100% and FRPP*'s grant funding covers up to 80% of project funding. To date, there have been several Rock County projects that have tapped into these WisDOT funding programs.

Federal Infrastructure Programs

Additional infrastructure funding can derive from Community Development Block Grants (CDBG), which originate from the United States Department of Housing and Urban Development. CDBG funds can be used for various economic development, housing, infrastructure, planning and public works related projects. Generally, these funds are applied for and then awarded directly to a unit of government, who in turn, then grants and/or loans these monies to eligible recipients.

To receive these funds, a local match of at least 25% is required and the project must be able to demonstrate benefits to low-to-moderate income individuals. For business projects, eligibility is determined according to private investment commitments and the creation and/or retention of full-time employment positions. CDBG funds can be used to finance the following activities, business acquisitions, buildings, construction, expansion, infrastructure, land and working capital. Since the Cities of Beloit and Janesville are both entitlement communities (i.e. they can apply directly to the Federal government for said assistance), Rock County generally cannot apply CDBG funds in those locations unless there's a significant and documented countywide economic development benefit. To date, there have been several Countywide projects that have utilized CDBG funding.

Similar eligibility requirements are associated with the United States Economic Development Administration (EDA) funding, as well. With local match requirements of 50%, EDA funding has been utilized throughout Rock County for various road and infrastructure related projects. Examples include the City of Janesville's Kennedy Road industrial corridor, the City of Beloit's Willowbrook Road and its Gateway Business Park. Recently, Rock County was awarded an EDA Grant for its economic adjustment strategy.

Other Financial Assistance Programs

Industrial revenue bonds (IRB) are municipal bonds whose proceeds are loaned to private persons or businesses to finance (manufacturing) capital projects. All Wisconsin municipalities, cities, villages, and towns, are authorized to issue IRBs. While the local community passes the necessary (comfort) resolution, acting as a conduit for the funds, the actual IRB recipient is responsible for the repayment of the bonds, including all interest charges. The benefits of IRBs include exemption from federal income tax, lower fixed or variable interest rates. IRB proceeds can be used to finance fees, land, buildings and machinery and equipment throughout the bond's term.

To be eligible for IRBs, a project's cost must be at least \$1 million or greater, with a maximum of \$10 million. Clients interested in pursuing IRBs are strongly encouraged to consult with recognized bond counsel. While not widely utilized, various projects throughout Rock County have been funded by IRBs.

The Wisconsin Department of Commerce also has the ability to provide capital financing, at rates typically around 4% or lower. Similar to conventional lending, Commerce can finance working capital, fixed asset and real estate expenditures. The State will take a first security position and refinancing is not an eligible activity. Loan funds range between \$3,000 to \$10,000 per job, with heavy emphasis on the following criteria, project viability, number and type of employment, economic impact of the project (e.g. special emphasis on targeted industries, project location, etc.) and the amount of private funds leveraged.

The Wisconsin Business Development Finance Corporation is certified by the Small Business Administration (SBA) to administer its 504 lending program. The 504 program provides financing for up to 40% of the project cost, with fixed and below market rates. These loans are issued for terms of 10 or 20 years, depending on the useful life of the asset, and they are subordinated to conventional loan financing. Most for-profit businesses, with net worth less than or equal to \$7.5 million and average profits less than \$2.5 million, are eligible for the 504. SBA 504 funds can be used for fixed asset financing and also for refinancing existing debt.

There are also various revolving loan funds (RLF) functioning throughout the County, which offer capital financing options. While most of these RLFs are the products of proceeds collected from previous CDBG awards, some have developed from local funding sources. The Cities of Evansville and Edgerton, in particular, are two communities that have RLFs financed by non-block grant funds. While Rock County relies exclusively upon its CDBG sourced RLF, the City of Beloit augments its RLF with a multi-bank loan pool. Regardless of funding origination, though, each RLF effectively provides a source of low-interest (gap) financing. RLFs adhere to recognized lending practices and they possess local and/or state oversight.

Yet another capital financing option stems from Alliant Energy's Shared Savings Program, which provides front-end, low-interest financial assistance to qualifying institutional, non-profits and business customers for the purchase of energy efficient equipment/machinery, fixtures and facility related mechanical systems. Eligible projects typically include high efficiency furnaces, insulation, lighting, ventilation systems, windows and machinery/equipment. The program is financed through existing, as well as new, Alliant Energy customers. For projects not served by Alliant Energy, individuals and businesses have the ability to utilize Wisconsin's Focus on Energy Program. Similar to Shared Savings, Focus on Energy also targets its financial and technical assistance towards conservation related measures.

Lastly, there's financial support that originates from corporate (business) foundations or philanthropic organizations. Similar to federal funds, this type of assistance often stipulates local financial matching requirements and purposely targets specific issues and/or geographic locations. Examples of these types of corporate citizenship include, but are not limited to, individual (family) endowments, financial institutions, manufacturers, national retailers, utility companies, etc.

The Jeffries Foundation's support for the Milton House expansion/renovation and Alliant Energy's 2008 contribution to BTC's power distribution program are two examples of how foundational funds can be applied toward local community/economic development projects. Rock County has also benefited from the Joyce Foundation and the Kauffman Foundation, which have supported regional and/or Statewide initiatives throughout Wisconsin.

9.7. Implementation Strategies

While there are many fascinating economic development ideas and programs that peer cities utilize, it's unreasonable to assume that what works in Phoenix, Arizona applies directly to an application within Rock County. That's why it is important to realize that successful economic development requires a right-sized, multifaceted approach. Nonetheless, regardless of market differences the following section describes the basic approaches that any community should consider incorporating into their economic development plan.

Business Retention and Expansion

Considering that most growth develops from existing companies, it's absolutely essential for a community to continually and strongly emphasize its business retention and expansion (BR&E) efforts. While there are various reasons why companies fail, one variable that contributes significantly to success falls squarely in the communication corner.

Successful BR&E programs are predicated upon mutually acceptable communication/information sharing commitments between businesses and local economic development efforts. This open exchange provides a two-way forum for ideas, concerns and recommendations. More specifically, it affords an opportunity to discuss relevant market forecasts, industry trends, supply chain considerations and the like as they impact operations locally. This is the area where local and/or state business climate issues and specific requests for action generally surface.

Essentially, an optimal BR&E program is an on-going, comprehensive, coordinated and structured data collection effort. While BR&E frequency can be problematic, it does build credibility and legitimacy. The trick is to ensure that companies are not providing the same type of information for multiple groups during any given time period. Further, it's important to remember the sensitivity of the information. That's why using volunteers to execute a BR&E program can be dicey.

Rock County's BR&E program involves a combination of local and county applications, assembling individuals and resources as needed via a team approach. For example, local BR&E efforts have historically involved the community's chief elected official/administrator and the EDO or chamber staff visiting with a select group of employers. For businesses not on this visitation rotation, the chamber/EDO committee structures often serve as information conduits. Overall, the intelligence gathered locally is then shared accordingly to reconcile and/or address relevant economic development policy and/or programming issues.

Business Attraction

With over 30,000 EDOs hunting and gathering from the same proverbial ground, things become extremely competitive. The importance of this context increases dramatically when factoring in that annually, there's only an estimated 125-150 significant economic development projects (e.g. non-retail, education, government or medical) nationwide. Although the locations for these projects are conceivably endless, there are stark marketplace differences.

That's why competitively positioning a community's assets is so critical. For instance, turnkey and diversified real estate opportunities, including pre-qualified, build-to-suit arrangements and right-sized infrastructure, drastically accelerates the decision making process. Advanced transportation networks and identifiable workforce attributes provide tangible, quantifiable benefits, as well. An engaged, committed and proactive governmental unit with a playing to win mentality, as it relates to incentives, provides the necessary leverage to either push or pull a project.

While it's true that this positioning is heavily geared towards preparation, it's also about marketplace exposure. Establishing a community's brand image relies significantly upon its ability to deliver its promised deliverables. Simply stated, communities must provide what is promised. Since it's true that good news travels fast, bad news travels even faster. That's why local and trade-specific media relations are very important pieces to a community's overall positioning strategy.

Similar to the BR&E team concept, this same approach is utilized for business attraction projects too. As the primary lead contact, the County utilizes the Rock County Development Alliance as the brand image, as well as the vehicle, to aggressively pursue business attraction projects. This single point of contact approach enables the County to work efficiently and confidentially, ensuring that all of the legitimate options receive consideration. Ancillary support from various service providers are marshaled and utilized on an as need basis. There are various examples countywide, representing diverse industry sectors and community locations alike.

Entrepreneurship

Successful entrepreneurial efforts rely heavily upon a dedicated champion to leverage both private and public sector support. Of particular importance is the culture of the community, as it relates to new ideas and the acceptance of failure. Without this supportive climate, it's difficult to engage and sustain the entrepreneurial spirit. Additionally, a community must have an identifiable network of resource providers that have either an entrepreneurial appreciation or expertise. Banking, legal, marketing and research are just a few of the essential core competencies. Last but not least, a community must have the desired level of technology connectivity (i.e. voice/data) and related quality of life amenities. These attributes assist with retaining and attracting entrepreneurial-minded talent.

Whether entrepreneurs realize it or not, what they need most is information, information about customers, distribution channels, contract manufacturers, affordable financing, service providers, trends, etc. Business incubator programs, which provide a structured environment for shared administrative services and discounted real estate, can also facilitate the growth of emerging or expanding businesses. While Rock County has this basic entrepreneurial culture, it's more of a connecting/directing role to either the university-based small business development centers (SBDCs) or local service corporation of retired executives chapters.

As part of the County's recently awarded EDA grant, emerging and existing Rock County businesses will have full access to University of Wisconsin-Whitewater's SBDC services locally. Although some of these services might eventually require a modest fee-for-service structure, the overwhelming majority will not. Additionally, there are ongoing discussions regarding re-establishing an incubator program. In the midst of the current credit crises, not to mention the rash of existing or pending worker dislocations, the timing of this endeavor is definitely ideal.

Downtown/Infill/Redevelopment

Redevelopment, infill and downtown projects require a special combination of vision, partnerships, resources and patience. Unlike greenfield developments, the aforementioned projects involve variables that generally are associated with cost and challenges. Moreover, these projects are often mixed-use in nature, capturing niche market segments and serving as anchors or catalysts for larger community/economic development initiatives. Essentially, it's about creating critical mass opportunities and leveraging marketplace synergies.

Mechanisms such as the Main Street Program, a BID or community development/redevelopment authority are a few of the more common tools utilized throughout Rock County. Depending on the project and location, a project's residual psychology factors often provide more value-added than the physical real estate improvements themselves. While there are likely countless success stories countywide, sheer economies of scale suggest that they are predominately concentrated in the Janesville-Beloit MSA.

Community Cash Flow

Developing, growing and ultimately maintaining a community's cash flow is directly attributed to its business sales, employment and income concentrations, representing both public and private sectors. Company sales and profits support jobs and payroll that become disposable income; in turn, this activity generates more sales as consumers make purchases. Essentially, community cash flow is about the pathway (i.e. multipliers) of dollars through a community before it "leaks or leaves". Higher paying jobs, government/education monetary transfers, diversified retail (i.e. tourism)/commercial and base industry activities all contribute towards increasing a community's cash flow capacity. If a community doesn't have these options, then there's a strong likelihood that cash flow will be constrained.

Workforce Development

As mentioned within a previous section of this Chapter, workforce issues are now considered keystone economic development considerations. Demographic shifts, industry projections and the overall economic landscape clearly suggests that Midwestern states like Wisconsin must seriously address its workforce development system. Clearly, education and workplace skills attainment are basic prerequisites for sustainable employment. Sustainable employment, in turn, has significant economic implications that traverse various socio-economic indicators.

It's well documented that successful economies hinge upon talent related retention, recruitment and development efforts. Wisconsin's K-16 education system has served the State well, per national comparisons and the like. While the accolades are extensive, there's a growing disconnect between business and education. Resolving these disconnects, much like successful BR&E programming, involves communication and collaborative action.

An example of this approach can be found in the career pathways concept, which is incrementally gaining acceptance throughout Wisconsin. The career pathway concept involves the following key elements:

1. Employer and industry driven competency-based curricula
2. Modular, sequential and portable course offerings
3. Flexibility of entry and exit portals through institutions of higher learning
4. Career maps that delineate the required and available steps to reach an occupational or career goal. Essentially, it's about formally aligning and connecting all of the business, education and training into a seamless, integrated system.

Locally, this pathways concept is already underway with the Stateline Career and Technical Education Academy (SCTEA). Modeled after Pennsylvania's Lehigh Career and Technical Institute, SCTEA is a consortium of schools anchored by a strong public/private partnership. Joint curriculum development/delivery, applied learning environments, soft skills incorporation and articulation agreements with Blackhawk Technical College and University of Wisconsin-Rock County (UW-Rock County) are just a few SCTEA's hallmarks. SCTEA's efforts will be funded through existing school budgets, foundation grants and private sector contributions.

To date, six out of eight Rock County school districts and South Beloit, Illinois have agreed to a five-year SCTEA commitment. An 18-month planning process has been utilized to gear-up for the inaugural SCTEA 2009-2010 academic year. A noteworthy SCTEA item, each student will still attend and graduate from their regular high school because SCTEA related classes will utilize a combination of distance learning applications and onsite instruction.

This type of workforce initiative meshes well with the Workforce Initiative for the WIRED effort that was addressed in 9.2., as well as a response to the Wisconsin Department of Workforce Development's short and long-term industry projections. Even though they are regional based

projections, they do provide useful insights regarding the types of Rock County skills attainment forecasts. For example, of the 757 occupations identified for the Southwest Wisconsin region (e.g. Grant, Green, Iowa, Lafayette, Richland and Rock Counties) only 108 required bachelor's degrees as the typical education and training path. Additionally, there were 133 projected occupations requiring short-term OTJ education and/or training. Meanwhile, those occupations requiring long-term OTJ training numbered approximately 165.

It's important to note that these projections and the aforementioned statements regarding the business/education disconnect do not negate the important work that Beloit College, Blackhawk Technical College, UW-Rock County and others provide locally. As a matter of fact, each of these institutions performs a vital role within Rock County's K-16 system. One example includes the establishment of the UW-Rock County four-year Engineering Degree Program, which was precipitated by a demonstrated private sector need. Another example is Blackhawk Technical College's Nursing Program, which is experiencing capacity issues as a result of the health care industry's continuous expansions.

While there's plenty of remaining work, the aforementioned local and regional workforce initiatives indicate that Rock County is moving in the appropriate direction. The recommendations provided by Blackhawk Tech's Blue Ribbon II Committee, as well as those offered by the second annual Beloit School District's Business and Education Summit, confirm these notions.

Regionalism

Per 9.2., regionalism is the contemporary economic development buzzword. The benefits of regionalism, however, rest squarely upon communication and collaboration. Creating a mutual understanding of common issues and trends can increase efficiencies and leverage scarce resources. Land use, transportation and workforce related planning, in particular, are logical collaboration stepping-stones. Regional industry sector (i.e. cluster) initiatives and targeted marketing programs are also noteworthy regional projects.

Despite these benefits, regional efforts must grapple with the following paradox: while economic development projects do consider regional attributes, local factors ultimately determine the project's physical location. That said, locally controlled decisions, such as land use, permitting and TIF heavily influence the attractiveness of community's product/package. The recognition that regionalism doesn't negate competition is a critical hurdle for policy makers, communities and citizens alike.

9.8. Economic Development Issues and Opportunities

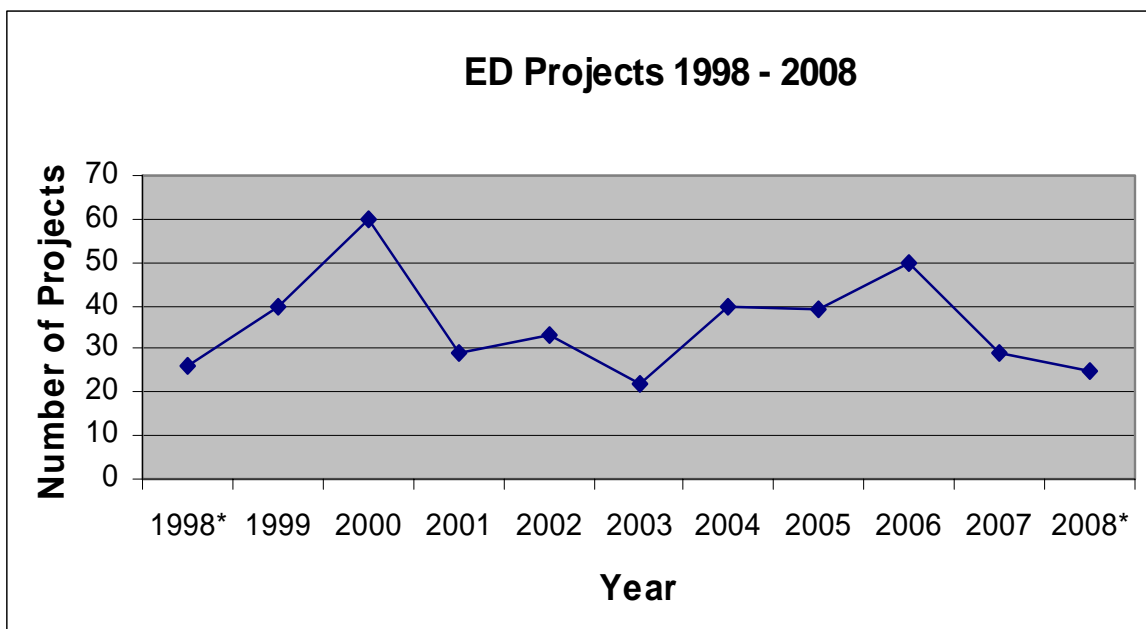
Considering the worldwide financial crises at the time of this Chapter's writing, the context of issues and opportunities are certainly germane. Adding fuel to the fire are the marketplace pressures from the nations of Brazil, Russia, India and China. Combined, these developments are influencing Wall Street and Main Street activities, albeit at varying levels. Simply stated,

communities that possess the ability to generate or sustain community cash flow will be positioned more favorably than others. As demonstrated by the Federal government’s actions during 4th quarter 2008 and the responses locally to the GM announcements, crises serve as excellent motivators.

Given the aforementioned context, the points below address the main issues and opportunities facing Rock County.

- Demographic and economic landscape changes in Rock County tend to mirror those of Wisconsin. These changes have 360-degree impacts, touching each and every socio-economic indicator. While not as discouraging as other county trends Statewide, Rock County’s data suggests future facility, program and/or service capacity considerations.
- As financial credit issues persist, individuals and businesses alike will each face a multitude of challenges. While discouraging, Rock County’s overall economy will likely be insulated from the major swings that will sweep through larger MSA locations. Nonetheless, there will be employment and income implications. In turn, these factors will ultimately influence the housing and retail/commercial markets. The one bright spot, however, is the health care industry, which is poised to pump over \$225 million in new investments and literally hundreds of higher, paying jobs throughout the County’s economy.
- While manufacturing and logistics activities throughout Rock County have been steady, the pipeline is increasingly becoming leaner. From a historical perspective, 2007 projects were about 1/3 less than the 2004-2006 average. 2008’s numbers are reflective of the challenging international and domestic economic cycles (see Figure 9.30).

Figure 9.30:



- While these numbers are instructive, the real differences are attributed to project size and type. For example, today's projects are increasingly dominated by massive capital expenditures and smaller employment needs. Real estate needs have shifted away from large facility footprints (i.e. 500,000 to 1 million square feet) to moderately sized layouts (i.e. 50,000 to 150,000 square feet). Cost of capital, market share considerations, transportation (fuel impacts) and timing appear to be the leading contributing factors. Hence the emphasis and focus on right-sized real estate investments.
- Due diligence periods are exhaustive and project expectations, as well as demands, are significantly higher. Meanwhile, the competition is increasingly intense and well funded. As Federal monetary policies impact currency valuations, direct foreign-investment activities throughout the Midwest will respond accordingly. These actions bode well for Rock County, especially when considering the County's industry sector roots and its Chicago proximity. Two City of Janesville examples, Gallina USA and Tigre USA, exemplify these points, representing international companies making investments to secure U.S. markets.
- Entrepreneurial or small business activity remains inherently linked to the County's overall economic indicators. Simply stated, higher months or periods of unemployment translate directly into increased business start-up needs. Considering an already elevated unemployment rate (i.e. December 2008 at 8.1%), combined with projected future spikes in the next 12 months, there will be increased service provider demands.
- The career pathways work of SCTEA and WIRED's regional efforts should help Rock County position itself for the accelerated and pending economic transitions. Sustainability of these efforts will most certainly be key considerations moving forward. That's why it will be important for the SWWDB to ensure that the already committed \$1.6 million, as well as the earmarked remaining balance of \$2.2 million, is effectively deployed.
- The 400 + ideas generated from the 2008 Janesville Economic Summit, blended with similar information exchanges throughout Rock County during the last three years, provides an economic road map. The ideas and themes generated from these activities will be reflected in the forthcoming Rock County *2020 Economic Development Plan*.

9.9. Economic Development Goals, Objectives, and Policies

This section states the County's economic development goal, objectives and policies.

Economic Development Goal

9.1. Promote activities and programs that position, as well as prepare, Rock County for development opportunities that augment, enhance and sustain its assets.

Economic Development Objectives and Policies

- 9.1.1. Develop, expand, and diversify the County's industry clusters to capitalize on market, as well as sustainable growth, opportunities.
 - 9.1.1.a. The County shall encourage communities to create and adopt policies that facilitate emerging, niche and targeted industry cluster development activities, including but not limited to, value-added agriculture, advanced manufacturing, food processing, plastics, health care, logistics, etc.
 - 9.1.1.b. The County shall proactively communicate, connect, develop and/or marshal fiscal and technical resources, for communities and their businesses, to address supply chain and sustainability.
 - 9.1.1.c. The County shall expand and diversify its entrepreneurial climate by connecting and directing applicable information, resources and service providers.
- 9.1.2. Advocate, create, and explore industry sector opportunities that leverage the County's demographics, geography, physical infrastructure and transportation network capacities.
 - 9.1.2.a. The County shall encourage and promote orderly, cost effective development practices that maximize the use of existing/planned services, as well as maintaining balance among the preservation of environmentally sensitive areas, agricultural, commercial, industrial and residential developments.
 - 9.1.2.b. The County shall recognize and proactively develop policies that leverage its regional and upper Midwestern geographic marketplace proximities.
 - 9.1.2.c. The County shall advocate for the continued development and preservation of the transportation network (including roads, rails and the airport) that provide connectivity to domestic and international markets for citizens and business alike.

- 9.1.2.d The County shall advocate for the continued development and preservation of existing/planned public and privately owned utilities (including electric, gas, water, sewer and telecommunications) to ensure competitive affordability, capacity and reliability standards.
- 9.1.3. Develop, expand, and diversify the real estate portfolio that exists throughout Rock County.
 - 9.1.3.a. The County shall advocate for, and promote, the continued development, expansion, funding and utilization of publicly owned business/industrial parks, thereby ensuring affordable, turnkey and developer of choice offerings.
 - 9.1.3.b. The County shall encourage community policies that facilitate speculative development projects, based on current or future market demands.
 - 9.1.3.c. The County shall encourage communities to adopt consistent and reasonable design standards.
- 9.1.4. Encourage and enhance downtown, infill and/or redevelopment related opportunities.
 - 9.1.4.a. The County shall encourage communities to adopt and implement policies that facilitate downtown mixed-use development and revitalization to draw customer patronage from a larger trade market area.
 - 9.1.4.b. The County shall encourage communities to actively engage in the real estate development and/or remediation of environmentally contaminated, sensitive or under-utilized properties.
- 9.1.5. Align and/or develop resources to sustain a certified, recognized and demand-driven workforce delivery system.
 - 9.1.5.a. The County shall proactively work with local and regional businesses to identify emerging workplace needs.
 - 9.1.5.b. The County shall proactively work with the Southwest Wisconsin Workforce Development Board's (SWWDB) workforce preparation and delivery system efforts (i.e. United States Department of Labor Workforce Initiative for Regional Economic Development (WIRED) grant).
 - 9.1.5.c. The County shall proactively work with the Stateline Career and Technical Education (SCTEA) Academy program.

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- 9.1.5.d. The County shall actively communicate and collaborate with local and regional K-16 educational institutions to ensure program/resource alignment.
 - 9.1.6. Advocate, create, leverage, monitor and support applicable business development resources.
 - 9.1.6.a. The County shall encourage communities to creatively and properly utilize tax increment financing (TIF).
 - 9.1.6.b. The County shall encourage communities, and actively engage on their behalf, to continually explore, identify and secure available fiscal, technical, business development resources.
 - 9.1.6.c. The County shall monitor and report program compliance and program utilization.
 - 9.1.6.d. The County shall explore the feasibility of creating, capitalizing and sustaining a locally supported business development grant and/or loan program.
 - 9.1.7. Collaborate and partner with mutually beneficial County, regional, State and/or Federal economic development efforts.
 - 9.1.7.a. The County shall continue to proactively work with Rock County communities to ensure representation and promotion of their assets and attributes.
 - 9.1.7.b. The County shall communicate and participate with regional efforts that achieve to deliver mutually beneficial outcomes.
 - 9.1.7.c. The County shall continue to be engaged with the Wisconsin Economic Development Association (WEDA), as well as other applicable State of Wisconsin and/or Federal agencies/departments.
 - 9.1.8. Develop, implement and update a comprehensive County marketing strategy.
 - 9.1.8.a. The County shall target private sector decision makers through various direct and indirect means.
 - 9.1.8.b. The County shall proactively capitalize and leverage local, regional and Statewide marketing related support, when and where appropriate.
 - 9.1.9. Maintain and enhance the County's economic development consultative offerings and/or services.
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- 9.1.9.a. The County shall continue to proactively provide direct and/or referral based services to various public and private sector constituencies.
 - 9.1.9.b. The County shall continue to cement and enhance its recognition as Rock County's lead business development contact.
 - 9.1.9.c. The County shall continue to serve as a data clearing house and mapping provider.
 - 9.1.9.d. The County shall continue to maintain an active industrial and/or large commercial building and site database.
 - 9.1.9.e. The County shall continue to provide its services and staff support to economic development related organizations.
- 9.1.10. Develop, implement and update the County's *2020 Economic Development Plan*.
- 9.1.10.a. The County shall continue to actively engage its communities, citizens and businesses as it relates to developing, implementing and updating the *2020 Economic Development Plan*.

Chapter 10 - Intergovernmental Cooperation

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

"A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts."

10.1. Intergovernmental Cooperation Planning

Cooperation among units of government can both save money and improve efficiency. While some examples of intergovernmental cooperation are dictated in well-documented agreements, other instances are simply unwritten understandings.

When government departments and units are overlapping and not always aligned with political boundaries, the task of achieving intergovernmental cooperation can be difficult. This is particularly true when the goals and priorities of separate governmental units may not coincide with one another.

However, with increased communication and cooperation, it is hopeful that each jurisdiction within the County can find allies in each other, to pool resources, negotiate land use disagreements and aim collectively to improve the quality of life for all of the County's residents.

10.2. Inventory of Jurisdictions

Government Jurisdictions Within Rock County

Twenty-nine local governments operate with the borders of Rock County. There are 20 Towns, five Cities and three Villages, in addition to the County itself.

- City of Janesville

The County seat of Rock County is Janesville. The City of Janesville last updated their comprehensive plan and land use plan in 1989. They are currently working towards adoption of a new comprehensive plan with assistance by the firm Vandewalle and Associates. A park and open space plan was adopted by Janesville in 2008, and they adopted a *Consolidated Housing Plan* in 2005. The City's last solid waste management plan was the *208 Water Quality Management Plan* of 2007. Two neighborhood plans have been completed in the City, the *NE Area Plan* in 2000 and the *SW Janesville Area Plan* in 2002. Also, the *Downtown Vision and Strategy Plan* was completed in 2007, and the *Central City Neighborhood Plan* is slated for completion in 2009.

Additional plans currently in progress for the City of Janesville include an update of their water utility master plan, the creation of a facility plan amendment and a collection system master plan for their wastewater utility, and stormwater management plans for seven separate watersheds in the City.

Janesville's zoning ordinance was adopted in 1981, and their land division ordinance was adopted in 1972. These ordinances will be updated following the completion of the City's comprehensive plan. A cooperative boundary agreement has been completed between the City of Janesville and the Town of Rock. Current policy for the City is that properties must be annexed before municipal water and sewer is extended to new properties. Land within the cooperative boundary agreement is exempt from this policy.

- City of Beloit

Beloit's comprehensive plan was adopted in March of 2008. The City received the State's smart growth grant and worked with Vandewalle and Associates to complete the plan. In 2003 the City's economic development plan was completed, and their stormwater management plan followed in 2004. Regarding highway corridors, the City completed their *Gateway Plan* in 1999 and *Highway Corridor Plans for the Gateway Extension and Freeman Parkway* are currently underway. Regarding neighborhood plans, the *Merrill* and *Westside Asset Plans* were completed in 2002. A solid waste management plan has also been completed for the City.

Beloit's last zoning ordinance was adopted in 1999 and their Land Division Ordinance was adopted in 2002.

- City of Milton

The City of Milton is currently completing their comprehensive plan. They too received the smart growth grant from the State, and have contracted with Vandewalle and Associates. Their draft plan was completed in July of 2008, and is expected to soon be adopted. The City is working with a zoning code last amended in October of 2007.

- City of Edgerton

The City of Edgerton adopted their comprehensive plan in July of 2006. It was completed with assistance from Vandewalle and Associates. An economic development plan is one aspect of the comprehensive plan. The City has had a park and open space plan in place since 1995, and a north neighborhood plan. Various basin plans are a means for stormwater management in the City.

Edgerton has had a zoning ordinance in effect since 1948, in addition to their land division ordinance. The City has a policy that properties must be annexed into the City before they will be connected to municipal services such as water.

- City of Evansville

Evansville has a comprehensive plan, which was adopted in 2005. In addition, the City has updated their park and outdoor recreation plan, and economic development plan, both in 2008. A redevelopment master plan has also been completed for the Allen Creek and North Union Street neighborhood in the City. Both the City's zoning ordinance and land division ordinance date to 1986, but are in the process of being updated. The City has a policy that sanitary sewer is only extended to service properties after they have been annexed into the City. However, a small number of parcels lie outside of City limits, but receive City water.

- Villages of Clinton, Orfordville and Footville

Clinton adopted a Comprehensive Plan in September of 2008. They received the state's smart growth grant, and the plan was done with assistance from Planning Service & Solutions LLC.

Orfordville has both a comprehensive plan and a land use plan, both adopted in 2001. The Village's zoning ordinance and land division ordinance date back to 1992.

Footville's comprehensive plan was just updated in 2005. They have a land use plan and an economic development plan that were both last updated in 1999. A stormwater management plan for the Village was adopted in 2005. The Village does not have their own land division ordinance, but they do have a zoning ordinance that dates from 1989.

- Unincorporated Hamlets

In addition to incorporated cities and villages in the County there are a number of small unincorporated centers, or hamlets. They include Afton in the Town of Rock, Avon in the Town of Avon, Cooksville in the Town of Porter, Emerald Grove in the Town of Bradford, Fulton in the Town of Fulton, Hanover in the Town of Plymouth, Indianford in the Town of Fulton, Lima Center in the Town of Lima, Newville in the Town of Fulton, Shopiere in the Town of Turtle, and Tiffany bordering the Towns of Turtle and La Prairie.

- Towns

There are 20 townships in the County. Each is 36 square miles in size. The area of each township that falls outside of a municipality is referred to as the Town. In Rock County, Towns are general-purpose local governments that yield a significant sum of power, because the Towns each administer their own zoning ordinance. They each have their own development plans, as well as their own Town boards, clerk and treasurer.

Transportation Planning Jurisdictions

There are two separate metropolitan planning organizations designated for transportation planning in Rock County; the Janesville Area Metropolitan Planning Organization (JAMPO) and the Stateline Area Transportation Study (SLATS). SLATS and JAMPO are just two of the twelve metropolitan planning organizations responsible for transportation planning in the State of Wisconsin.

JAMPO encompasses the City of Janesville, City of Milton and portions of the Towns of Janesville, Harmony, La Prairie, Milton and Rock. JAMPO is staffed from within the City of Janesville's Community Development Department. A Technical Advisory Committee for JAMPO makes recommendations to JAMPO's 16-member Policy Board. In addition to representatives from the municipalities within JAMPO boundaries, The Technical Advisory Committee is also comprised of representatives from Rock County, the City of Beloit, the WisDOT, the Federal Transit Administration and the Federal Highway Administration, as well as a bicycle/pedestrian representative and a freight representative.

The SLATS metropolitan planning area includes the City of Beloit and its surroundings, and crosses the State line into South Beloit, Rockton and small parts of Roscoe, Illinois and the surrounding areas of unincorporated Winnebago County, Illinois. The City of Beloit Engineering Division provides the staff support for SLATS. As with JAMPO, a Technical Advisory Committee makes recommendations to a Policy Board. The SLATS Policy Board has eleven members. The SLATS Technical Advisory Committee is comprised of transportation engineers, planners and administrators from the member communities, as well as representatives from the WisDOT, the Illinois Department of Transportation and the Federal Highway Administration.

Public Transit Systems

Both the Cities of Beloit and Janesville operate transit systems. The Janesville Transit System has 6 routes, three of which offer nighttime service that runs until 10:15 p.m. Beloit Transit has 5 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 daytimes, Monday through Friday. It originates at the Beloit transfer center and the Janesville transfer center, with stops at the Rock County Job Center, UW Rock County, Blackhawk Technical College, and various Rock Valley Community Programs.

The Rock County Council on Aging provides transportation for elderly individuals. Wheelchair lift-equipped vans can take patrons to specialized destinations, including to medical appointments outside of the County.

Southern Wisconsin Regional Airport

The Southern Wisconsin Regional Airport is located west of U.S. Highway 51, between the Cities of Janesville and Beloit. There is no commercial passenger air service at the airport. Rock County manages and operates the airport, and it is utilized strictly for corporate aviation and general aviation. Over 100,000 flights take place at the airport annually, and the airport site is approximately 1,300 acres in size.

An Federal Aviation Administration operated control tower is manned at the airport from 6:00 a.m. to 9 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.

Emergency personnel are on-site at the airport, 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.

There are several services based at the Southern Wisconsin Regional Airport. These include fuel sales, rental, repair, instruction, hangers 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.

Housing Authorities

There are four housing authorities in the County; one administered by the City of Beloit, one administered by the City of Janesville, one administered by the City of Evansville, and one administered by the City of Edgerton.

The Beloit Housing Authority falls under the Community Development Department at the City of Beloit. They own and operate public housing in the City, offer Section 8 Rent Assistance, and administer a Section 8 Homeownership Program. The City of Janesville Department of Housing and Neighborhood Services does not own any public housing. However, they do offer Section 8 Rent Assistance. The Evansville Housing Authority also offers Section 8 Rental Assistance, and owns and operates the South Meadows Apartments.

In addition, the Rock County Housing and Community Development Agency assists low and moderate-income residents with the purchase of owner-occupied housing, and the rehabilitation

of both owner and renter occupied housing in areas of the County that are outside of the cities of Beloit and Janesville. The agency also administers the Lead Hazard Control Grant Program.

Economic Development Corporations

The Rock County Economic Development Alliance is a cooperative effort by economic development professionals, to promote development efforts throughout the County. They aim to attract business and industry to the area. They maintain economic and demographic data, and market available industrial properties in the County.

In addition, individual Cities in the County head their own economic development efforts. The non-profit association called Forward Janesville works to ensure the continued health and prosperity of business and industry in the Janesville area. In Beloit, the group Greater Beloit Works organizes economic development activities and efforts in the region surrounding and including the City of Beloit. In addition, the Cities of Janesville and Beloit have downtown/merchants associations.

In smaller communities in the County, economic development efforts are often folded into the functions of the chambers of commerce.

Chambers of Commerce

There are six separate chambers of commerce throughout Rock County. The communities of Janesville, Beloit, Milton, Clinton, Edgerton and Evansville each have their own chambers in place, while Orfordville and Footville have a collective chamber of commerce. Each of these chambers works to support and promote their local business communities while encouraging and assisting new business growth. A board of directors governs each of them and they organize various events, newsletters and fundraisers, aimed at improving the economic vitality of their communities.

Rock County Land Conservation Department

The County's Land Conservation Department provides educational, technical and conservation planning assistance to landowners, land users and communities throughout Rock County. The office has a staff of five, and are governed by a committee comprised of County Board Supervisors as well as one representative from the United States Department of Agriculture - Farm Service Agency.

Some of the programs Land Conservation is involved in include the Farmland Preservation Program, the Land and Water Resource Management Program, Conservation Reserve Enhancement Program, Animal Waste Management Program, Well Abandonment, and Wildlife Damage Claim Program. They also work with the Town of Beloit to acquire funds for the Gypsy Moth Program, and they organize a yearly Clean Sweep, where Rock County residents can safely dispose of household and agricultural hazardous waste.

Special Districts

There are a number of special districts in Rock County, to provide specialized services to the properties within each district. These include but are not limited to emergency services districts and sanitary sewer districts. Special district boundaries commonly cross governmental jurisdiction boundaries and are empowered to tax residents within the districts.

School Districts

There are nine school districts that lie entirely or primarily within Rock County. These are the School District of Janesville, School District of Beloit, Beloit Turner School District, School District of Milton, Edgerton School District, Evansville School District, Clinton Community School District and Parkview School District and Brodhead School District. The school districts of Clinton, Edgerton, Evansville and Brodhead each encompass both lands within, and outside of Rock County. Although approximately half of the Brodhead district's area is in Rock County, its administrative offices are in Green County.

The School District of Janesville is the largest in the County. It has an enrollment of approximately 10,400 students and includes 12 elementary schools, one charter school, one academy, three middle schools and two high schools. Two school districts serve the City of Beloit and the surrounding area. The School District of Beloit serves over 7,100 students. It has 12 elementary schools, one charter school, two middle schools and one high school. Beloit Turner School District has over 1,200 students, approximately 13% of whom are there on open enrollment. It serves portions of the City and much unincorporated Town of Beloit and Town of Turtle residents. This district has two elementary schools, one middle school and one high school.

The smaller Cities in Rock County each have their own school district, to service the City and their surrounding area. The School District of Milton has four elementary schools, one intermediate school, one middle school and one high school. Edgerton School District includes two elementary schools, one middle school and one high school. Evansville School District includes one elementary school, one intermediate school, one middle school and one high school.

Clinton Community School District serves the Village of Clinton and the surrounding area. It has one elementary school, one middle school and one high school. The villages of Footville, Orfordville and surrounding areas are served by a single school district called Parkview School District. This district has three elementary schools, one junior high school and one high school.

There are seven school districts that partially serve portions of Rock County, though their administrative offices are within neighboring counties. Albany School District, Oregon School District and the Stoughton Area School District all serve small areas in the northwestern portion of Rock County. Rock County is included in the boundaries of the School District of Delavan-Darien. Portions of northeastern Rock County are included in the Whitewater Unified School District and the Fort Atkinson School District.

Universities/Colleges/Vocational Schools

There are many opportunities for higher education in Rock County, with one four-year college, one two-year college, one technical college and other small private and correspondence programs available.

Beloit College is the only four-year college in the County. It is located on a 40-acre campus on the northern edge of the downtown in the City of Beloit. It has an enrollment of approximately 1,200 students, hailing from all over the country and from more than 40 different nations. It is a private liberal arts school, founded in 1846. 50 different majors are offered at Beloit College, along with 30 different minors and several pre-professional programs.

University of Wisconsin-Rock County (UW-Rock County) is a two-year liberal arts transfer campus, which is one of 13 in the state. This institution is located in Janesville, at 2909 Kellogg Avenue, and had a fall 2008 enrollment of 1,046 students. In recent year, enrollment has steadily increased. UW-Rock County offers freshman and sophomore general education courses, transferable to Wisconsin's 4-year schools. Also, UW-Milwaukee, UW-Whitewater and UW-Platteville each have degree collaborations with UW-Rock County, where students can attend class at the UW-Rock County campus, and earn bachelor degrees for these 4-year institutions.

Blackhawk Technical College has two locations in Rock County. The central campus is located at 6004 Prairie Rd., between the cities of Beloit and Janesville, while another, smaller campus is located on Janesville's north side, at 1740 U.S. Highway 14. Blackhawk Tech offers a number of associate degree programs, ranging from various office and computer courses to criminal justice, culinary arts and many degrees in the medical field. Diploma programs and certificate programs are also offered at the school, mostly focusing on technical and medical fields. Apprenticeship programs for a number of specialty laborer jobs are also administered through Blackhawk Tech. In addition, the school offers an aviation program at the Southern Wisconsin Regional Airport.

There are two private universities, Upper Iowa University and Franklin University, which have partnerships to offer four-year degrees through Blackhawk Technical College. Blackhawk Tech is one of Upper Iowa University's Extended University Centers. The school's main campus is in Fayette, Iowa. Bachelor degrees offered through Upper Iowa include criminal justice, psychology, public administration and a number of management degrees. Similar minors are also offered. Franklin University, out of Columbus, Ohio, includes Blackhawk Tech in their Community College Alliance, which means an array of bachelor degrees can be earned from Franklin University through a combination of required courses at Blackhawk Tech and online courses through Franklin. Majors available include a number of management, accounting and technology degrees.

There are two private adult education universities in the City of Beloit. Concordia University, located at 2040 Sutler Ave. in the City of Beloit, offers accelerated courses for working adults to earn bachelor degrees in business management, management of criminal justice, human

resource management or liberal arts. Several minors are also offered. Concordia's main campus is located in Mequon, Wisconsin, but they have adult education campuses located throughout the State. A National-Louis campus is located at 501 Prospect St., in the City of Beloit. This school's main campus is in Milwaukee. Like Concordia, National-Louis offers classes for working adults. However, National-Louis courses are all for the education field and they are graduate level, offering several master of education degrees and even offers an educational leadership doctoral degree.

Surrounding Governments

- *Neighboring Counties*

There are four Wisconsin counties adjacent to Rock County. Dane County, to the northwest, is the most populous of the surrounding counties, with 426,526 people in 2000. Madison, the State capital, is the county seat of Dane County, and the county covers 1,202 square miles. Dane County was a recipient of the Comprehensive Planning Grant Program, and adopted their plan in October of 2007.

Jefferson County, to the northeast, is significantly smaller than Dane County, with 557.1 square miles and a 2000 population of 74,021. The county seat of Jefferson County is the City of Jefferson. Jefferson County did not acquire a planning grant from the State, but they do have a comprehensive plan that was completed in 1998, and significantly updated in 2004.

To the east of Rock County is Walworth County. With Elkhorn as the county seat, Walworth County had a 2000 population of 93,759 people, and covers 555.4 square miles. The Southeastern Wisconsin Regional Planning Commission is currently in the process of authoring a comprehensive plan for Walworth County.

Green County lies to the west of Rock County. The population of Green County in 2000 was 33,647, making it the least populous of all surrounding counties. Monroe is the county seat, and Green County covers 584 square miles. Green County's smart growth plan was done by the Southwestern Wisconsin Regional Planning Commission, and adopted in April of 2006.

Two Illinois counties abut Rock County. Winnebago County, bordering Rock County to the south, had a 2000 population of 278,418 people. The county covers 520 square miles, and Rockford is the county seat. A future land use plan map, and accompanying goals, objectives and policies have been drafted as part of their *2030 Land Resource Management Plan*. This plan was done by the consulting agency Camiros and adoption of the plan is anticipated by November of 2008.

Boone County lies to the southeast. The county seat is Belvidere and Boone County had a 2000 population of 41,786 people and covers only 290 square miles. Boone County has a comprehensive plan, which was adopted in November of 1999.

- *Neighboring Municipalities*

There are three municipalities in neighboring counties, whose extraterritorial jurisdiction areas significantly cross into Rock County. They are the City of Brodhead (of which a small portion crosses into Rock County) in Green County, the Village of Brooklyn in Green and Dane County, and the City of Whitewater in Walworth County.

The City of Brodhead had a comprehensive plan completed by the Southeastern Wisconsin Regional Planning Commission, and adopted in December of 2005

The Village of Brooklyn lies over the edge of both Green County and Dane County. No comprehensive plan has been done for this small community.

The City of Whitewater is located in Walworth County, just to the northeast of Rock County. They currently have quadrant neighborhood plans as components of their master plan, dating back to 1996. This master plan will be replaced by the comprehensive plan they are working on with assistance from Vandewalle and Associates, to be completed in 2009. The City also has a *West Whitewater Neighborhood Development Plan*, adopted in 2004, which will remain applicable.

The City of South Beloit, Illinois lies adjacent to the southern border of Rock County. However, intergovernmental planning cooperation across state lines can be difficult, and the planning efforts taking place there are generally independent of planning efforts taking place in Rock County.

State and Federal Agency Jurisdictions

- *Wisconsin Department of Transportation (WisDOT)*

WisDOT was established in 1967, as a convergence of formerly separate agencies such as the State Highway Commission, State Aeronautics Commission and State Patrol. They plan, build and maintain the State's highways and Interstate highway system, as well as supporting all modes of travel in the State. The main office for WisDOT is located in Madison, and regional offices are dispersed throughout the State, to serve the 5 WisDOT regions.

- *Wisconsin Department of Natural Resources (WDNR)*

The WDNR is dedicated to the preservation, protection, effective management and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the State and, where applicable, the laws of the federal government that protect and enhance the natural resources of the State. The main office for the WDNR is located in Madison, and there are 31 service centers serving the 5 regional offices.

- Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)
DATCP is responsible for ensuring food safety and consumer protection in the State. They also do land and water resource planning and administer the Farmland Preservation Program. The main office for DATCP is located in Madison, and there are 4 regional offices.
- Government Representation Districts
There are two State senate districts that encompass portions of Rock County. Senate district 15 covers the entire County, with the exception of the Towns of Union and Magnolia. Senate district 27 covers Union and Magnolia.

There are four State assembly districts that encompass portions of Rock County. Assembly district 44 covers the City of Janesville. District 43 is for the northern tier of Towns, and the western half of the County. District 45 covers the City of Beloit as well as the eastern portion of the County. District 80 encompasses the Towns of Union and Magnolia.

As with each state, two United States senators represent the State of Wisconsin. And there are eight members of Congress representing Wisconsin in the United States House of Representatives. Congressional district #1 covers the eastern portion of Rock County, while congressional district #2 covers the western portion of the County.

10.3. Current Levels of Intergovernmental Cooperation

There are currently three boundary agreements in effect in the County. They are between the Town of Rock/City of Janesville, City of Milton/City of Janesville, and the Town of Turtle/City of Beloit. Additional agreements are being considered in other high-growth areas of the County.

In addition, Rock County oversees various permits and approvals for a number of Towns in the County (see 10.5.).

10.4. Intergovernmental Conflicts

Potential conflicts among Rock County jurisdictions are not uncommon. Solutions should attempt to be agreed upon to address these issues, and help achieve consensus and improve efficiencies. Following are the potential intergovernmental conflicts, as reported by each jurisdiction.

Town of Avon

No issues reported.

Town of Beloit

No issues reported.

Town of Bradford

Issue #1: Protection of Rock Prairie land.

Possible solution: Plan with City of Janesville an alignment of U.S. Highways 11/14 to avoid the prairie lands, and discourage development in the northern portion of the Town.

Town of Center

No issues reported.

Town of Clinton

No issues reported.

Town of Fulton

Issue #1: Sewer service to new Edgerton Hospital, and the possible annexation of Town residents.

Possible Solution: Work with City of Edgerton to plan future land uses near the new hospital.

Issue #2: Future land use issues with City of Janesville.

Possible solution: Giving Town the option to develop the southern portion of the Town as they wish.

Town of Harmony

No issues reported.

Town of Janesville

Issue #1: Annexation policy with the City of Janesville.

Possible solution: Boundary agreement.

Issue #2: City of Janesville only allows one land division per 35 acres in extraterritorial areas they've designated for agriculture.

Possible solution: Urge the City to allow flexibility in Town zoning decisions.

Issue #3: The granting of access permits along Austin Road.

Possible solution: Boundary agreement with the City of Janesville.

Town of Johnstown

No issues reported.

Town of La Prairie

Issue #1: State and municipal policies on annexation.

Possible solution: Revised state law.

Town of Lima

No issues reported.

Town of Magnolia

No issues reported.

Town of Milton

Issue #1: Boundary issues with the City of Milton.

Possible solution: Work together on a mutual agreement to benefit both jurisdictions.

Town of Newark

No issues reported.

Town of Plymouth

No issues reported.

Town of Porter

No issues reported.

Town of Rock

Issue #1: Loss of tax revenue after annexation of the airport.

Possible solution: An increase in State road aid.

Issue #2: State regulation that requires stormwater discharge permits.

Possible solution: Less State regulation.

Town of Spring Valley

No issues reported.

Town of Turtle

No issues reported.

Town of Union

No issues reported.

City of Beloit

Issue #1: Future land use, boundary rationalization and utility provision with the Town of Beloit.

Possible solution: Intergovernmental agreement with the Town of Beloit.

Issue #2: Development in the Town of Turtle, without the extension of urban services.

Possible solution: Amendment of 1999 *Cooperative Boundary Plan* with the Town of Turtle.

City of Edgerton

No issues reported

City of Evansville

Issue #1: Future land use and transportation issues with the Town of Union.

Possible solution: Compromises reached by an advisory committee, with representatives from both jurisdictions.

Issue #2: Annexation and extraterritorial power issues with the Town of Union.

Possible solution: Compromises reached by an advisory committee, with representatives from both jurisdictions, and create a boundary agreement.

Issue #3: Non-city, Town residents not paying equal share for city services.

Possible solution: Reconsideration of taxing districts, and consideration of mutually beneficial sharing of services.

Issue #4: Railroad in need of repair, to Oregon and Fitchburg.

Possible solution: Increased efforts by Oregon and Fitchburg to repair railroad, to benefit economic development in the region.

Issue #5: Poorly coordinated National Incident Management System training.

Possible solution: The County and Blackhawk Technical College aiming to improve coordination to local municipalities.

City of Janesville

Issue #1: Future land use issues with the Town of Rock.

Possible solution: Updating the 1995 Cooperative Plan between the City and Town.

Issue #2: Future land use issues with the Town of Harmony.

Possible solution: Consider an intergovernmental agreement, engage in ongoing discussions, and encourage preservation of environmental features and agricultural land.

Issue #3: Future land use issues with the Town of Janesville.

Possible solution: Consider an intergovernmental agreement, engage in ongoing discussions, and work collaboratively.

Issue #4: Future land use issues with the Town of La Prairie.

Possible solution: Work collaboratively and cooperatively, engage in ongoing discussions, and encourage preservation of environmental features and agricultural land.

Issue #5: Future land use issues with the City of Milton.

Possible solutions: Explore an expanded intergovernmental agreement, cooperatively support the creation of a county park in the area, and cooperatively plan for a buffer area along the State Highway 26 bypass.

City of Milton

Issue #1: Negotiating terms of a boundary agreement with the Town of Milton.

Possible solution: Adopt a mutually agreed upon boundary agreement.

Issue #2: Development at State Highway 26 and Townhall Road.

Possible solution: Flexibility and compromise from the Town of Harmony and the City of Janesville to restrict commercial development in and around the intersection.

Village of Clinton

No issues reported

Village of Footville

Issue #1: Levy freeze by the State.

Possible solution: Allowing municipalities to take care of their own levy.

Village of Orfordville

No issues reported

In addition to issues the separate jurisdictions within Rock County are experiencing, there are the issues experienced by the County government itself, with emphasis pertaining to smart growth. In general, the following are potential sources of conflict, that if remedied could aid in improving cooperation and making the attainment of individual and shared goals less problematic.

Rock County

Issue #1: Government jurisdictions within the County may not be fully aware of all of the services the County could provide to assist them.

Issue #2: Mutual respect between the County and the separate government jurisdictions could be improved in some instances, and all parties could be more willing to make compromises.

Issue #3: There tends to be an overall lack of regional vision in local decision-making.

Issue #4: Some town jurisdictions do not adeptly enforce their own zoning codes, leaving some properties not in compliance with County ordinances, and sometimes creating perplexing situations for the County to mend.

Issue #5: Towns occasionally approve zoning changes on lands where new lots cannot be created per the County's Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock), thus resulting in inconsistency, and an inefficient waste of resources.

Issue #6: Towns occasionally do not notify the County of zoning changes, resulting in inaccurate zoning maps being maintained by the County.

Issue #7: More local level support and understanding of shoreland zoning is necessary, as well as an understanding of when permits from the County are required.

Issue #8: There is a lack of consistent respect for the environmentally significant open space areas (ESOSA) the County has identified and aims to protect.

Possible solution: All eight of these issues share a common solution. That solution is improved communication and cooperation. Unfortunately, a history of distrust and un-unified ambitions has beset the interaction between the County and some of the other local governments within the County. The adoption of this *Plan* is the ideal opportunity to repair relations, and begin a fresh and consistent epoch of teamwork.

10.5. Intergovernmental Cooperation Issues and Opportunities

Five primary issues have emerged, concerning intergovernmental cooperation within Rock County. They are:

1. Mutual regional vision
 2. Land use planning coordination
 3. Joint park, open space, trail and recreational system planning
 4. Regulatory coordination
 5. Sharing of provisions
- **Mutual Regional Vision:** Each government within Rock County has their own goals, their own agendas and issues to address. Unfortunately, there are times when they do not agree with one another, or they even allow themselves to be a bit competitive towards other jurisdictions in the region. However, with coordination and a shared regional vision, the area can pool resources and, particularly when it comes to economic development, work to compete against other regions when it comes to attracting industries, and creating jobs.

In essence, it will be easier to achieve the goals set forth by the County, and by each individual jurisdiction, if cooperativeness and a unified regional vision can first be embraced.

- **Land Use Planning Coordination:** The coordination of land use planning is perhaps the preeminent smart growth issue in Rock County. Each Town has their own vision for the development of lands within their borders. However, neighboring municipal jurisdictions often have opposing plans for the areas within their extraterritorial jurisdiction areas. They sometimes annex properties, thus taking those properties off the Towns' tax rolls, making it more difficult for the Towns to provide services to their residents.

Often in Rock County, the Towns have a greater desire to protect agricultural land from development, and to maintain a rural character. And these desires can be impeded by municipal aspirations for growth. In such cases, it is imperative that each jurisdiction come to the table, prepared to listen and to compromise.

Some jurisdictions in the County have established boundary agreements, which focus on shared values, shared vision, compromise, and often an agreement for revenue sharing. As more land use clashes occur, between municipalities and Towns, as well as between two municipalities that are growing into each other, the potential to offset future adversarial positions via boundary agreements should be applied when appropriate.

- **Joint Park, Open Space, Trail and Recreational System Planning:** The availability of parks, open space and trails is a key facet in the overall quality of life of Rock County residents. Intergovernmental cooperation is necessary to best provide these amenities. There are many opportunities for improvement.

To provide a vast network of interconnected trails, such trails would ideally cross jurisdictional boundaries, through municipalities and Towns, and on into neighboring counties and/or states. Every occasion to extend and improve the trail networks available to county residents should be explored.

Park facility offerings could increase and be improved if joint school/municipal parks are established and if school district facilities are available for park district activities and events. The sharing of provisions could be applied specifically to park districts. For example, lawn maintenance equipment could be shared or in joint ownership, to save each district money.

Efforts to preserve and protect open space will best be achieved if a multitude of jurisdictions agree to make it a priority. It is crucial that what actually constitutes an open space, worth protecting, be agreed upon. For this reason, ESOSAs identified by the County should be revisited, and perhaps redefined, so that all jurisdictions feel justified in setting those lands aside, and not permitting development on them.

- **Regulatory Coordination:** Rock County is unique in the abundance of separately administered regulatory tools. For instance, each Town in the County enforces their own zoning ordinance and zoning district standards and terminology are not consistent countywide. The County, however, administers shoreland, floodplain, and airport height overlay districts. The County's Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock) applies to all unincorporated lands in the County. And in some cases a Town may approve a zoning change to create a new lot, but the County may deny the land division. On top of that, each City and Village in the County has the right to review rezonings and land divisions in their extraterritorial jurisdiction areas.

Due to the overlapping of regulations, it can be difficult for taxpayers to understand what permits are needed, when, and from whom in various situations. For instance, building permits and a zoning site permit are always required from the local Town. But zoning site permits are also required from the County if the subject property is in the shoreland area, the floodplain, or the airport overlay area.

The County issues driveway permits for all accesses onto County roads. And they also issue the permits onto local roads in nine of the 20 Towns, who have requested that the County do so.

The County administers its Construction Site Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock) for all unincorporated areas of the County, except for in the Town of Beloit, which administers their own ordinance. The County also administers a Storm Water Management Ordinance ((Chapter 28 - Municipal Code of the County of Rock) for all unincorporated areas of the County, except for in the Towns of Beloit and Union, which both have their own ordinances.

In addition, if a now-incorporated area was annexed into a City or Village following the March 2004 adoption of the County's erosion control and storm water ordinances, then the County's ordinances have jurisdiction, unless the City or Village has an ordinance that exceeds the standards in the County's ordinance.

As for non-metallic mine reclamation, the County has Countywide jurisdiction, including in Cities and Villages.

All of these layers of regulation can cause confusion and conflict. There is no clear solution to remedy the complexity. But it is crucial that all jurisdictions involved have a clear understanding of when each type of permit or clearance is needed, and from which jurisdiction(s) approvals should be obtained.

- **Sharing of Provisions:** Local governments have the essential task of providing services to taxpayers. Effectively providing those services, without increasing taxes or relying on ever dwindling federal and State aid, is becoming more of a challenge. For that reason, it makes sense to explore opportunities to share provisions, such as equipment and labor. Perhaps there are ways for local governments to trade provisions, or rent them out to each other for a nominal fee. Consolidating services is another option worth exploring. Or simply making joint purchases, with shared ownership, or cooperative purchasing.

10.6. Intergovernmental Cooperation Goals, Objectives, and Policies

This section states the County's intergovernmental cooperation goal, objectives, and policies.

Intergovernmental Cooperation Goal

- 10.1. Encourage mutually beneficial relations among governmental jurisdictions in the County and the region, to increase efficiencies and build consensus.

Intergovernmental Cooperation Objectives and Policies

- 10.1.1. Promote and encourage mutually beneficial methods to increase efficiencies, for cost savings and to provide services to taxpayers more proficiently.
 - 10.1.1.a. Mutually identify, among local units of government, possible efforts to avoid duplication of services and the potential for consolidation in the provision of government services.
 - 10.1.1.b. Complete a comprehensive review of the different types of services provided by each unit of government in Rock County for the purpose of determining if services could be combined or eliminated.
 - 10.1.1.c. Complete a study to determine what governmental services could be handled at a comparable service level, yet lower cost by the private sector.
 - 10.1.1.d. Local units of government should study and determine whether the level of services provided by the governmental unit is appropriate.
 - 10.1.1.e. Local units of government should consider sharing personnel or contracting with personnel from another jurisdiction for specific situations as appropriate.
 - 10.1.1.f. A joint study should be undertaken by municipalities in Rock County to determine the advantages and disadvantages of service consolidation among adjoining jurisdictions.
 - 10.1.1.g. A joint study should be undertaken by jurisdictions in Rock County to determine whether it would be fiscally beneficial and practical to share equipment used in providing services.
 - 10.1.1.h. Jurisdictions in Rock County should explore whether they would incur cost savings by consolidating the provision of employee benefits with other municipalities, including State government.

- 10.1.1.i. Local governments should support and encourage efforts by state governments to make it easier for local governments to provide services to its citizens in a more cooperative, economical manner. This should include enabling the freedom and flexibility to be innovative in the provision of services. When necessary, existing laws that discourage innovative thinking should be changed.
- 10.1.1.j. Cooperative efforts with local colleges and universities should be explored.
- 10.1.1.k. Cooperative efforts between the federal, State and local agencies should be promoted, in the provision of government services and the implementation of similar ordinances and regulations.
- 10.1.1.l. County officials should build on existing cooperative efforts with other counties in the provision of government services.
- 10.1.1.m. Rock County and the private sector should continue to work toward coordination in the provision of social services so residents of Rock County can best be served in the most economical manner as possible while maintaining an adequate level of service.
- 10.1.1.n. The Rock County Sheriff's Department should continue to contract with individual Rock County municipalities to provide additional police service and to expand such contracts to additional jurisdictions if the opportunities and need arises.
- 10.1.1.o. When appropriate, jurisdictions should take advantage of financial incentives offered by the state and federal government by way of revenue sharing, grants, or other means such as rewards or benefits for fiscal responsibility and for consolidation of local government services.
- 10.1.1.p. Economic development should be emphasized as a regional benefit, and less as an individual benefit.
- 10.1.1.q. Rock County should undertake a study to consider whether the various units of government could incur cost savings by consolidating with other municipalities, including State government, in the procurement of goods and materials required for municipal use.
- 10.1.1.r. Opportunities for joint purchasing should be explored, as well as other ways to cut costs for materials such as recycled materials discounts.

- 10.1.1.s. If feasible, a more efficient on-line geographic information system (GIS) should be developed, such as a consortium of City, Village and County mapping.
 - 10.1.1.t. The practice of school districts cooperating with local park and recreation departments and service leagues to allow use of school district facilities for recreation activities should continue and be expanded whenever possible to include other activities, such as community meetings.
 - 10.1.1.u. The practice of developing joint school/municipal parks should continue and be utilized whenever possible.
- 10.1.2. Encourage and promote cooperation among area governmental entities, to achieve consensus when possible, and a unified regional vision.
- 10.1.2.a. Jurisdictions should utilize comprehensive plans so that long-range decisions are well thought out and consistent.
 - 10.1.2.b. Rock County should provide leadership in putting together a program to implement consistent stormwater management requirements throughout the County.
 - 10.1.2.c. The Rock County Highway Department should continue to involve all municipalities in the County in obtaining input prior to putting together a listing of future highway projects.
 - 10.1.2.d. Rock County should continue to monitor regulations affecting land use to ensure that no unnecessary impediments arise, which could contradict the utilization of new land development techniques.
 - 10.1.2.e. Rock County should work together with State and Federal agencies in making it easier for existing wetland and floodplain regulations to be understood by the general public.
 - 10.1.2.f. Rock County jurisdictions should work with State and Federal agencies in providing inter-municipal and inter-regional recreational trail systems.
 - 10.1.2.g. Continue to coordinate the development of trail facilities with adjoining communities, thereby maximizing the trail linkages for all residents of the region.
 - 10.1.2.h. Work with State and local agencies in providing sound transportation planning for the region, including consideration of multi-model forms of transportation.
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- 10.1.2.i. When possible, jurisdictions should work together on the extension of utilities, such as sewer and water service, when there is the potential for cost savings.
- 10.1.2.j. Jurisdictions should be encouraged to negotiate intergovernmental boundary agreements to determine long-term boundaries that enable communities to develop in an efficient manner that is consistent with local goals and objectives.
- 10.1.2.k. Rock County should expand efforts to communicate and cooperate with neighboring governmental jurisdictions.
- 10.1.2.l. Jurisdictions should be encouraged to develop industrial and business parks as a joint development with a sharing of the tax base among the communities that work together.
- 10.1.2.m. Where possible, adjacent jurisdictions should consider developing joint recreational park sites and community building sites when providing certain community facilities.
- 10.1.2.n. Jurisdictions should be encouraged to coordinate land use activities along each community's respective borders.
- 10.1.2.o. A more efficient website should be developed, to better disseminate shared information to City, Village and County residents, and avoid the duplication of services.
- 10.1.2.p. In order to reduce conflict, periodic meetings should be held between officials of adjacent communities to discuss common issues, potential problems, and to acquire an understanding of the position of the other municipality. Meeting agendas and minutes from municipal meetings should be shared with adjoining communities.
- 10.1.2.q. Explore the possibility of formulating a County growth management coalition, to guide the pattern and pace of regional development, composed of representatives from all County municipalities, as well as those from neighboring municipalities.
- 10.1.2.r. Local jurisdictions should monitor local regulations affecting land use to ensure that the existing regulations are not an impediment to the utilization of new land development techniques.

- 10.1.2.s. Ordinances should be reviewed by governments and government agencies within Rock County to determine if regulations could be streamlined, keeping in place the needed requirements while cutting down on the amount of similar permits or approvals necessary to develop property.
- 10.1.2.t. Jurisdictions should coordinate the requirements within similar types of local ordinances and, when possible, make requirements as uniform as possible over the entire region.
- 10.1.2.u. School districts should be encouraged to consult with jurisdictions and Rock County prior to planning for locations of future schools.

Chapter 11 - Implementation

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

"A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years."

This Chapter provides information on *Plan* implementation. 11.1. provides a rationale for planning for implementation, whereas 11.2. inventories *Plan* implementation mechanisms and procedures.

11.1. Implementation Planning

A plan must be implemented for it to have an effect. Simply stated, an unimplemented plan is an unused plan. In addition to various other factors, plan implementation often falters due to the plan's failure to clearly delineate a framework for implementation. Plan development often becomes the end of the planning process, rather than achievement of the plan goals and objectives through policy implementation. Planning for policy implementation is a key to ensure achievement of a plan's goals and objectives.

Identification of policy tools and timelines, and the process for plan adoption, updates, and amendments, offers a path towards developing an implementation framework, ultimately ensuring full, timely, and efficient plan implementation. Policy tools, in the form of government agencies/departments, plans, and programs, government regulations, and government-non government partnerships, are the means by which a plan's policies can be implemented. Timelines delineate a specified time period in which a policy should be implemented, providing for an objective evaluation of *Plan* implementation. Plan adoption provides a legal basis for plan implementation, whereas plan updates and amendments ensure the plan will continue to evolve and adapt to unforeseen issues and opportunities, new trends and concepts, and public and political sentiment.

11.2. Implementation Inventory

An implementation inventory identifies the mechanisms and procedures that provide a framework and path towards full, timely, and efficient implementation of a plan. The following inventories information vital to ensure this *Plan's* implementation, utilizing the following categories:

- Policy Tools
- Policy Timelines and Indicators
- *Plan* Adoption, Updates, and Amendments

Policy Tools*

Policy tools are grouped into five categories, as follows:

1. Existing Government Agencies/Departments, Programs, and Plans
2. Potential Government Agencies/Departments, Programs, and Plans
3. Existing Government Regulations
4. Potential Government Regulations
5. Government and Non-Government Partnerships

All policy tools are codified indicating the tool's category (as stated above), jurisdiction level (Town, County, Regional, State, or Federal), the applicable Agency/Department, Program, or Plan, and, if relevant, the Agency/Department Division. As an example, the existing Parks Division of the County's Public Works Department would be codified as 1.2.D.b.

1. Existing Government Agencies/Departments, Programs, and Plans

1.1 *Municipal - Town, Village, City*

- 1.1.A. *Comprehensive Plans:* Like this *Plan*, all Town, Cities, and Villages in the County have their own comprehensive plans that inventory and make recommendations on issues including transportation, housing, utilities and community facilities, economic development and intergovernmental cooperation. Each local plan details policies for future growth.

* This policy tool inventory is not intended to be exhaustive or reflective of every tool that could potentially be utilized to implement this *Plan's* policies. Rather, this inventory reflects those tools identified most relevant and prevalent in ensuring implementation of this *Plan's* policies.

1.2. County

- 1.2.A. *Rock County Planning, Economic, and Community Development Agency:* This agency provides technical assistance and oversight on various planning and development activities in the County. The Agency is comprised of five service Divisions, including:
- a. *Strategic and Comprehensive Planning Division:* This division formulates or assists in the formulation of plans, programs, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's *Agricultural Preservation Plan - 2005 Update* and comprehensive plans for various County municipalities were developed by this Division.
 - b. *Development Review, Land Divisions, and Enforcement Division:* This division administers and enforces plans, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's Zoning Ordinance (Chapter 32 - Municipal Code of the County of Rock) and Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock) are both administered and enforced by this division.
 - c. *Economic Development Division:* This division provides consultative services to County municipalities, promoting activities and programs that position and prepare the municipalities for economic development opportunities. *The Rock County Economic Development Plan - 2020*, to be completed by this division in 2011, will provide a comprehensive framework in which to guide the County's economic development, and this division's work plan, to the year 2020.
 - d. *Housing and Community Development Division:* This division administers the County's housing programs and loan portfolio (Federal Community Development Block Grants) to ensure the provision of quality and affordable housing for County residents, including aiding those individuals and/or families in the County with low to moderate income in the purchase or maintenance/rehabilitation of housing.
 - e. *Administrative, Engineering, and Geospatial Support Services Division:* This division provides various products and services vital to planning and development activities in the County, including transportation and municipal water quality service area development planning, Geographic Information System (GIS) mapping and data development, and administrative support.

- 1.2.B. *Rock County Land Conservation Department:* This department works to conserve the County's soil and wildlife habitat, ensure a quality water supply, and provide invasive species abatement and hazardous chemical collection. This Department achieves these ends by administering and enforcing the County's Construction Site Erosion Control (Chapter 27 - Municipal Code of the County of Rock), Storm Water Management (Chapter 28 - Municipal Code of the County of Rock), Non-Metallic Mining Reclamation (Chapter 31 - Municipal Code of the County of Rock), and Animal Waste Management (Chapter 30 - Municipal Code of the County of Rock) Ordinances, and various Federal and State regulations, and by providing technical assistance, education, and outreach.
- 1.2.C. *Rock County Public Works Department:* This department oversees the management of various services and infrastructure vital to County residents. This department is comprised of three service divisions, including:
- a. *Highways Division:* This division maintains all Federal, State, and County highways, in addition to Town roads in which the Division is contracted, by performing routine (snow-plowing, grass cutting, etc.) and major (road repair and expansion, etc.) maintenance. This division annually lists current and future County road and bridge projects.
 - b. *Parks Division:* This division manages all County park properties, ensuring adequate and diverse outdoor recreational opportunities for County residents and visitors. This division manages these properties according to the County's *Parks, Outdoor Recreation, and Open Space (POROS) Plan - 2009-2014*.
 - c. *Airport Division:* This division manages the Southern Wisconsin Regional Airport. This Division ensures the air transport needs of the area's existing and potential businesses are met, a service vital in ensuring immediate and future economic development in the County.
- 1.2.D. *Rock County, Wisconsin Parks, Outdoor Recreation, and Open Space Plan (POROS): 2009-2014 (Chapter 12-Rock County Comprehensive Plan 2035):* This plan, updated in 2009, outlines policies to ensure the effective and efficient management of the County's park properties and specified ESOSA. It also aims to ensure diverse outdoor recreational opportunities. *The Rock County Bicycle and Pedestrian Plan*, a component of the plan, identifies existing and proposed off-road bicycle/pedestrian routes, lanes, and trails, and associated infrastructure in the County, providing existing and potential connections between communities and other social centers in a direct and safe manner.

- a. *Environmentally Significant Open Space Areas (ESOSA)*: Rock County has analyzed and defined fourteen ESOSAs in the *POROS Plan*. ESOSAs are natural features that can be protected through conservation easements. Some must be monitored according to State or federal mandate, while others have been recognized by Rock County as requiring protection or identification. These areas, when protected from development, serve to aid against the depletion of wildlife habitat, clean air and water, and open space. It is likely that ESOSAs will be updated and added to the Land Division Regulations during the term of this *Plan*.
 - b. *Conservation Easements*: Conservation easements can be compulsory or voluntary. Compulsory conservation easements occur when a governmental unit designates, through approved policy and/or through code, land or environmental conditions that are not acceptable for building. The government entity may prevent these areas of concern from being built upon by placing a permanent conservation easement (deed restriction) on the portion of the land where those conditions exist. In Rock County some ESOSA features are protected through compulsory conservation easements.
- 1.2.E. *Rock County Agricultural Preservation Plan: 2005 Update (Chapter 13-Rock County Comprehensive Plan 2035)*: This plan, updated in 2005, aims to ensure preservation and continued utilization of productive agricultural lands in the County. A County Agricultural Preservation Plan, certified by the State of Wisconsin, is a requirement of the State's Farmland Preservation Program, offering tax credits to County agricultural landowners enrolled in the Program.
- 1.2.F. *Rock County Natural Hazard Mitigation Planning Manual and Plan (Chapter 14-Rock County Comprehensive Plan 2035)*: This plan, completed in 2004, outlines policies designed to protect the County's residents, critical facilities, infrastructure, private property, and environment in the event of a natural disaster, including but not limited to, floods, high winds, extreme winter weather events and agricultural drought.
- 1.2.G. *Rock County Lands Records Modernization Plan: 1998-2003 (Chapter 15-Rock County Comprehensive Plan 2035)*: This plan, completed in 2003, is designed to guide the process of land records modernization in the County, including development and maintenance of a fully functional GIS. This plan is scheduled to be updated in 2009.
- 1.2.H. *Southern Wisconsin Regional Airport Land Use Plan & Zoning Ordinance (Chapter 16-Rock County Comprehensive Plan 2035)*: This plan, completed in

2009, is designed to assist local zoning administrators in the implementation and enforcement of the Airport Overlay Zoning District Ordinance, and is to be utilized in conjunction with the *Master Plan for the Southern Wisconsin Regional Airport*, located in the City of Janesville.

- 1.2.I. *Rock County Land and Water Resources Management Plan (LWRMP)*: This plan, updated in 2009, serves as a long-term strategic conservation plan for the County. The LWRMP, in coordination with this *Plan* discusses issues related to land use, physiography, soils, surface water (including wetlands) and groundwater, within the framework of watershed management. The LWRMP also includes discussion of other natural resource concerns, including threatened and endangered species, forests and woodlands, invasive species, identification of priority farms for agricultural preservation efforts, and State and local regulations used to implement the Plan.
- 1.2.J. *208 Water Quality Plans*: The principal purpose of the 208 Water Quality Plans is to develop a long-range sanitary sewer service boundary for areas with large concentrations of population. In Rock County, the Cities of Janesville and Beloit and the Town of Beloit would fall into this classification. The urban sanitary sewer service area boundary identifies the geographic land area within which sanitary sewer service could be made available in a cost-effective and environmentally acceptable manner.

1.3. *Regional*

- 1.3.A. *Janesville Area Metropolitan Planning Organization (JAMPO)*: This organization (JAMPO), comprising the Cities of Janesville and Milton, and portions of the Towns of Harmony, LaPrairie, Janesville, Rock, and Milton, is tasked with regional transportation planning within these areas. JAMPO plans include:
- a. *2005-2035 - Janesville Area Long Range Transportation Plan*: This plan, adopted in 2006, identifies JAMPO's "existing transportation conditions and those areas where improvements are needed to adequately provide a cost-effective and efficient transportation system over the next 30 years."
 - b. *2007-2012 - Transportation Improvement Program - Janesville Planning Area*: This plan, completed in 2006 and updated annually, is a staged six-year program of transportation improvement projects within JAMPO areas.

1.3.B. *State Line Area Transportation Study (SLATS)*: This organization, comprising the Cities of Beloit, Wisconsin, and South Beloit, Illinois, the Village of Rockton, Illinois, the Towns of Beloit and Turtle, Wisconsin, and Rockton Township, Illinois, is tasked with regional transportation planning within these areas. SLATS plans include:

- a. *South Central Wisconsin Commuter Study*: This study, currently in development, aims to improve transit options from the Cities of Janesville/Beloit area to the Chicago, Illinois metropolitan area and Dane County, Wisconsin. Various elements of the study have been completed or are currently underway, including a market analysis examining traffic flows to and from South Central Wisconsin. This study will continue the market analysis, developing a *Purpose and Needs Report*, setting a framework for the study's goals and objectives.

1.4. State

1.4.A. *Wisconsin Department of Natural Resources (WDNR)*: This department is dedicated to the preservation, protection, effective management, and maintenance of the State of Wisconsin's natural resources. WDNR plans and programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Managed Forest Law (MFL) Program*: This program is designed to encourage sustainable forestry on private lands by providing property tax incentives to forest landowners. Lands entered in this program are required to have a written management plan, prepared by a certified plan writer or WDNR forester.
- b. *Brownfield Remediation and Redevelopment Program*: This program, and the State of Wisconsin's Department of Commerce Blight Elimination and Redevelopment Program, both have a wide range of financial and liability tools available to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
- c. *Wisconsin State Trails Network Plan*: This plan, completed in 2001, provides a long-term, big-picture vision for establishing a comprehensive state trail network. This plan identifies existing and proposed trails and connections that would serve as the main corridors for a Statewide system, focusing on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors such as the Ice Age National and State Scenic Trail.

- d. *Land and Water Conservation Fund, Federal Recreation Trails, and Stewardship Local Assistance Grant Program*: These programs, administered jointly by the National Parks Service and WDNR, offer up to 50% match grants to State and local governments to acquire land for State and local recreation areas, trails, urban green space, river and stream corridors, flowages and lakeshores, and to develop and improve visitor amenities at State and local parks and recreation areas.
 - e. *State Natural Areas (SNA) Program*: This program protects outstanding examples of the State's native landscape of natural communities, and significant geological formations and archeological sites. Areas are included in the program by several methods, including land acquisition, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the program by formal agreements between the WDNR and the landowner.
 - f. *Natural Heritage Inventory (NHI) Program*: This program conducts field surveys for rare species and natural communities throughout the State that provide, or potentially provide, critical landscape functions, including movement corridors, undisturbed habitat, and ecosystem support. This Program initially inventories sites to determine their ecological significance. Some sites determined to be ecologically significant are designated as State Natural Areas while others are purchased by private land trusts or conserved through State and local government planning efforts.
- 1.4.B. *Wisconsin Department of Transportation (WisDOT)*: This department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities, in the State of Wisconsin including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT plans and programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Translink 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century*: This plan, completed in 1994, provides policies for State transportation planning, including automobile, rail, air, water, transit, bicycle, and pedestrian, through 2020. This plan calls for the creation of a State grant program to aid local government transportation plan development, the provision of State funds to small communities to assist in providing transportation services to elderly and disabled persons, and development of a methodology to assess local/regional government transportation needs.

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- b. *Connections 2030 Plan*: This plan, currently being developed as a successor to the *Translink 21 Plan*, is a multi-modal policy plan addressing long-range transportation issues, including highways, local roads, and air, water, rail, bicycle/pedestrian, and public transit options. This plan's policies pertain to specific transportation corridors throughout the State, five of which incorporate portions of the County, including:
- Alpine Valley Corridor - Janesville/Beloit to Milwaukee
 - Blackhawk Corridor - Madison to Chicago via Beloit
 - Rock River Corridor - Janesville/Beloit to Oshkosh
 - Southern Tier Corridor - Janesville/Beloit to Kenosha/Racine
 - Cheese Country - Dubuque to Rock County
- c. *Wisconsin State Highway Plan 2020*: This plan, completed in 1999, focuses on State-managed highways and bridges, developing policies for improvement over the next 20 years. This plan identifies Interstate 90/39 as a Corridors 2020 Backbone route, classifying it as a connector of major population and economic centers, providing economic links to national and international markets.
- d. *Rustic Roads Program*: This program, created by the State of Wisconsin Legislature in 1973, aids citizens and local governments in preserving the State's scenic, lightly-traveled country roads. These roads allow for vehicular, bicycle, and pedestrian travel in a leisurely manner. Rustic roads have a scenic, aesthetic appeal, and can be linked with off-road bicycling/pedestrian trails to create a regional trail network to stimulate economic development from homebuyers, tourists, and recreational users.
- e. *Wisconsin Rail Issues and Opportunities Report*: This plan, completed in 2004, inventories State rail infrastructure and identifies rail transportation issues and opportunities. This plan is intended to direct the rail element of the *Connections 2030 Plan*.
- f. *Wisconsin State Airport System Plan 2020*: This plan, completed in 2000, inventories State airport facilities and identifies air transportation issues and opportunities.
- g. *Wisconsin Bicycle Transportation Plan 2020*: This plan, completed in 1998, aims to "establish bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin." A map identifying existing County bicycling conditions is a component of this plan.
- h. *Wisconsin Pedestrian Policy Plan 2020*: This plan, completed in 2002, outlines State and local government measures to increase walking as a
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viable transportation mode, including promoting pedestrian safety.

- i. *Wisconsin Information System for Local Roads (WISLR)*: This Internet-accessible System aids local governments and WisDOT in managing local road data, ultimately improving decision making and meeting State statute requirements. This system combines local road data with interactive mapping functionality, allowing users to produce maps and tables specifying the location of road-related data so as to identify trends in road use and volume.
- j. *Local Government Programs*: WisDOT provides a myriad of programs designed to aid local governments in maintaining and developing their transportation systems. The programs are grouped into five categories, and include Highways and Bridges, Public Transportation, Specialized Transit, Transportation Coordination, and Other Aid. Additionally, the Local Roads and Streets Council, an advisory body of local officials, is tasked with addressing the continuing impact of federal and State policy changes on local government transportation.

1.4.C. *Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP)*: This department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State of Wisconsin's agriculture industry both domestically and internationally. DATCP programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Farmland Preservation Program*: The Wisconsin Farmland Preservation Act of 1977 created the Farmland Preservation Program. The program consists of three components: land use planning, soil and water conservation, and tax credit. Wisconsin residents who own at least 35 acres of farmland, meet farming income requirements, and have a County certified Land Conservation Plan (plus meet other criteria) are eligible to participate in the program. The amount of tax credit varies, depending on the household income and the amount of real estate taxes on the farmland. The Farmland Preservation Program is expected to be changed and updated significantly to be more effective as an agricultural preservation tool during the planning period
- b. *Grant/Loan/Technical Assistance Programs*: DATCP provides a myriad of programs designed to aid local governments and individuals in preserving agricultural lands and bolstering the State's agricultural industry.

1.4.D. *Wisconsin Housing and Economic Development Authority (WHEDA)*: This authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities, by providing construction,

rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. WHEDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: WHEDA provides a myriad of programs designed to aid local governments and individuals in maintaining existing and developing new housing.

1.4.E. *Wisconsin Department of Commerce*: This department promotes safe and healthy communities by ensuring the State of Wisconsin is a viable place in which to live and do business. This department strives to retain and create quality jobs in the State by providing development assistance in areas such as marketing, business and community finance, exporting, small business advocacy, and manufacturing assessments. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: This department provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.

1.4.F. *Wisconsin Department of Workforce Development*: This department is charged with building and strengthening the State of Wisconsin's workforce by providing job services including training and assistance to employers, employees, and the unemployed. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: This department provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding work force.

1.5. *Federal*

1.5.A. *United States Housing and Urban Development Agency (HUD)*: This agency is responsible for policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. HUD programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: HUD provides a myriad of programs, including Community Development Block Grants (CDBG), designed to aid local governments in maintaining existing and developing new housing.

1.5.B. *United States Environmental Protection Agency (EPA)*: This agency implements Federal regulatory laws through enforcement and by setting

national standards that States enforce through their own regulations, to protect human health and the environment. Almost half of this agency's budget goes towards grants to State environmental programs, various non-profits organizations, and other entities. Additionally, this agency works with various partners, including State and local governments, to conserve water and energy, minimize greenhouse gases, and re-use solid waste. EPA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: EPA provides a myriad of programs designed to aid local governments in maintaining and improving environmental health.

1.5.C. *United States Fish and Wildlife Service (USFWS)*: This service conserves, protects, and enhances the Nation's fish and wildlife resources, by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. USFWS programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USFWS provides a myriad of programs designed to aid local governments in maintaining and improving fish and wildlife resources.

1.5.D. *United States Department of Agriculture (USDA)*: This department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing foodborne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. USDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USDA provides a myriad of programs designed to aid local governments in maintaining and improving agricultural resources.
- b. *Natural Resource Conservation Service Programs (NRCS)*: NRCS's programs help people reduce soil erosion, enhance water supplies, improve water quality, increase wildlife habitat, and reduce damages caused by floods and other natural disasters. Public benefits include enhanced natural resources that help sustain agricultural productivity and environmental quality that supports continued economic development, recreation, and scenic beauty.

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- c. *Farm and Ranch Land Protection Program (FRPP)*: The FRPP provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses. Working through existing programs, USDA partners with State, tribal or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners for the purpose of preservation.
- 1.5.E. *United States Department of Labor (DOL)*: This department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes in employment, prices, and other national economic measurements. This department administers a variety of federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. DOL programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Grant/Loan/Technical Assistance Programs*: DOL provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding the work force.
- 1.5.F. *United States Economic Development Administration (EDA)*: This administration works to promote innovation and competitiveness in the Nation's economic development, preparing it for growth and success in the worldwide economy. This administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This administration works in partnership with state and local governments, regional economic development districts, and public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. EDA programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Grant/Loan/Technical Assistance Programs*: EDA provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.
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2. Potential Government Agencies/Departments, Programs, and Plans

2.1 County

- 2.1.A. *Consulting Services Program*: This program provides planning and development resources and expertise to County municipalities that lack them, ensuring municipal planning and development activities benefit both municipal residents and the region as a whole. Services offered by the Program would include, but would not be limited to:
- Comprehensive Plan updates
 - Comprehensive, strategic, and site-planning
 - Educational workshops
 - Ordinance development and revision
 - GIS mapping and database development
 - Boundary line agreement mediation and development
 - New program administration
 - Community and economic development
- 2.1.B. *Agency Annual Reports*: These reports, offering an inventory and analysis of a government agency/department at a regular interval, are vital in assuring that the agency/department stay vibrant, efficient, and productive. These reports inventory accomplishments, aiding in goal-setting, identify staff/resource needs, and develop work plans and budgets for future years.
- 2.1.C. *Land Use Inventory Program*: This program provides accurate, accessible historical and current land use data, vitally important to a local government in providing a context for and guiding current and future day-to-day decision-making and policy development, ultimately ensuring consistent, efficient, and high-quality service to its customers. Specifically, this program provides clear, consistent, and easily reproducible land use data gathering, input, storage, and maintenance policies and guidelines to achieve the aforementioned ends.
- 2.1.D. *Land Evaluation and Site Assessment (LESA) Program*: This program categorizes land parcels, guiding land use decisions, by evaluating suitability for specific uses, including agriculture, development, or recreational. This program utilizes a comprehensive, objective methodology to develop a LESA Score for all land parcels, evaluating suitability for the aforementioned uses. A land parcel's LESA Score can then be utilized in land use decisions pertaining to that parcel.

- 2.1.E. *Purchase of Agricultural Conservation Easements (PACE)/Purchase of Development Rights (PDR) Programs:* PACE is aimed at maintaining the economic viability of keeping land in agriculture, even in the face of development pressure. PACE programs facilitate the purchase of the right to develop farmland property (i.e. purchase the value of putting a conservation easement on the property) that meets pre-established criteria for agricultural preservation. Through various efforts, including partnerships with other governmental and non-profit agencies, a landowner can voluntarily put a conservation easement on his or her land that permanently prohibits the right to develop the land in the future. The deed to the property reflects the inability to develop no matter who owns the land or how many times it is sold. This system lowers the value of the land for taxing purposes and also provides cash-in-hand to the landowner that can be used for re-investment into the farming operation.
- a. *Voluntary Conservation Easement:* These land use agreements are typically used as part of a Transfer of Development Rights (TDR) or PACE/PDR transaction. They are the same legal agreements as compulsory conservation easements, but are established when the right to develop a property is purchased from a private landowner by a qualified land trust, conservation organization or government agency for the purpose of limiting land to specific uses and thus protecting it from development. The development right value of a voluntary conservation easement is often purchased, but is frequently donated by conservation-minded landowners. Grantors can receive tax benefits as a result of donating easements that may apply to parts of or entire parcels of property.
- 2.1.F. *Transfer of Development Rights (TDR) Program:* This program, similar to PDR, separates a parcel of land from its development rights. Transferring development rights is based on the same principles as a PACE, but also provides a mechanism for cooperating units of government to designate sending areas (areas where preservation of farmland is desired) and receiving areas (areas where new development is desired). Those seeking to develop in a receiving area must first buy development rights from landowners in a sending area. Once a development right is purchased and transferred, the landowner in the sending area permanently gives up the ability to develop all or a portion of the property.
- 2.1.G. *Boundary Line Agreements:* These agreements, formulated between neighboring municipalities, delineate boundaries into which the municipalities can grow and develop for a specified time period, usually 20 years. These agreements reduce land use conflicts while encouraging intergovernmental

cooperation and appropriate, orderly, and responsible growth and development.

- 2.1.H. *Infill and Brownfield Development Program:* This program offers an alternative to annexation, allowing for City/Village growth and preservation of Town land. Infill development utilizes vacant land or restores/rehabilitates existing infrastructure in areas with existing public services. Infill development, consisting of housing and/or a variety of other compatible uses, often attracts significant public and private sector investment, and often has the effect of reducing governmental service costs. Brownfield redevelopment can also be utilized to stimulate infill development. Brownfields, often located in Cities and Villages, are abandoned, idle, or underused commercial or industrial properties whose expansion or redevelopment is hindered by contamination. Various Federal and State programs offer funds to local governments to assist in the redevelopment of brownfields, often resulting in a mixture of higher-density residential, commercial, and public uses.
- 2.1.I. *Green Building Program:* This program promotes and encourages green building practices, formalized in Leadership in Energy and Environmental Design (LEED) principles. LEED principles guide new building construction (including housing, commercial, industrial, and institutional) and maintenance/rehabilitation in a manner that conserves energy usage and increases energy efficiency. These principles are increasingly utilized in new building construction and maintenance/rehabilitation due to the environmental and socio-economic costs of traditional building energy usage.
- 2.1.J. *Regional Planning Body:* These entities provide basic information and planning services necessary to address planning issues that transcend the boundaries, technical expertise, and fiscal capabilities of local governmental units, including public works systems (highways, transit, sewerage, water supply, and park/open space facilities) and environmental issues (flooding, air and water pollution, natural resource conservation, and land use).
- 2.1.K. *Impact Fee Programs:* This program imposes a fee on new development, utilized to aid in paying for the cost of public services, including parks, schools, roads, sewer, water treatment, utilities, libraries, and public safety buildings, as required by the new development.
- 2.1.L. *Tax Incremental Financing (TIF) Programs:* This program utilizes future gains in tax revenue to pay for current development that will create those gains, within a designated geographic area (district).

3. Existing Government Regulations

3.1. *Municipal - Town, Village, and City*

- 3.1.A. *Zoning Ordinances:* These ordinances identify zoning districts, stipulating allowable uses on lands in municipalities, including agricultural, residential, business/commercial, industrial, special and unique, and environmentally sensitive/open space area preservation.
- 3.1.B. *Subdivision Ordinances:* These ordinances are applicable to land divisions creating new parcels of land and often require a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 3.1.C. *Extraterritorial Jurisdiction:* Each city and village in the State of Wisconsin has the right to review and approve land uses in areas adjacent to their borders. This is called extraterritorial jurisdiction. Cities with a population of 10,000 or more have the right to control land use within three miles of their borders. Cities and villages with less than 10,000 in population have the right to control land use within one and one half miles of their borders. Eleven Cities and Villages, within Rock County or in adjoining counties, retain this jurisdiction over land uses in Rock County Towns.

3.2. *County*

- 3.2.A. *Rock County Zoning Ordinance (Chapter 32 - Municipal Code of the County of Rock):* This ordinance regulates land use in specific areas of the County including its shorelands, lowlands/wetlands, and County-owned property, including the Southern Wisconsin Regional Airport. The County's Shoreland Overlay Zoning District (SO) regulates the use or alteration of shorelands, those lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage, or within 300 feet of the ordinary high-water mark of any navigable river or stream.
- 3.2.B. *Rock County Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock):* This ordinance regulates any land division creating a parcel of land less than 15 acres in the County, requiring a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 3.2.C. *Rock County Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock):* This ordinance manages stormwater in the County's unincorporated areas by establishing long-term requirements to reduce post-construction storm water and associated pollutants. This ordinance requires a permit for any activity disturbing more than one acre of land.

- 3.2.D. *Rock County Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)*: This ordinance regulates all active non-metallic mine sites in the County, requiring compliance with standards relating to re-grading, re-vegetating, and post-mining land use conversion.
- 3.2.E. *Rock County Construction Site Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock)*: This ordinance manages erosion on construction sites in the County's unincorporated areas by establishing requirements entailing best management practices to minimize the runoff of sediment and other pollutants, resulting from land disturbing activities, to waterways or adjacent properties.

3.3. *State*

- 3.3.A. *State of Wisconsin Department of Natural Resources (WDNR) Administrative Code Chapter NR 216 - Stormwater Discharge Permits*: This rule regulates stormwater in the State of Wisconsin by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.
- 3.3.B. *State of Wisconsin Statute Chapter 295 and State of Wisconsin Administrative Code NR 135*: This statute establishes the framework for Statewide regulation of non-metallic mining reclamation, with any site beginning operations after August 2001 required to have an approved reclamation plan and permit. This statute delegates regulation of non-metallic mining reclamation to Counties (The County regulates non-metallic mining reclamation within its borders through administration/enforcement of the aforementioned Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)).

3.4. *Federal*

- 3.4.A. *Environmental Protection Agency (EPA) Stormwater Phase II - Final Rule*: This rule regulates stormwater by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.

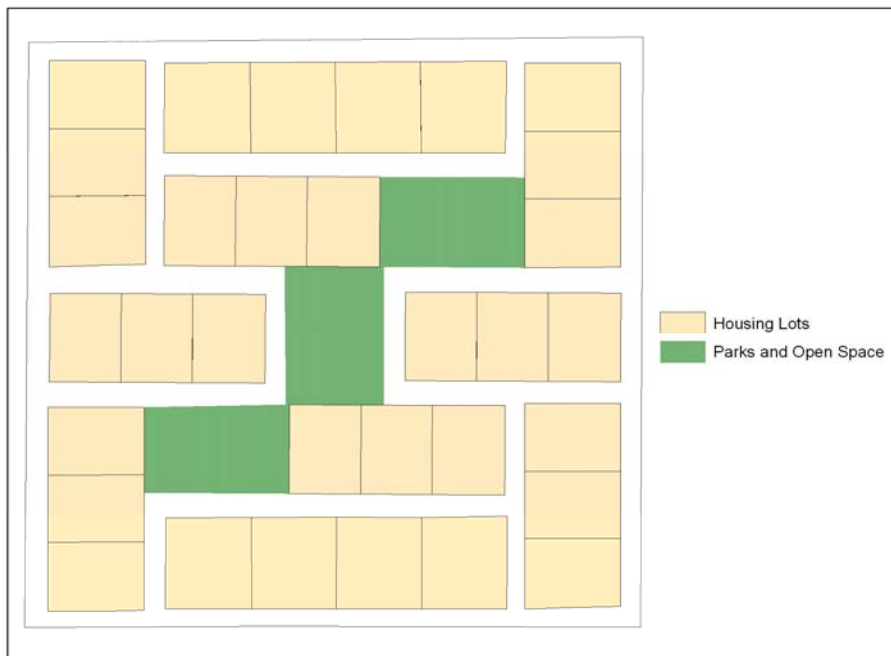
4. Potential Government Regulations

4.1. *Town*

- 4.1.A. *Subdivision - Design Standards*: Subdivision design standards, including traditional neighborhood, conservation, and fused grid, can be utilized to

offer an alternative to low-intensity, land-extensive residential development. Traditional neighborhood design utilizes the grid road pattern and incorporates compatible development, ultimately producing higher-density, compact, mixed-use development. Traditional neighborhood design increases road connectivity and pedestrian transportation options. Conservation design, often utilized in rural areas or the urban fringes, clusters residential development, often on smaller lots and with curvilinear street patterns that are intended for building around existing natural resources and providing common open space. This type of design often has the added benefit of requiring less land for development. The fused grid model combines the mixed-use and open-space land protection ideals of traditional neighborhood and conservation design, as well as their road patterns. The fused grid model is conducive to pedestrian transportation options, road connectivity, and efficient traffic flow, while concurrently protecting open-space lands. Figure 11.1 displays one example of fused grid design.

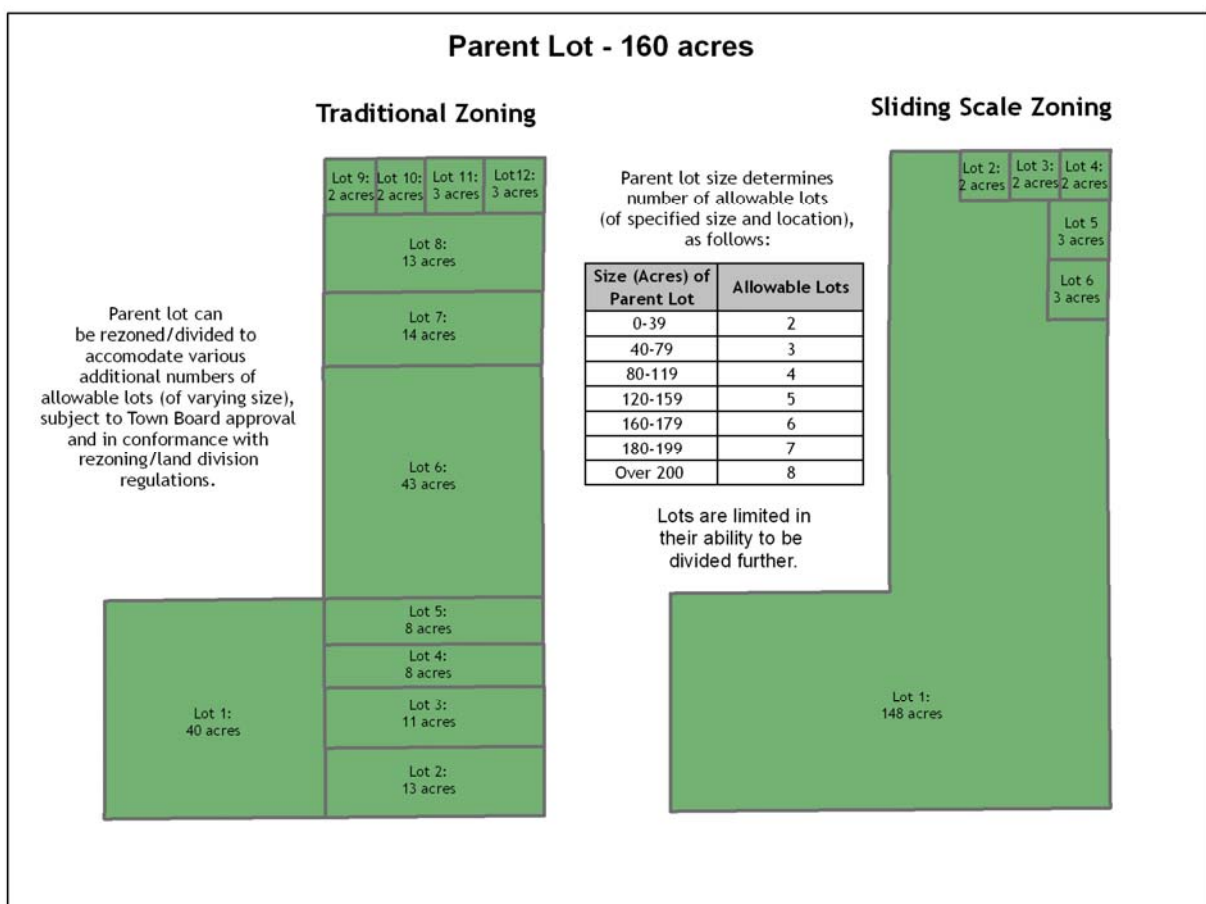
Figure 11.1:
Subdivision Design: Fused Grid



- 4.1.B. *Zoning District - Sliding Scale:* These zoning districts can be applied to large agricultural lots to allow for housing development and protection of valuable agricultural lands. These districts limit the number of times an agricultural parent lot (a lot existing at the time of zoning district adoption) can be divided (split), based on the size of the lot. These districts stipulate the larger the agricultural parent lot the more splits it is entitled. As an example,

a 40-acre agricultural lot may be allowed two splits, with an additional split being allowed for each additional 40-acres. As such, an 80-acre lot would be allowed three splits, a 120-acre lot four splits, and so on. These zoning districts also stipulate the newly created lots (splits) are to be of a certain size (often 1 to 5 acres) and in a specified location and configuration. The remainder of the parent agricultural lot, and the newly created lots, are then restricted from further land division. Figure 11.2 provides a conceptual overview of sliding scale zoning in comparison to traditional zoning.

Figure 11.2:
Sliding Scale Zoning



- 4.1.1.C. *Zoning - Incentive, Performance, and Overlay:* Incentive, performance, and overlay zoning can be utilized to achieve various land use goals. Incentive zoning provides incentives to developers (higher densities, larger units, etc.) in exchange for community-wide amenities such as open space. Performance zoning regulates land use impacts rather than land use types, setting general outlines for the desired impact of land parcels and permitting various land

uses as long as the general outlines are achieved. An overlay zoning district is one that is superimposed over another, broader zoning district.

- 4.1.D. *Eco-Municipality Resolution*: These resolutions state a local government unit's commitment to long-term socio-economic and ecological health and sustainability. The State of Wisconsin is a leader in the Eco-Municipality movement, with approximately 20 State communities having adopted eco-municipality resolutions. These resolutions often focus on implementing sustainability measures in the day-to-day operations of the local government, ranging from energy consumption to building construction practices.
- 4.1.E. *Town Environmentally Significant Open Space Areas (TESAs)*: Towns may choose to adopt working into their zoning or subdivision ordinances that outline standards for environmental protection and criteria for development in areas with environmental concerns.

5. Government and Non-Government Partnerships

5.1. *County*

- 5.1.A. *Rock County Historical Society*: This non-profit organization offers programs and houses various materials vital in the telling and interpretation of the County's history.
- 5.1.B. *Chamber of Commerce*: These non-profit organizations are business fellowships designed to foster new business growth, support the business community, and promote and preserve local resources, to enhance an area's quality of life. These Organizations encourage and foster collaboration by supporting member networking and relationship building to promote business growth, providing information on issues vital to the area to existing residents and newcomers, promoting tourism, new business and cultural opportunities. The following County municipalities, the Cities of Janesville, Beloit, Milton, Edgerton, and Evansville, and the combined Villages of Orfordville and Footville, each have Chamber of Commerce serving the municipality and surrounding areas.
- 5.1.C. *4-H*: This non-profit youth organization is administered by the Cooperative Extension System of the United States Department of Agriculture, providing opportunities for young people to gain leadership, citizenship, and life skills through experiential learning programs located throughout the County.
- 5.1.D. *Rock County Economic Development Alliance*: This alliance consists of local economic development professionals working to promote development efforts throughout the County. The alliance works to address and finance various

industry, marketing, research, and workforce initiatives.

- 5.1.E. *Rock County Economic Development Division:* This division, a component of the County's Planning, Economic, and Community Development Agency, offers various services, including business development, community/organization capacity building, demographic analysis, marketing, program/policy advocacy, and workforce development, in addition to providing consultative services to facilitate business expansion and/or relocation, and other entrepreneurial activity, throughout the County.
- 5.1.F. *Growth Management Coalition:* There is a growing need to collaborate on planning and growth issues. By forming a growth management coalition of county and local planners, officials and other interested parties from local communities, there is an opportunity for open discussion, debate and consensus on important planning and growth decisions. In an effort to guide development, provide clear priorities for the location of growth, and find ways to best preserve agricultural and natural resources, a coalition between local jurisdictions provides a forum where all parties and considerations for growth can be heard and understood, thereby aiding in reaching consensus on the best way to manage growth in the interests of all stakeholders.

5.2. State

- 5.2.A. *Land Trusts and Conservation Organizations:* These non-profit organizations work to protect vegetation, wildlife, and land and water resources. Land trusts may own land or hold land protection agreements, or conservation easements. The National Heritage Land Trust and The Prairie Enthusiasts, both operating out of Dane County, have a presence in the County. Additionally, Gathering Waters Conservancy, located in Madison, is a clearing-house for State of Wisconsin land trusts, providing resources and training.
- 5.2.B. *Wisconsin Historical Society:* This non-profit organization offers programs and houses various materials vital in the telling and interpretation of the County's history. The society continually gathers data on sites and buildings of historical significance. The society's Architectural Heritage Inventory (AHI) identifies buildings and structures of important architectural or vernacular style, while the Archeological Sites Inventory (ASI) identifies important landforms, burial sites, campgrounds, and various other significant man-made and natural features. The State of Wisconsin Historical Markers Program, administered by the society's Historical Preservation Division, consists of more than 470 official State markers carrying approved historical inscriptions commemorating sites, individuals, buildings, or events of local, State, or national significance. Private individuals and local governments are eligible to submit an application for a location to be considered for a marker.

5.3. Federal

- 5.3.A *American Farmland Trust (AFT)*: AFT is committed to protecting the nation's best farm and ranch land and improving the economic viability of agriculture. This organization works with federal, state and local leaders and communities to develop legislation, implement policies and develop and execute programs that keep farmers on their land to protect our environment.

Policy Timelines

Policy timelines vary, dependent on each individual policy. All policies in this *Plan* contain one of two timelines:

- Ongoing, 2010-2035
Implementation to be completed throughout the life of this *Plan*, through collective actions and interactions with customers on a daily basis
- 2010 -2015
Implementation to be completed by December 31, 2014

As this *Plan* will be updated every five years, beginning in 2014, a five-year timeline (2010-2015) has been developed for those policies that do not have an Ongoing, 2010-2035 timeline. The Agency will prioritize implementation of those policies with a 2010-2015 timeline through formulation of an Agency workplan, ensuring incremental and consistent implementation of these policies throughout the five-year period. The Agency has set a benchmark of implementation of 80% of those policies with a 2010-2015 timeline by December 31, 2014.

It is important to note that all policy timelines presented in this *Plan* (Section III) are intended to serve as a guide, providing only an indication of the possible future date of policy implementation. These timelines cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, opportunities, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

Plan Adoption, Updates and Amendments

Plan adoption, in accordance with State of Wisconsin Statute 66.1001 - Comprehensive Planning (4) is the initial step towards *Plan* implementation. The adoption process includes enacting an ordinance of *Plan* adoption, supported by the majority vote of the County Board and requiring at least one public hearing at which the proposed ordinance is discussed.

Plan updates and amendments, also subject to State of Wisconsin Statute 66.1001 (4), ensure this *Plan* will continue to evolve and adapt to unforeseen planning issues and opportunities, new

trends and concepts, and public and political sentiment. The statute requires the *Plan* to be updated once in every 10-year period after adoption. The County, in accordance with updating procedure utilized for other County plans, will update this *Plan* once in every 5-year period after *Plan* adoption (2009). As such, *Plan* updates will be completed in the latter half of the years 2014, 2019, 2024, and 2029. The *Plan* amendment process includes enacting an ordinance of *Plan* amendment, supported by the majority vote of the County Board and requiring at least one public hearing at which the proposed ordinance is discussed.