

Zoning & Subdivision Ordinance Rewrite

July 7, 2025

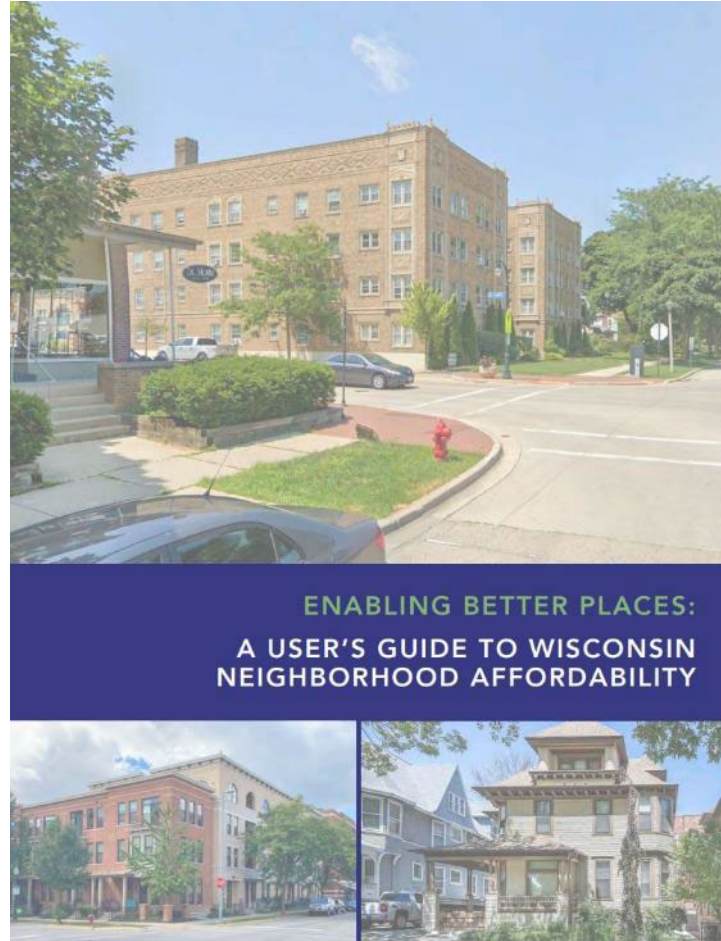
Agenda

- 1 WORK SINCE LAST PC MEETING
- 2 OVERVIEW OF EXISTING VS PROPOSED ZONING DISTRICTS
- 3 NEXT STEPS

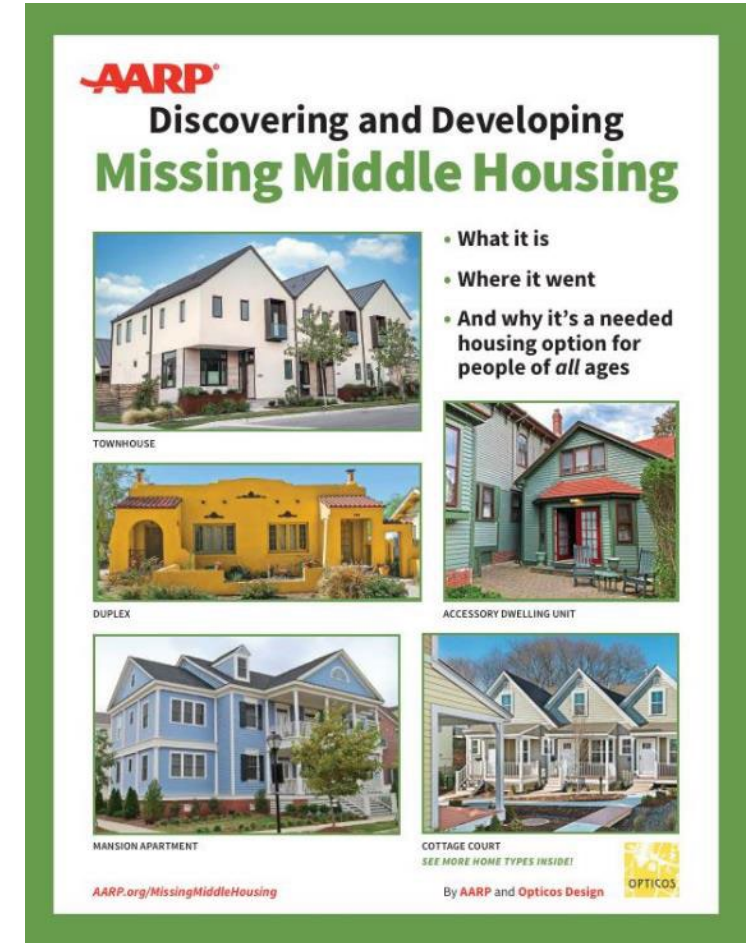
Innovation in Zoning and Development

What we're reading and regulation reform that is being explored for Janesville:

- Adjusting lot and yard standards
- Revising minimum parking standards to promote walkability and reduce costs
- Permitting neighborhood commercial in residential districts
- Permitting mixed-use residential development in commercial districts
- Streamlining the approval process for new housing developments of all types (Market rate, workforce, mixed residential, etc).
- Allowing ADUs in single-family districts.



<https://lwm-info.org/DocumentCenter/View/5566/WI-Zoning-Guide-Final-2-2022>



[https://www.washcowisconsin.gov/UserFiles/Servers/Server_16227954/File/Departments/Community Development/NextGenHousing/Discovering%20and%20Developing%20Missing%20Middle%20Housing-singles-093022.pdf](https://www.washcowisconsin.gov/UserFiles/Servers/Server_16227954/File/Departments/Community%20Development/NextGenHousing/Discovering%20and%20Developing%20Missing%20Middle%20Housing-singles-093022.pdf)

Existing vs. Proposed Zoning Districts

Residential

Existing Zoning	Proposed District	
R1 Single-Family and Two-Family Residence	R-1	Low Density Residential
R-1D Two-Family Residence		
R2 Limited General Residence		
R3M Medium Density Residence	R-2	Medium Density Residential
R3 General Residence		
R4 Central Residence	R-3	High Density Residential
O2 Central Office/Residence	CC	Downtown
n/a	R-8	Planned Mixed Residential
n/a	R-9	Manufactured Home Neighborhood

Business

Existing Zoning	Proposed District	
B1 Neighborhood Convenience	B-1	Neighborhood Mixed use
O1 Office/Residence		
B2 Community Shopping (i)	B-2	Community Business
B3 General Commercial		
BT Business Technology		
O3 Neighborhood Office District		
B4 Business Highway	B-3	Highway Commercial
O2 Central Office/Residence	CC	Downtown
B5 Central Business		
B6 Central Service		

Industrial

Existing Zoning	Proposed District	
M1 Light Industrial	M-1	Light Industrial
M2 General Industrial	M-2	General Industrial
M3 Central Light Industrial	M-3	Central Light Industrial

Special Purpose

Existing Zoning	Proposed District	
n/a	SP-01	Railroad
M Mining	SP-02	Mining Enterprise
n/a	SP-03	Aviation Enterprise
A Agriculture	SP-04	Urban Transition
C Conservancy	P-1	Conservancy

18 Proposed Zoning Districts

Summary of Changes in Residential Districts

R1 Single-Family and Two-Family Residence	R-1	Low Density Residential
R-1D Two-Family Residence		
R2 Limited General Residence		

- Decrease min lot widths from 50-70 ft to 50 ft
- Propose increasing accessory building height max to 35' to allow above-garage ADU
- Decrease street yard setback from 25 ft to 20 ft and allow setback averaging where applicable; decrease side yard setback from 8 ft to 6 ft
- Allow duplex units on the same size lots as single family without conditional use permit (recommend establishing minimum standards for two-family development as a use by right). Propose allowing 3-4 units as conditional use permit with design conditions to ensure compatibility

Summary of Changes in Residential Districts

R3M Medium Density Residence	R-2	Medium Density Residential
R3 General Residence		

- Propose increasing accessory building height max to 35' to allow above-garage ADU
- Decrease street yard from 25 ft to 20 ft and allow setback averaging where applicable; decrease side yard from 8 ft to 6 ft for shorter buildings, but 8-10 feet for taller buildings
- Allow duplex units on the same size lots as single family
- Allow 1-8 units as permitted use, 9+ units as conditional use (density translates to up to 32 units/ acre) *R3M does not currently permit more than 8 units per structure*

Summary of Changes in Residential Districts

R4 Central Residence	R-3	High Density Residential
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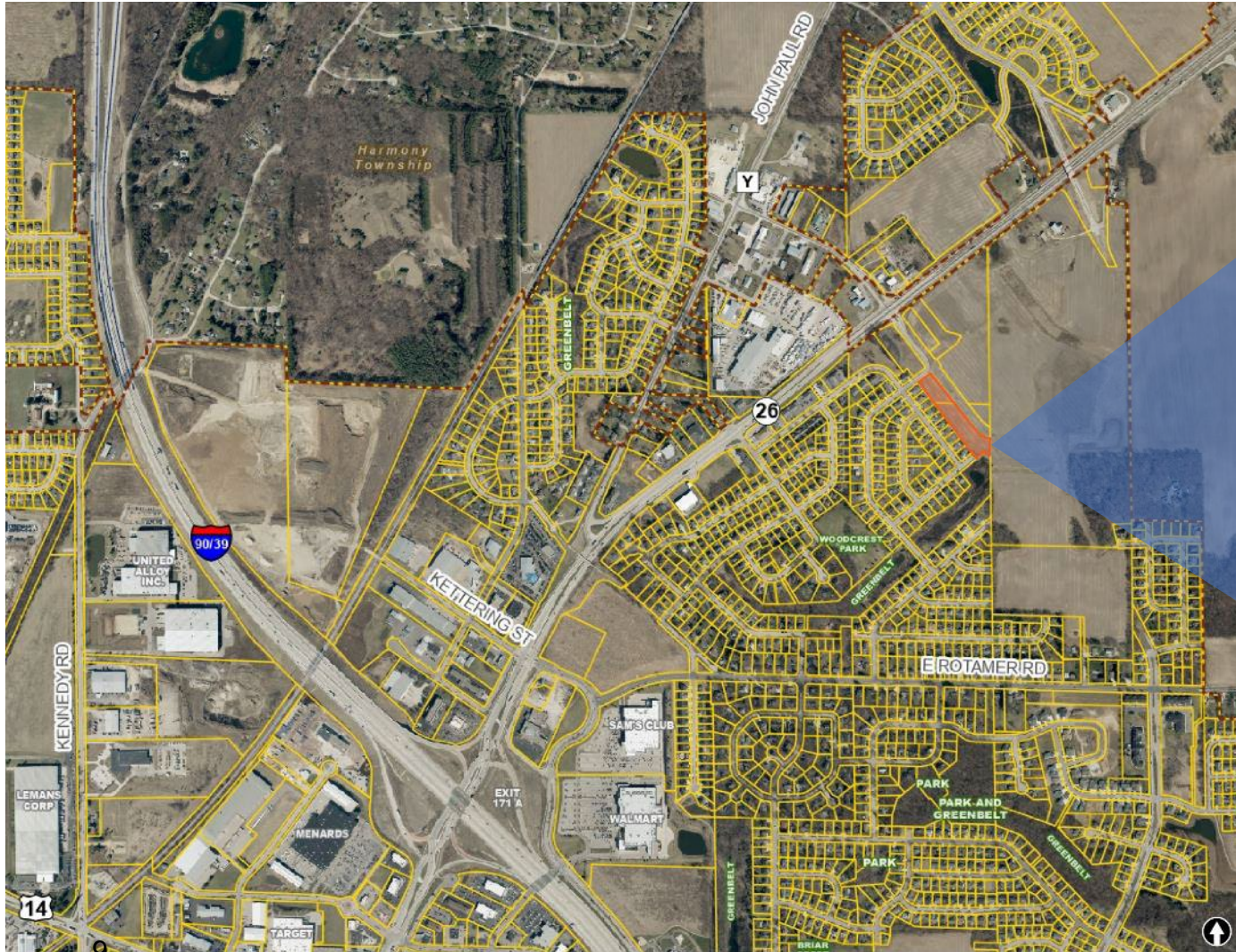
- Allow multiple principal structures permitted by right
- Minimum lot area 5,000 SF + 400 SF per unit >2
- Start requiring a minimum lot width 50 ft (none required today)
- Decrease street yard from 25 ft to 20 ft and allow setback averaging where applicable; decrease side yard from 8 ft to 6 ft for shorter buildings, but 8-12 feet for taller buildings
- Allow duplex units on the same size lots as single family
- Decrease side yard setbacks for driveways from 5 ft to 1 ft to create more usable space on a lot (this change is proposed for all districts)

Zoning Scenario Visuals

THE FOLLOWING SLIDES INCLUDE VISUALS TO HELP UNDERSTAND
IMPLICATIONS OF THE PROPOSED ZONING DISTRICTS

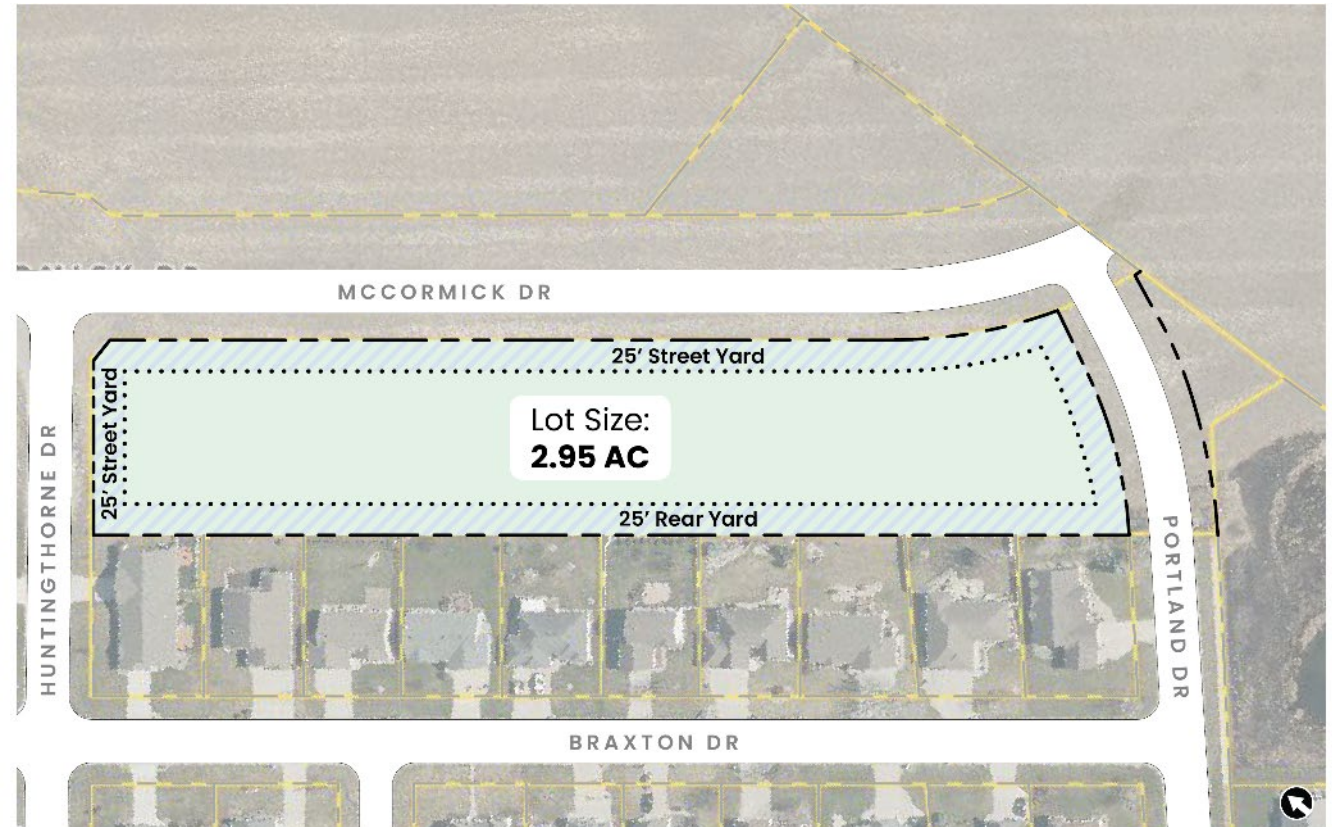
Existing Zoning – R1 & R1D

4405 McCormick Drive & 4205 McCormick Drive



Existing Conditions

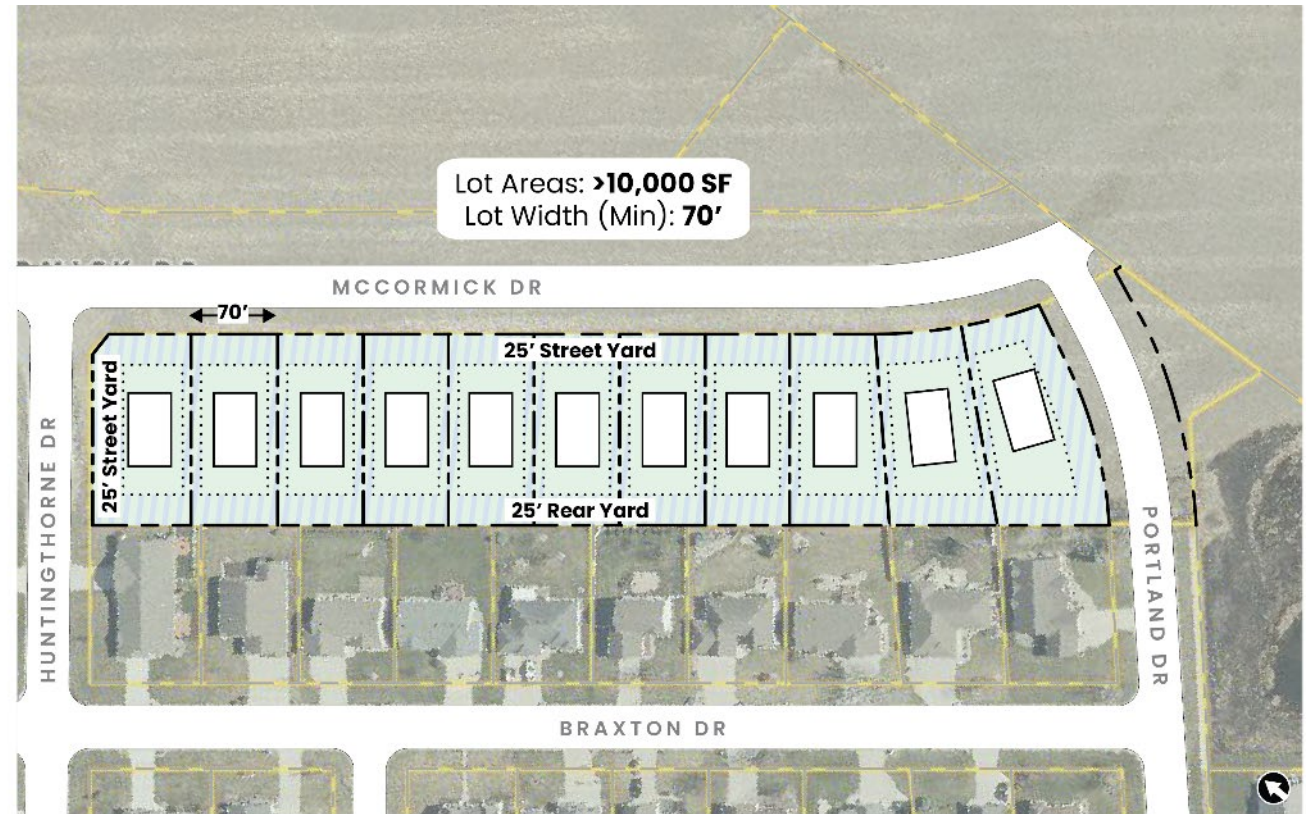
- One large lot w/ ROW for future street.
- Today (R1/R-1D zoning), min lot sizes:
 - Single family: 7,700 SF
 - Duplex: 10,000 SF



Existing Conditions
Zoning: R1 & R1D

Maximum Current Density

- 70' wide lots
- 7,700 – 10,000 SF minimum
- Single Family and Duplex
- Maximum number of units:
 - 11 single-family units
 - 22 duplex units (with CUP)



Maximum Current Density

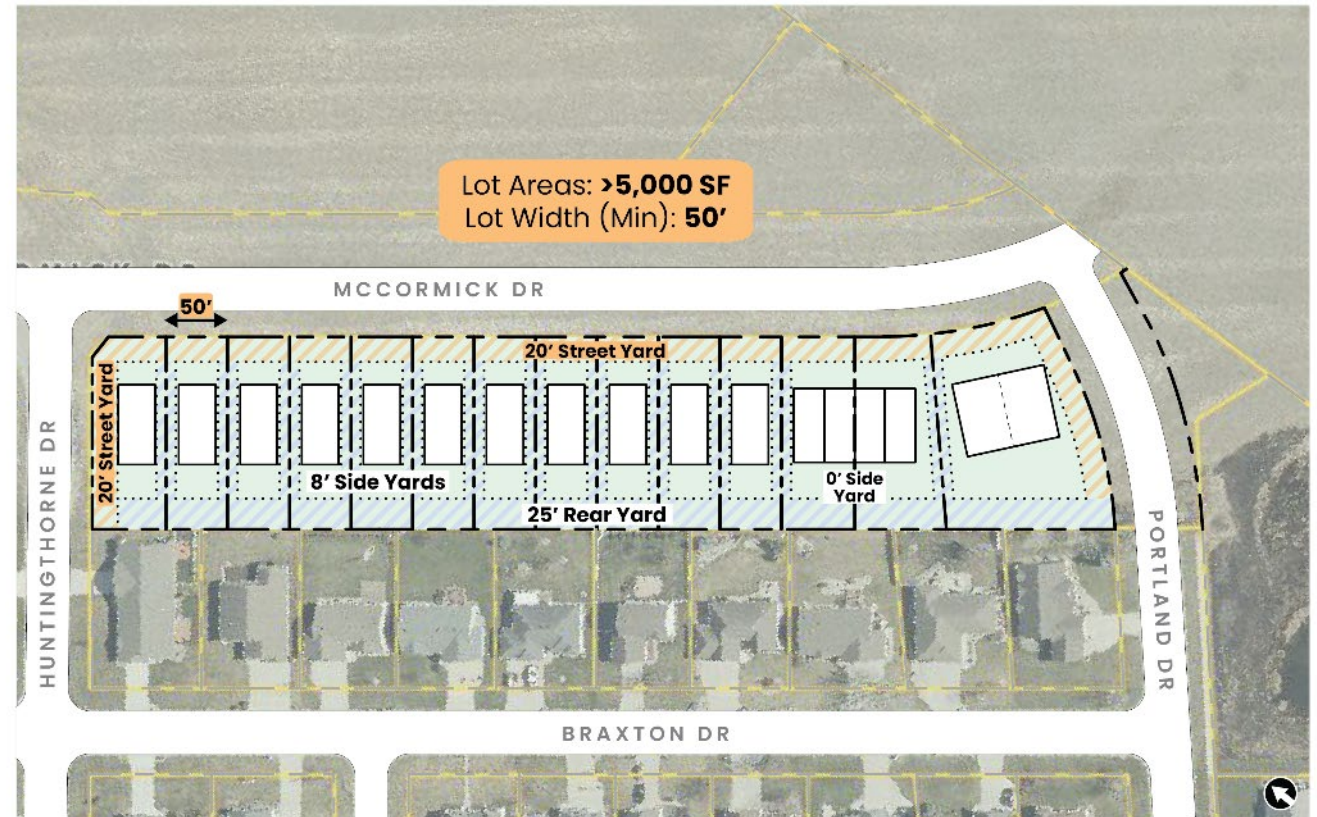
Single Family | Duplex

Zoning: R1 & R1D

Maximum Proposed Density

*Recommend zero lot line setbacks
be allowed for townhomes in the
proposed R-1 District.*

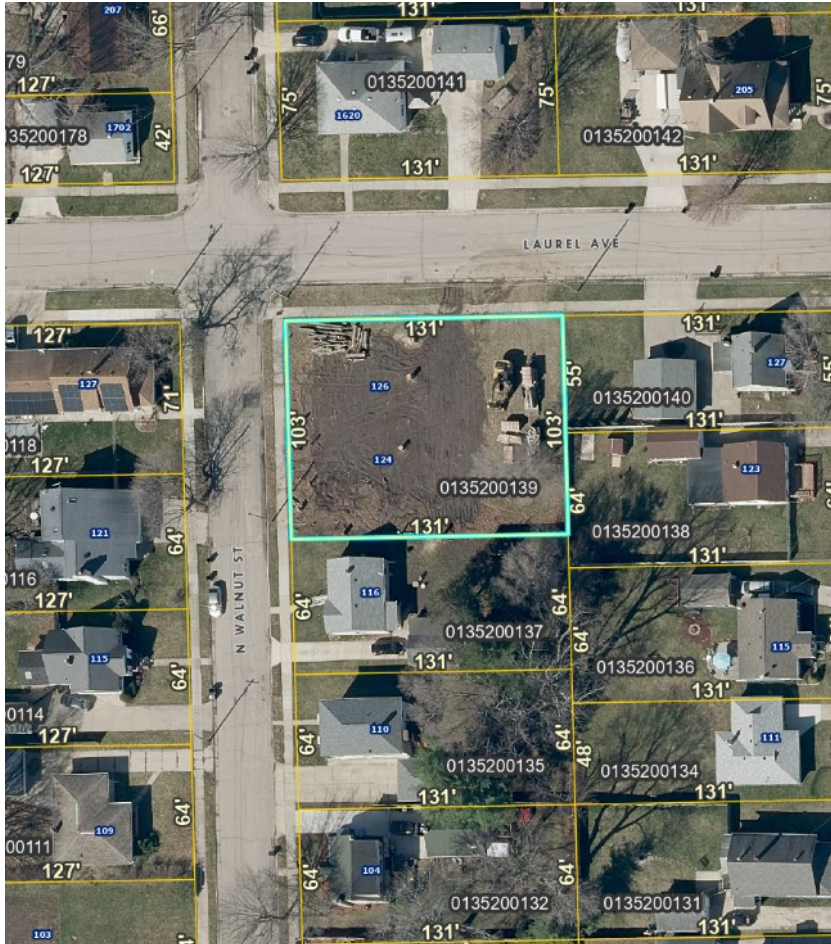
- 50' wide lots
- 5,000 SF minimum
- Single-Family, Duplex, 3-plex, 4-plex, and Townhomes
- Maximum number of units:
 - 15 single-family units
 - 30 duplex units
 - 42 triplex units
 - 44 4-plex units
 - ~18-24 townhomes
- Graphic shows:
 - 11 single-family, 22 duplex or 30 triplex
 - 4 townhomes
 - 4 4-plex units
 - TOTAL: 19-38 units
- For all structures 2+ units or greater, additional design standards that address compatibility with surrounding neighborhood would be required. (i.e. form, size, height, green space, etc.)



Maximum Proposed Density
Single Family | Duplex | Townhomes
Zoning: Proposed R-1 District

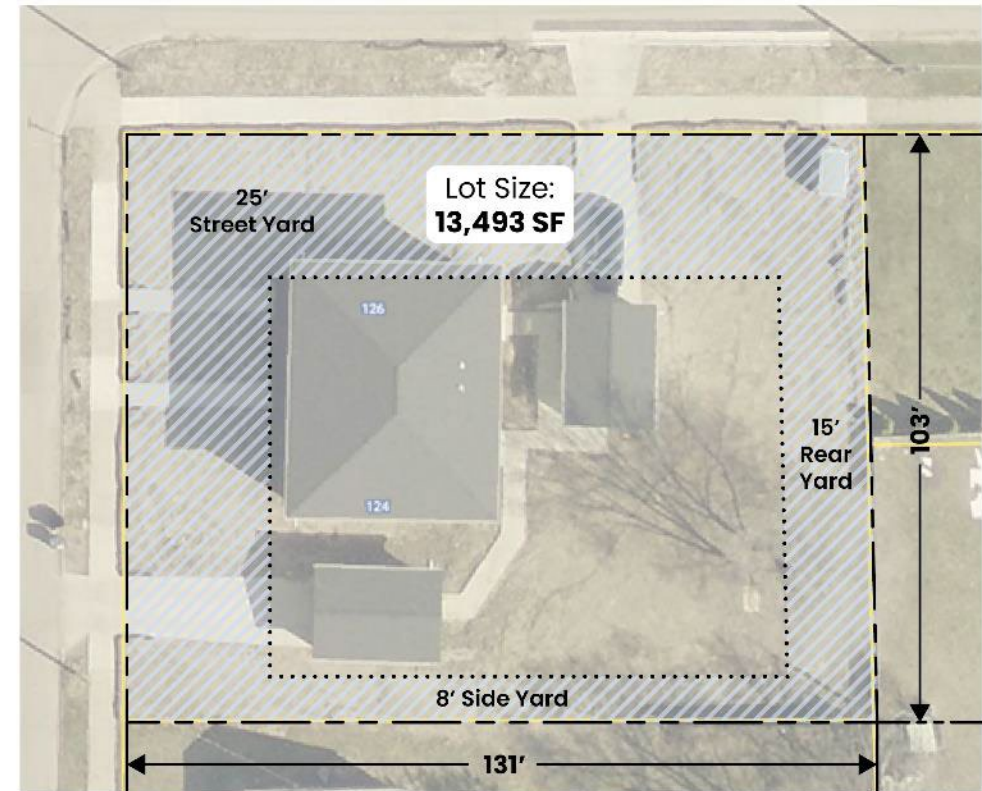
Existing Zoning – R2

124 N Walnut St.



Existing Conditions

- Infill development site, corner lot
- Today (R2 zoning), min lot sizes:
 - Single family: 5,000 SF
 - Duplex: 8,000 SF
 - Min Lot Width: 50'
- Today (R2 zoning), min setbacks
 - Street: 25 ft
 - Side: 8 ft
- Existing lot was recently developed with a duplex, the maximum density allowed.



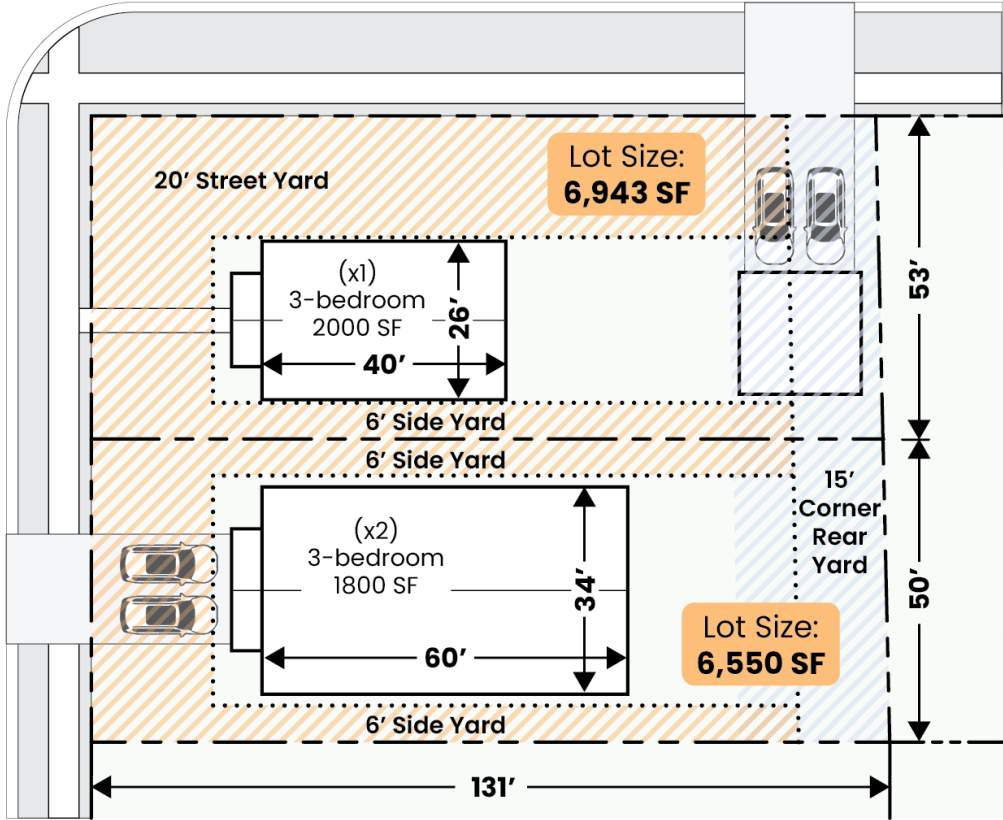
Existing Conditions

Maximum Current Density - Duplex
Zoning: R2

Maximum Proposed Density

Existing Zoning	Proposed District	
R1 Single-Family and Two-Family Residence	R-1	Low Density Residential
R-1D Two-Family Residence		
R2 Limited General Residence		

- Under proposed zoning , the lot is large enough to split into up to one duplex and one single-family lot (+50% more units)
- Proposed min lot size:
 - Single family: 5,000 SF
 - Duplex: 5,000 SF (reduced from 8,000 SF)
 - Min Lot Width: 50'
- Proposed min setbacks:
 - Street setback: 20 ft (reduced from 25 ft)
 - Side setback: 6 ft (reduced from 8 ft)
 - Rear setback: 25 ft, 15 ft on corner lots (no change)
- Additional design standards that address compatibility with surrounding neighborhood would be required. (i.e. form, size, height, green space, etc.)



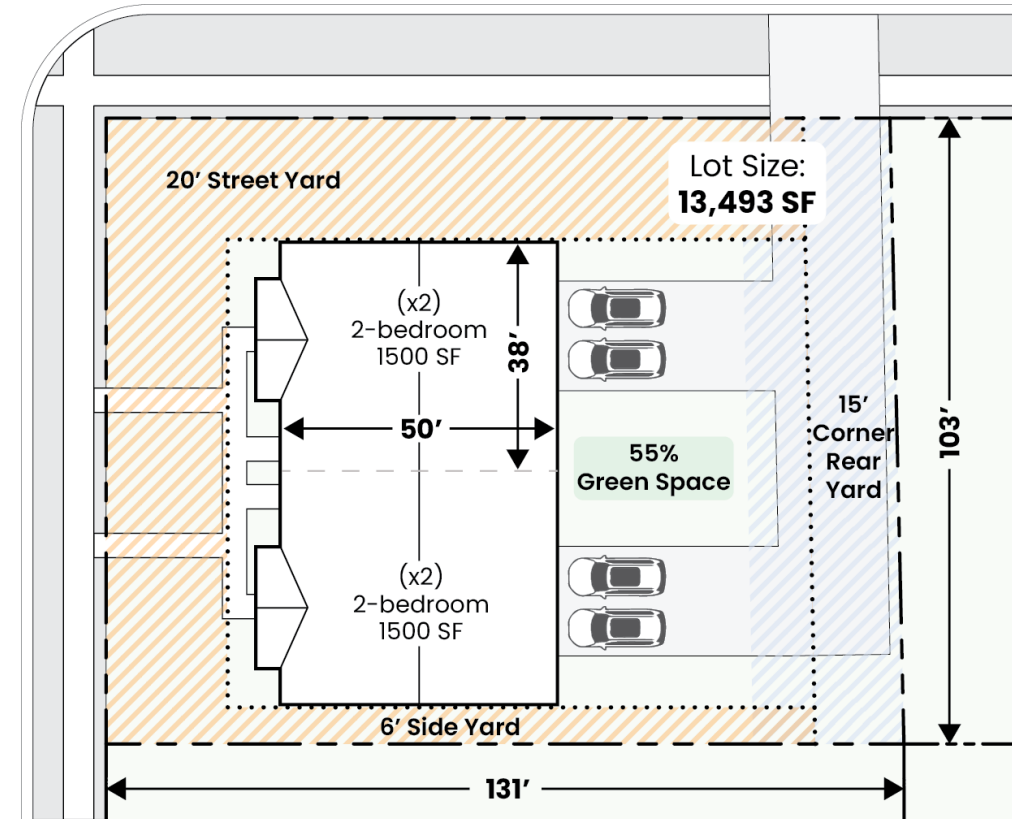
Maximum Proposed Density
 Split Lot - (1) Single Family & (1) Duplex
 Zoning: Proposed R-1 District

Possible Proposed Density

(if up to 4 units per lot are allowed)

Q: How should 4-unit structures be regulated within the proposed R-1 District if R1/R-1D/R2 are consolidated?

- Option to allow up to 4 units on existing site in one structure approved under the conditional use permit process
- Possible min lot size:
 - Single family: 5,000 SF (no change proposed)
 - Duplex: 5,000 SF (reduced from 8,000 SF)
 - 3-units: 8,000 SF (not currently allowed)
 - 4-units: 11,000 SF (not currently allowed)
- Still plenty of space to accommodate parking (2 per unit – tandem parking with rear garages/driveways shown)
- Plenty of open space remaining with market-rate sized units. ***Is green space % requirement still necessary?***
- Compatible density, but more flexibility/affordability
- For all structures 2+ units or greater, additional design standards that address compatibility with surrounding neighborhood would be required (i.e. form, size, height, green space, etc.) to allow as a conditional use.

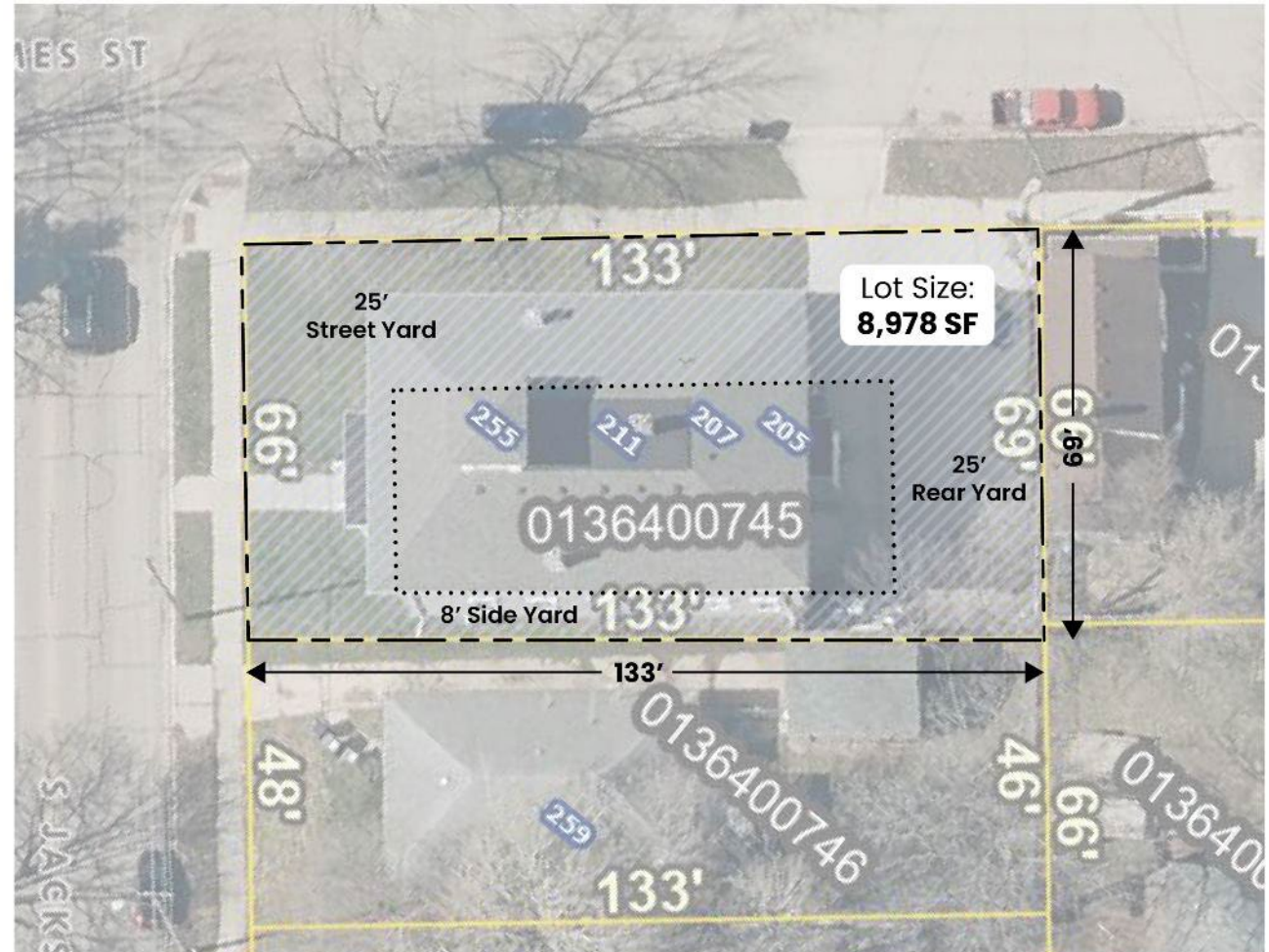


Maximum Proposed Density
4 Unit Multi-Family
Zonina: Proposed R-1 District

Existing Zoning – R4

255 S Jackson St

- One structure per lot
- Today (R4 zoning), min setbacks:
 - Street yard: 25'
 - Side yard: 8'
 - Rear yard: 25'
- Existing structure is legal non-conforming
 - 4 units, 1 principal structure

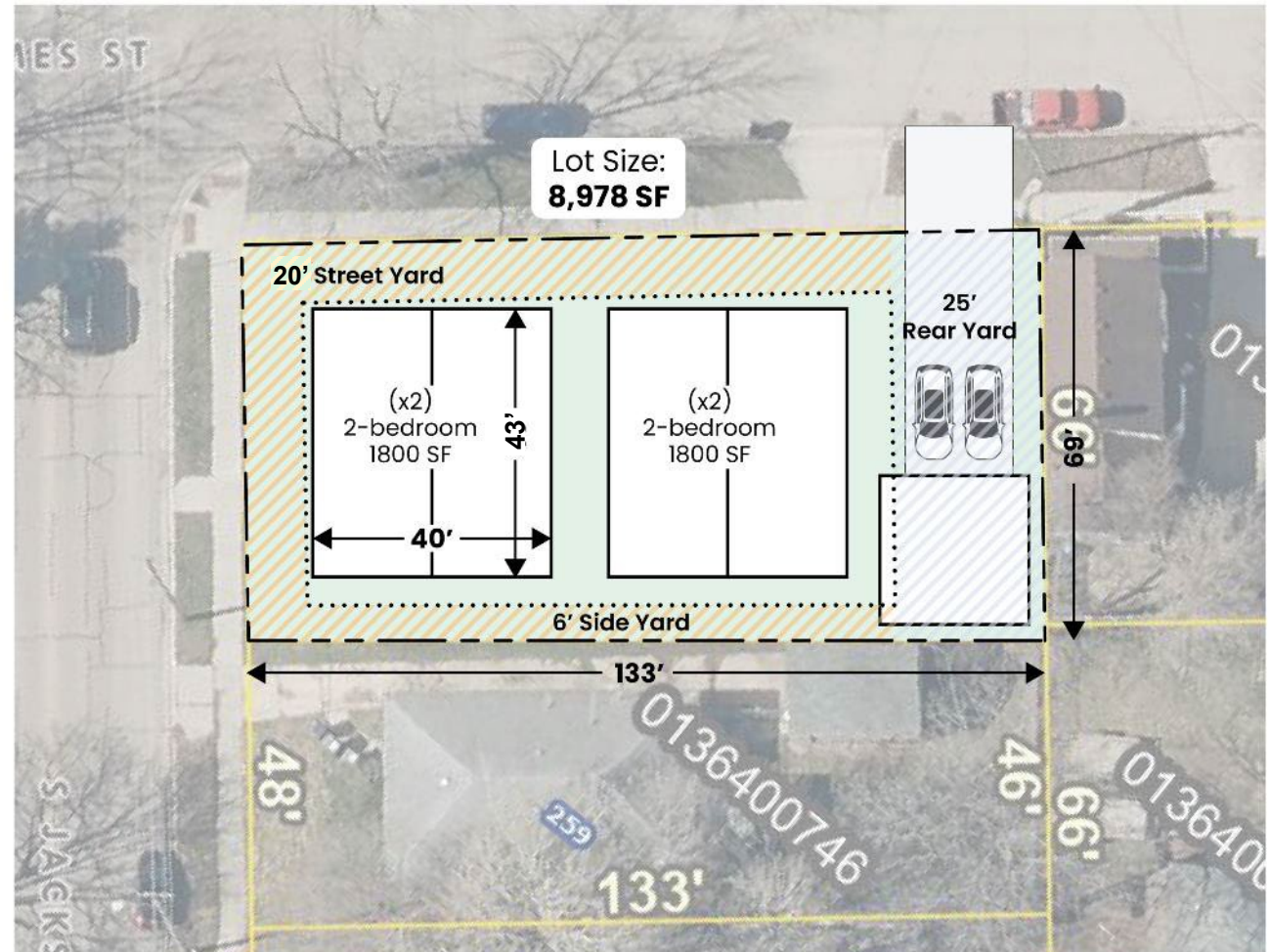


Proposed Zoning – R-2

255 S Jackson St

- Allow multiple structures per lot, meeting maximum density requirements (require conditional use permit)
- Lot area (minimum):
 - 5,000 SF + 1300 SF per additional dwelling unit >2
- Setbacks (minimum):
 - Street yard: 20' (reduced from 25')
 - Side yard: 6' + 2' for each additional story >2 (reduced from 8' for all structures)
 - Rear yard: 25' (no change)

Q: How many principal structures should be allowed by right? How many should require a conditional use permit?



Proposed Zoning – R-3

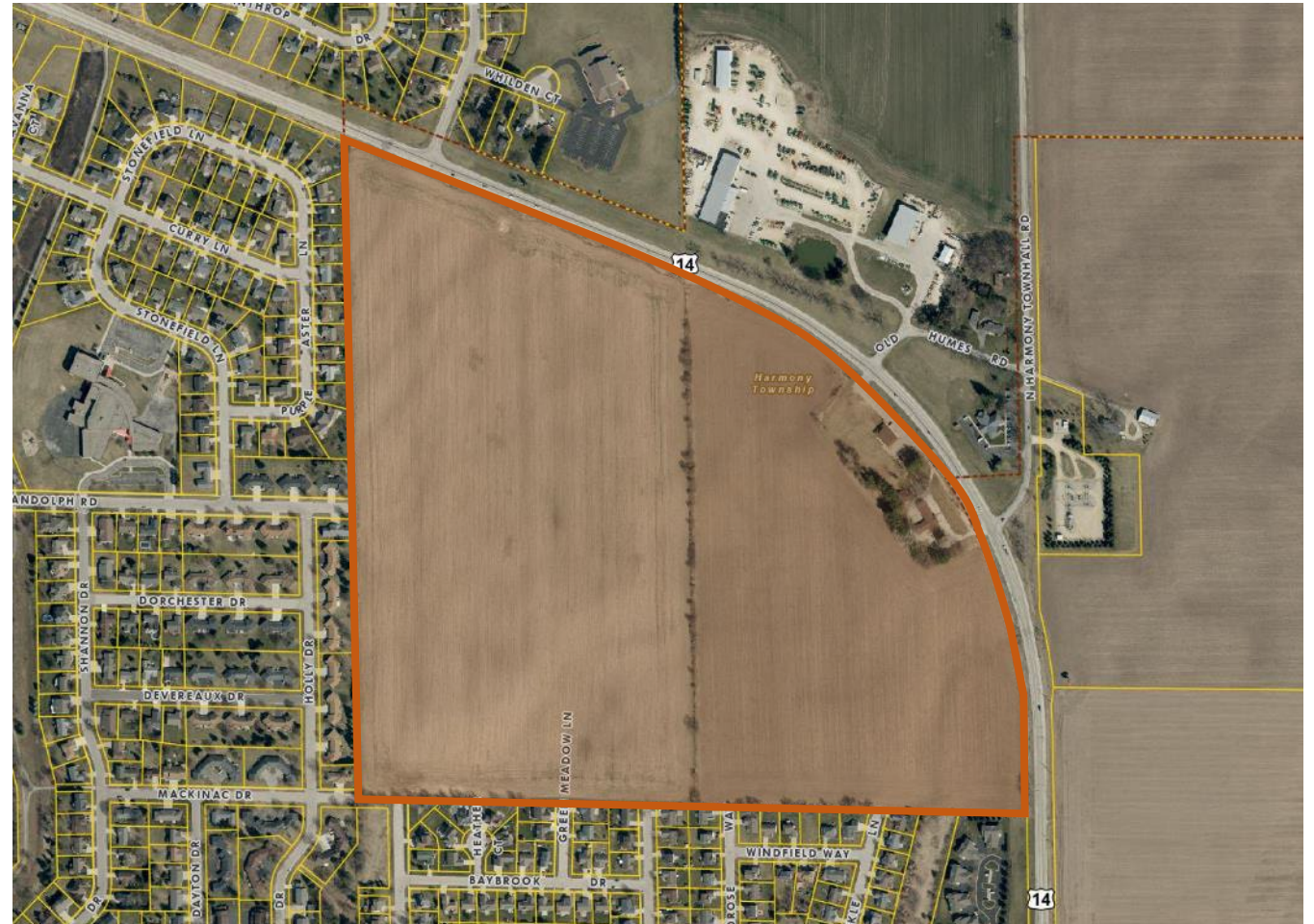
R4 Central Residence	R-3	High Density Residential
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- Allow multiple principal structures permitted by right
- Minimum lot area 5,000 SF + 400 SF per unit >2
- Start requiring a minimum lot width 50 ft (none required today)
- Decrease street yard from 25 ft to 20 ft and allow setback averaging where applicable; decrease side yard from 8 ft to 6 ft for shorter buildings, but 8-12 feet for taller buildings
- Allow duplex units on the same size lots as single family
- Decrease side yard setbacks for driveways from 5 ft to 1 ft to create more usable space on a lot (this change is proposed for all districts)

Existing Site

Hwy 14 & Harmony Townhall Rd

- Example: Agricultural land located outside city limits within designated growth area.
- Upon annexation, City applies zoning designation in accordance with Future Land Use Plan.
- In limited instances, Ag District has been applied as a “holding zone” designation to facilitate annexation in the past.
- Tends to create confusion about future development and zoning actions for surrounding residents.



Maximum Proposed Density

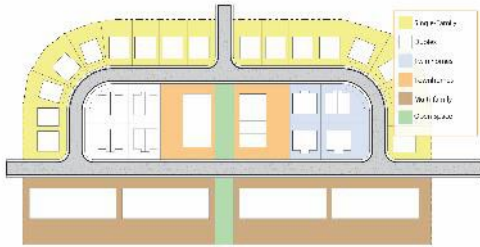
- Proposed SP-04 Urban Transition to replace the A Agricultural district:
 - 35 Acre minimum lots
 - Would still permit a single residence on a property
- Allows annexation to occur without detailed future land use planning
- Future rezoning is expected with application of Urban Transition to a Zone District that aligns with Comprehensive Plan.



Maximum Proposed Density

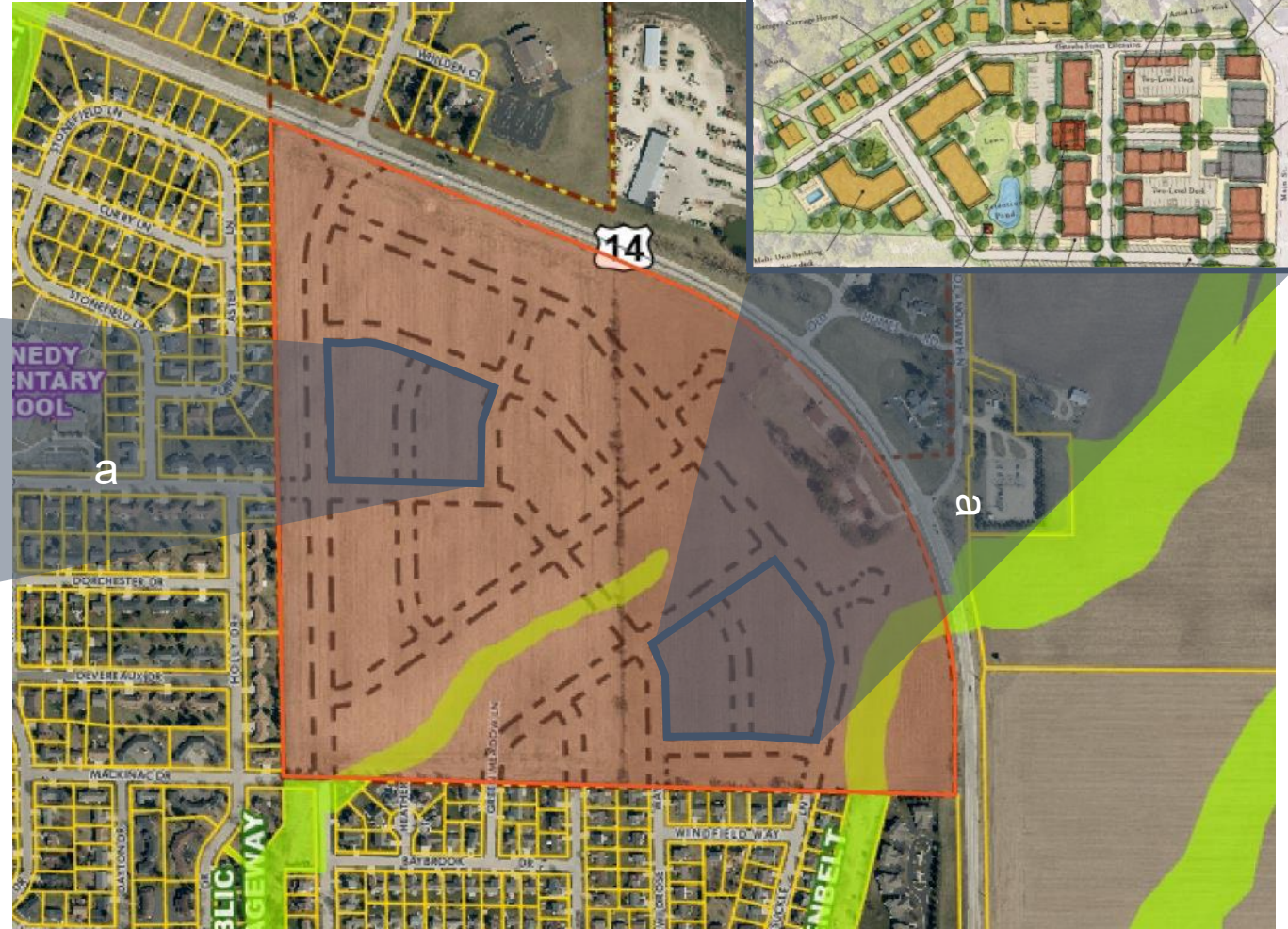
- SP-04 land remains easily developable with a variety of options based on 35-acre minimum lot size.

R-8 Planned Neighborhood



- Future rezoning is anticipated and must occur to accommodate expected development opportunities.
- Complete neighborhood plans can occur in a variety of ways

Complete neighborhoods



Proposed Zoning - R-8

**A NEW ZONING DISTRICT TO IMPLEMENT
PLANNED NEIGHBORHOODS AS
ENVISIONED IN THE JANESVILLE
COMPREHENSIVE PLAN**

- Intent: Allow multiple residential densities and neighborhood-supporting non-residential uses within a single zoning designation.
- Why it's desirable: Signals to development community the desire for walkable, mixed-use neighborhoods (as envisioned in the Comprehensive Plan).
- Current process to achieve a mixed-use neighborhood requires multiple zoning designations to achieve a mix of uses and/or housing types.
- Proposed “Streamlined” Process of the R-8:
 1. Land is subdivided and rezoned concurrently to the R-8 Mixed Residential district
 - Proposed zoning districts standards would include minimum of 2-acre development area and maximum density of 30 units/acre.
 - Design elements for the neighborhood are **established as part of the subdivision plat** (preliminary plat) **within the overall standards for the district**:
 - Determine minimum street setbacks
 - Determine maximum units per structure for each lot
 - Identify open spaces, park dedications, amenities, public improvements
 2. Following subdivision plat approval, land development types may occur by-right as a permitted use in accordance with the standards/provisions authorized by the Subdivision Plat.

Sample mixed-density development being proposed in another community



Existing vs. Proposed Zoning Districts

Existing Zoning	Proposed District	
n/a	R-9	Manufactured Home Neighborhood

Potential R-9 Zoning District



Manufactured Home Neighborhood (R-9) District

This district is intended to accommodate mobile homes and/or manufactured homes as part of a unified project, which may also include compatible community and civic uses.

- Similar dimensional standards as today.
- Placement in a separate zoning district gives the city more discretionary control.

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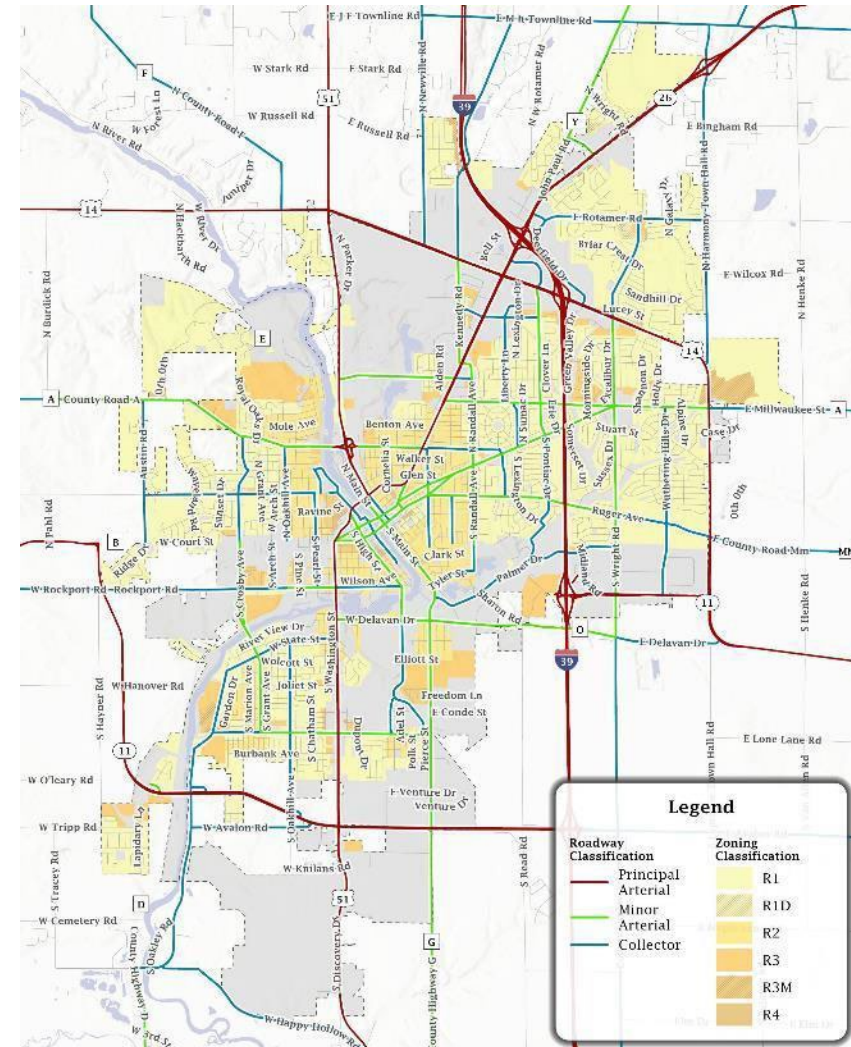
This specific property is currently zoned R3.

Neighborhood-scale Commercial within Residential Districts

Comprehensive Plan: Housing and Neighborhood Development Policy

"Encourage the creation of mixed-use neighborhood centers with a mixture of residential, retail, and office space uses that are located within existing retail and commercial areas, along key corridors, at key intersections, and within new greenfield neighborhoods."

- Allow limited commercial uses in residential districts (R-1 through R-3, & R-8) by Conditional Use.
- Based on traditional neighborhood developments
- Possible supplemental standards:
 - *Must have direct access to an arterial or collector street*
 - *Must be located on a corner lot at the intersection of two streets*
 - *May not have more than 4 off-street parking spaces, minimum parking requirements shall not apply.*
 - *May not operate outside the hours of 8am – 8pm*
 - *The first floor area of the non-residential use may not exceed 5,000 square feet*

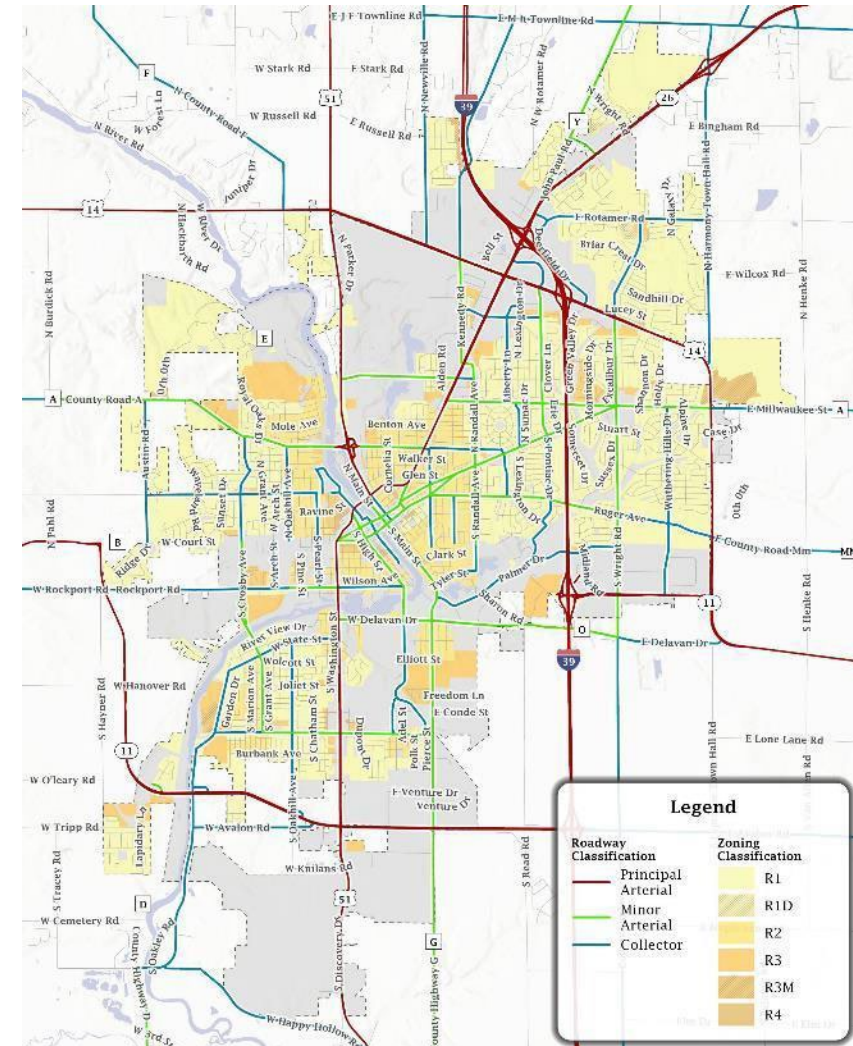


Q: What other standards would you want to see?

Neighborhood-scale Commercial within Residential Districts

- Allow conditional use permits for the following:
 - Retail sales <5,000 SF
 - Craft brewery, winery, distillery
 - Financial services
 - General or professional services
 - Office
 - Personal service
 - Restaurant
 - Veterinary clinic
 - Birth center

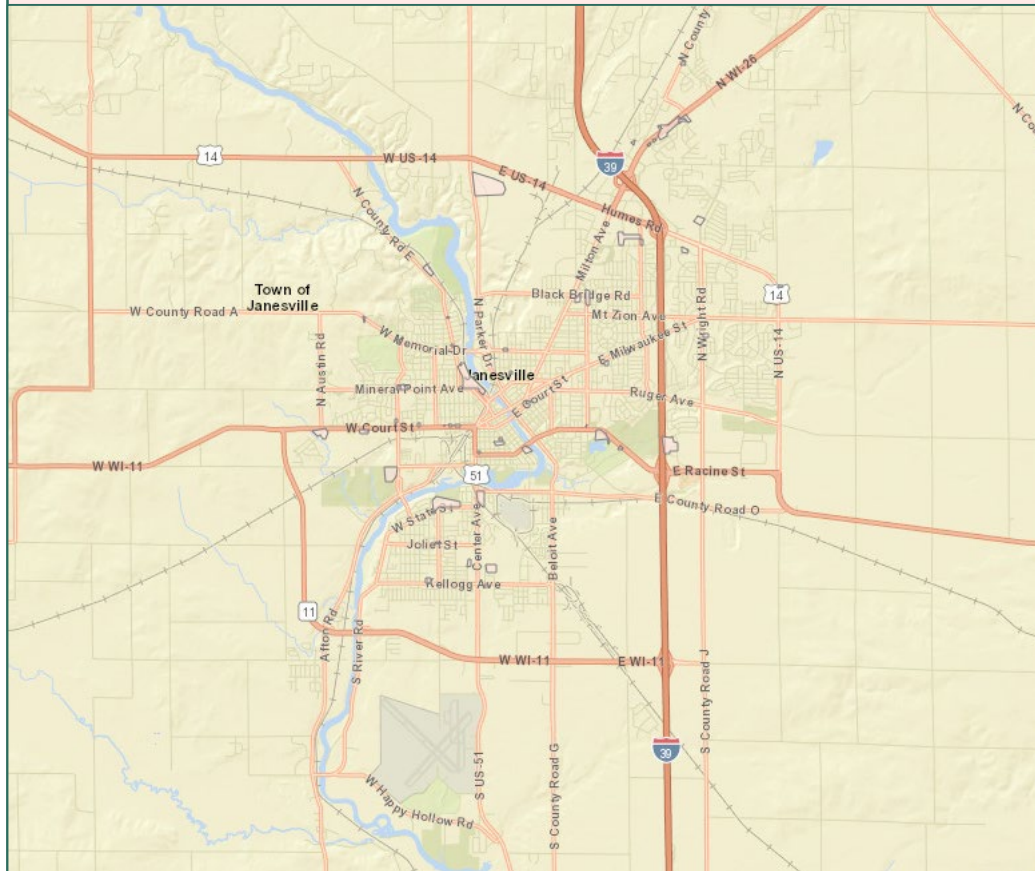
Q: What commercial uses should be allowed within residential zoning?



Existing vs. Proposed Zoning Districts

Existing Zoning	Proposed District	
B1 Neighborhood Convenience	B-1	Neighborhood Mixed use
O1 Office/ Residence		

Proposed B-1 Zoning District



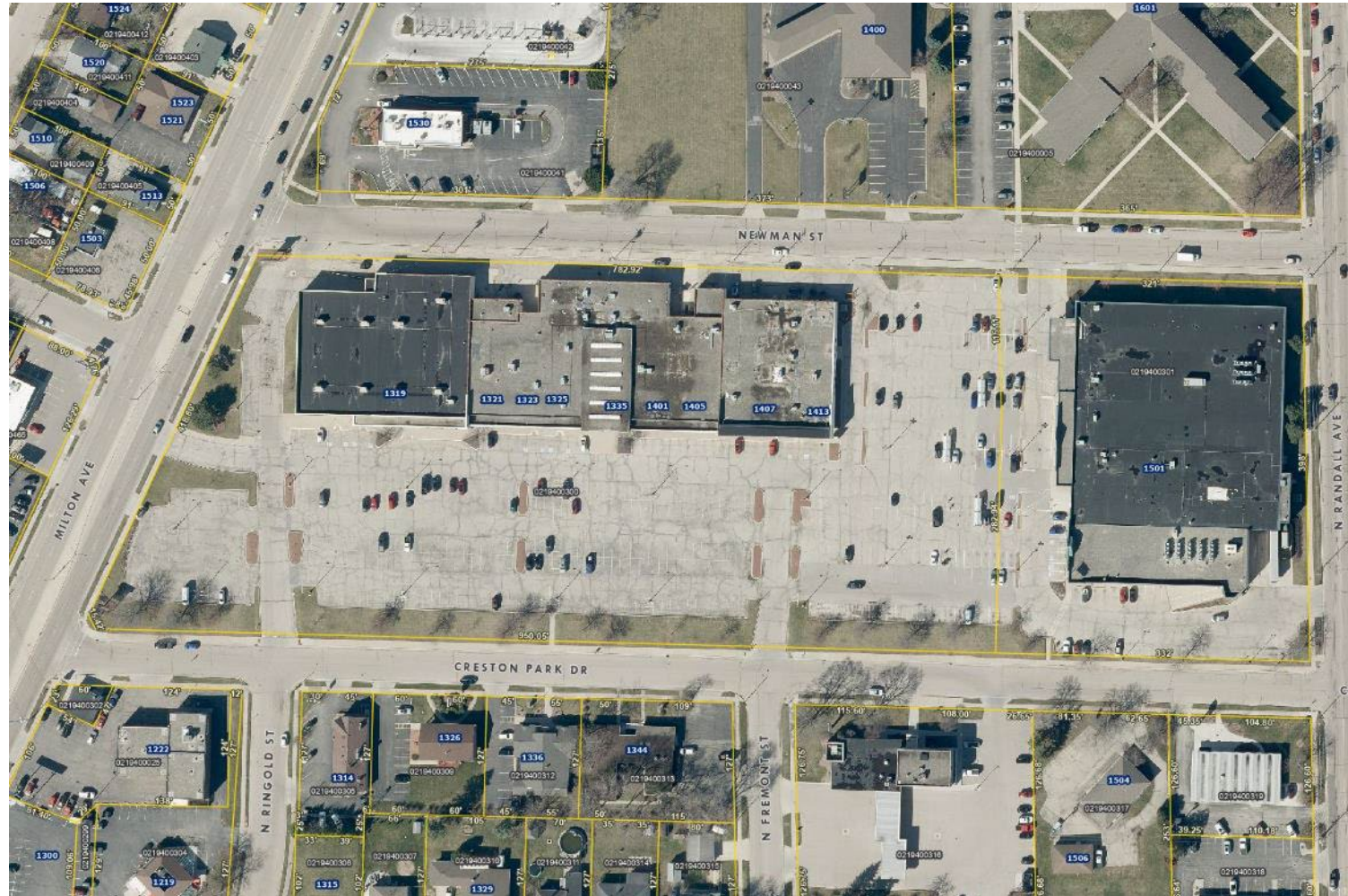
Neighborhood Mixed Use (B-1) District

This district is intended to accommodate a range of low-impact commercial, office, and residential uses compatible with residential neighborhoods and generally satisfying the basic daily needs of the surrounding neighborhoods and residences within walking distance or very short driving distance. This district is intended to permit **land uses which do not generate large amounts of vehicular traffic that would require large parking areas, loading areas, and other similar site designs that interrupt a compact and walkable development pattern for residents in the same neighborhood.**

- Few B1 and O1 parcels exist today, and would be rezoned to B-1
- New district provides a **low intensity option for commercial uses** of a smaller scale, but a higher intensity than would be allowed in residential districts.
- New district **emphasizes small scale, mixed-use development** limited to 15,000 square feet for commercial uses.
- Residential uses are limited to the same density as the proposed R-2 zoning district (5,000 SF + 1,300 SF per additional unit >2)
- Setbacks:
 - Street yard: 10 ft (reduced from 25)
 - Side yard: none, except 8 ft from residential districts (currently allow 10 ft or 0 ft w/ party wall)
 - Rear yard: 10 ft (no change)

Existing Zoning – B2 & B3

1319 Creston Park Drive

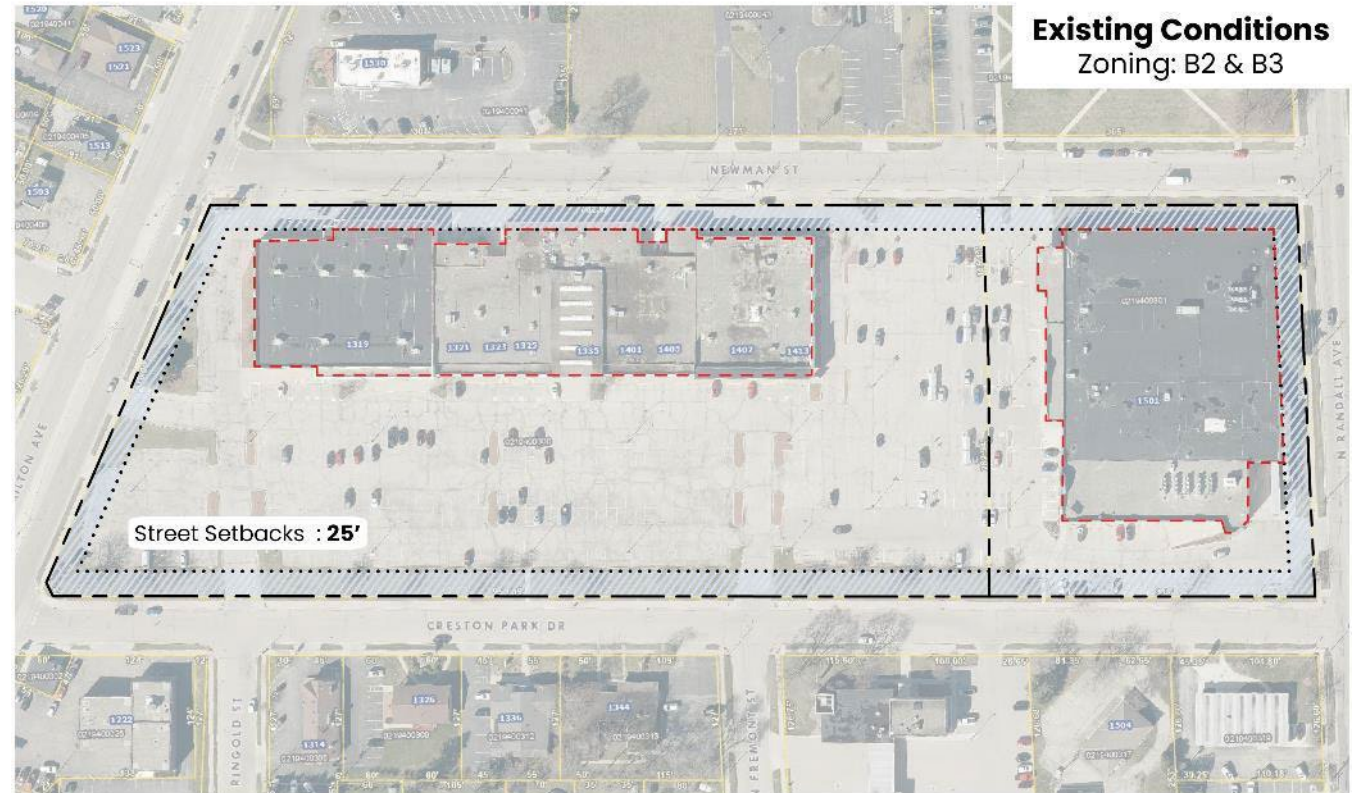


Existing Conditions

- Site for potential Mixed-use Redevelopment
- Today (B2 & B3 zoning):
 - Street setbacks – 25'
 - Requirement for ground-floor commercial but no ground-floor residential leads to underutilization of the site
 - Mixed-use buildings are allowed as a permitted use.

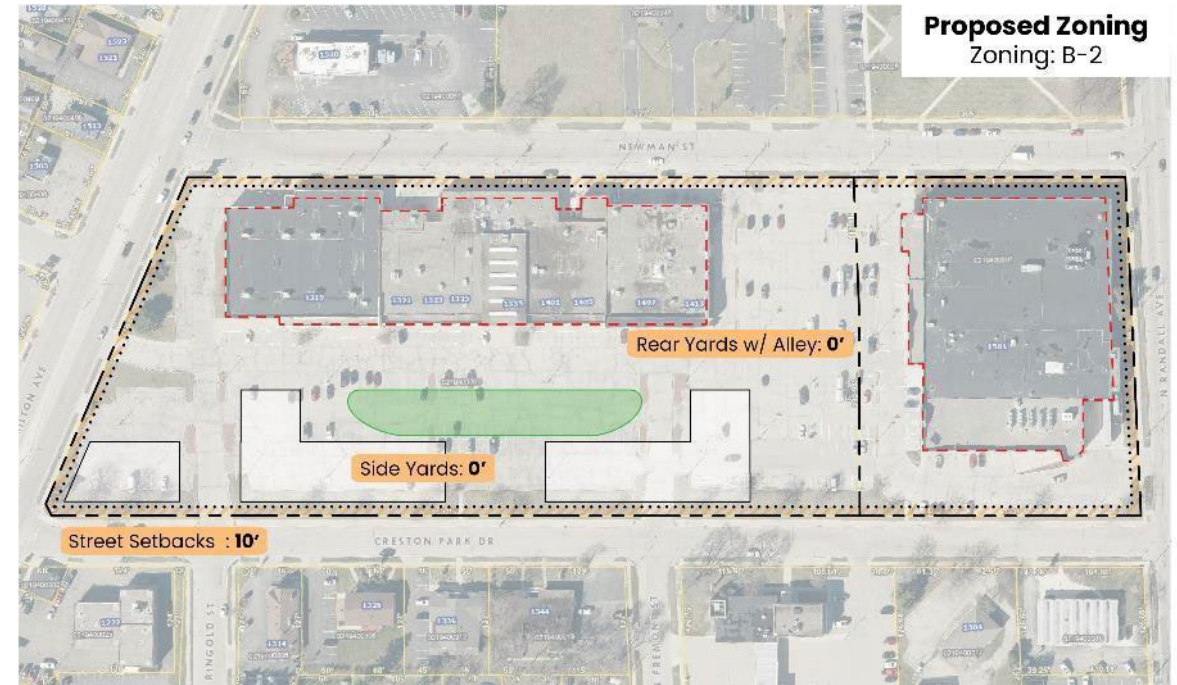
Comprehensive Plan: Housing and Neighborhood Development Policy

“Explore opportunities to transition auto-centered commercial areas into mixed-use neighborhood centers and complete neighborhoods.”



Proposed Zoning

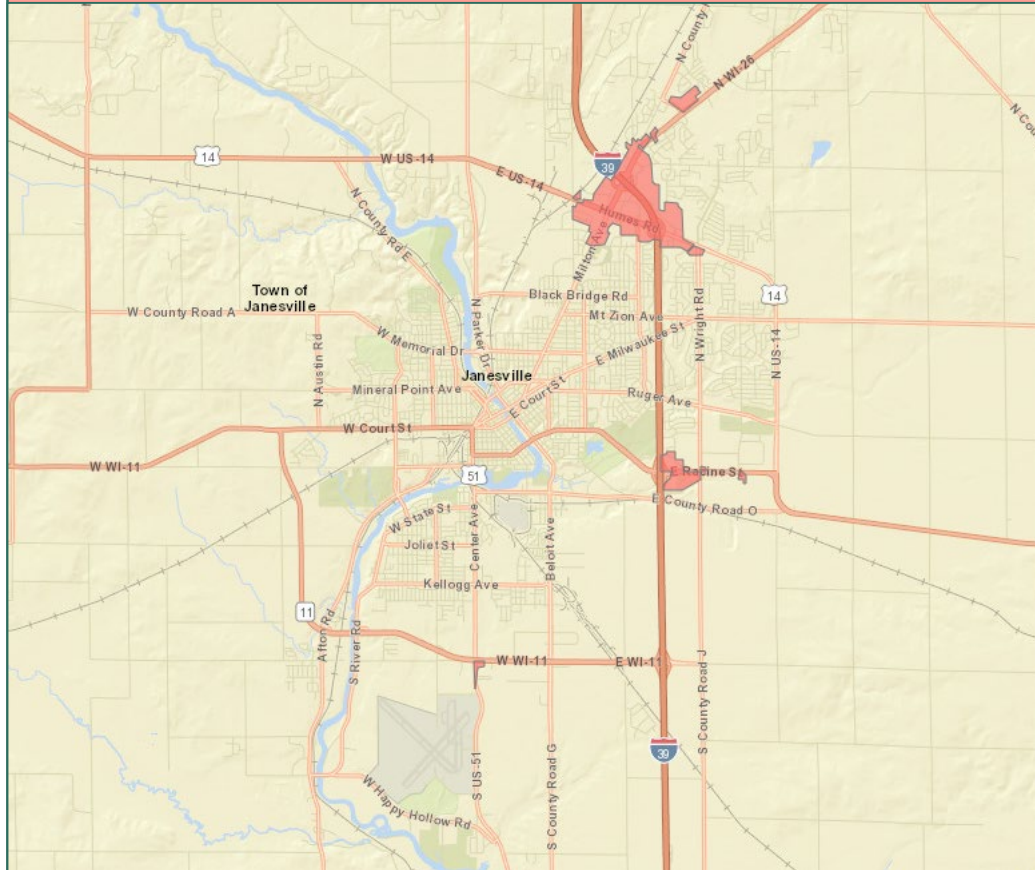
- Site for potential Mixed-use Redevelopment
- Proposed (B-2 zoning):
 - Street setbacks – 10'
 - Mixed-use allowed
 - Multifamily (including ground floor) would be allowed as a conditional use
- Increase flexibility for difficult to develop sites



Existing vs. Proposed Zoning Districts

Existing Zoning	Proposed District	
B4 Business Highway	B-3	Highway Commercial

Proposed B-3 Zoning District



Highway Commercial (B-3) District

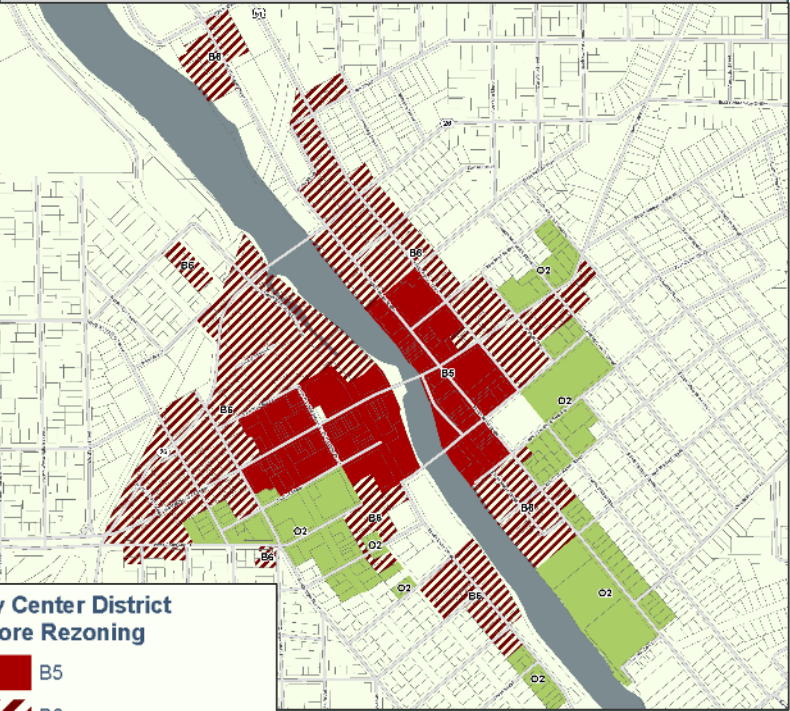
This district is primarily intended to accommodate the special needs of the persons and vehicles traveling on the freeway and intersecting highways. The B-3 District is generally located around the interchanges and intersecting highways.

- Added 50 ft setbacks and screening requirements for loading areas.
- Minimal dimensional changes compared to today, except along major US/State Highway corridors where street yard setback is currently 80 feet (or 50 feet where a frontage road is present). Propose reducing this requirement to 25 feet.
- Allow multiple principal structures permitted by right.
- Inclusion of “intentional public space” design as part of site design review procedures with the desire to make corridors more pedestrian friendly and green.

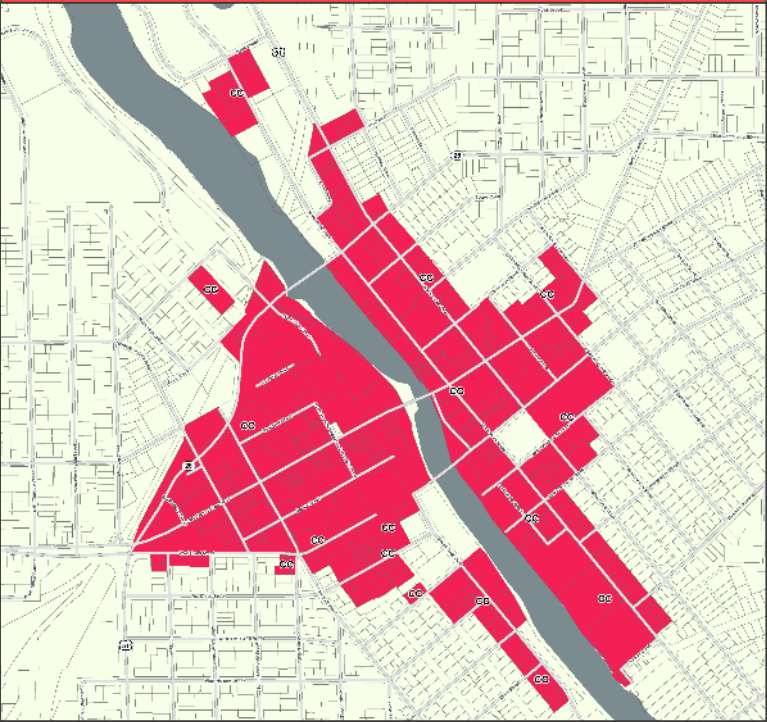
Proposed Downtown District

Existing Zoning	Proposed District	
O2 Central Office/ Residence	CC	City Center
B5 Central Business		
B6 Central Service		

Existing O2, B5, B6 Zoning Districts



Proposed CC City Center



Consolidate 3 districts into one cohesive Downtown District

Benefits of consolidation:

- Emphasizes a broad mix of downtown uses rather than the overly specific focus on office/residence, service-oriented uses, or central business uses.
- Reduces the need to rezone every time a desirable use is proposed but not permitted in the existing district.
- Expands the footprint of the downtown’s zoning to expand opportunities for developments.

City Center District Before Rezoning

B5

B6

O2

City Center District After Rezoning

CC City Center District

Q: Should parking minimums be removed within the new Downtown District?

Zoning & Subdivision Ordinance Rewrite

July 7, 2025