

R 19 E R 20 E



P



**VILLAGE OF JACKSON
Wisconsin**

**PARKS,
RECREATION
& OPEN
SPACE PLAN**

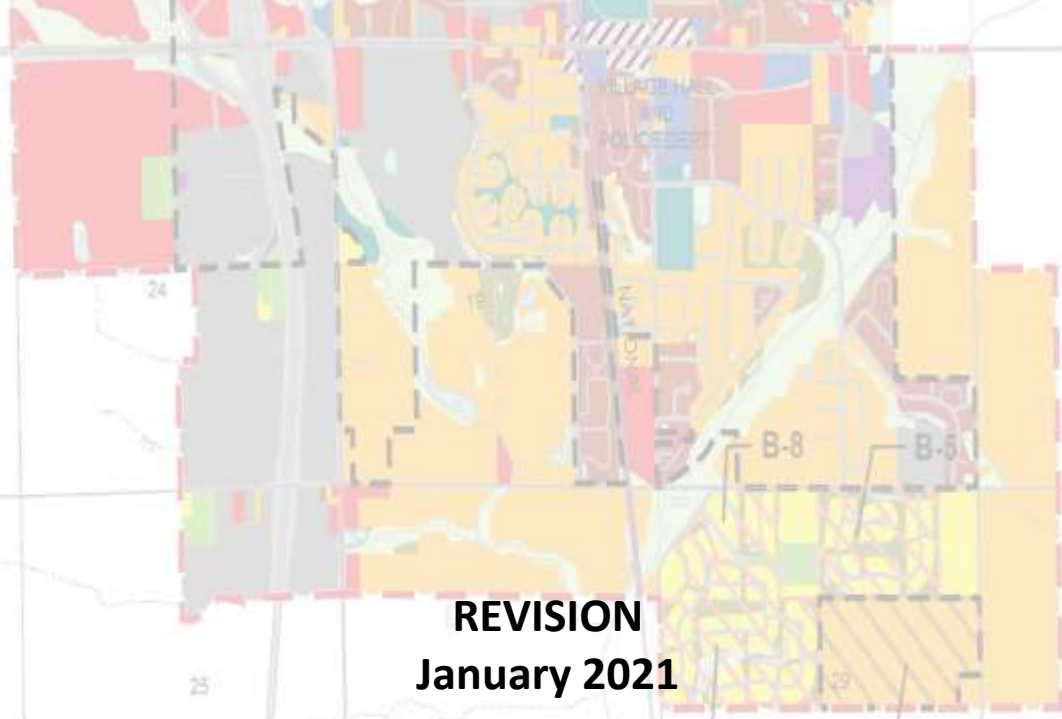
B-1

B-2

JACKSON MARSH

B-4

DLK TO
HALL AND
PARK



**REVISION
January 2021**

KETTLE MORAINE
LUTHERAN H.S.

JACK
TOWN
AND



JACKSON VILLAGE BOARD

Mike Schwab, President
 Don Olson
 Jack Lippold
 Brian Emmrich
 John Kruepke
 Traci Wells
 Brian Heckendorf

JACKSON JT. VILLAGE & TOWN PARKS & RECREATION COMMITTEE

VILLAGE REPRESENTATIVES

Casey Latz, President
 Brittany Rathke, Secretary
 Susan Rank
 Brian Mekka

TOWN REPRESENTATIVES

Renee Kreiter
 Laurie McGraw
 Christa Weiss
 John Bales

FRIENDS OF THE JACKSON PARKS & RECREATION DEPARTMENT

Casey Latz, President
 Renee Kreiter, Vice President
 Brittany Rathke, Secretary
 Gloria Teifke, Treasurer

*Prepared by Kelly Valentino, CPRP
 Jackson Parks & Recreation Director*



TABLE OF CONTENTS

Chapter I	Introduction	1
Chapter II	Inventory Findings	5
Chapter III	Trends, Implications, Classifications, and NRPA Metrics Analysis	13
Chapter IV	Public Input	24
Chapter V	Recommended Plan & Implementation	27
Chapter VI	Summary & Funding Sources	34

REFERENCE MAPS & TABLES

Map #1	Village Land Use 2050	7
Map #2	Current Parks, Recreation & Open Space Sites	9
Map #3	Area Environmental Corridors	12
Map #4	NRPA Park Types & Standards	22
Map #5	Recommended Parks, Recreation & Open Spaces	33
Table #1	Village Population	5
Table #2	Current Village Land Use	6
Table #3	2050 Planned Land Use	6
Table #4	Park & Open Space Sites	10
Table #5	Recreational Facilities	10
Table #6	Natural Areas & Critical Species	11
Table #7	National Per Capita Standards	19
Table #8	NRPA Parkland Classification & Standards	19
Table #9	Comparison of NRPA & Jackson	23
Table #10	Recommendations for Project, Acquisition & Development	32

CONTRIBUTING LINKS & APPENDICES

- A. 2050 Village Comprehensive Plan
 Website: villageofjackson.com
- B. Washington County Parks & Open Space Plan Recommendation Summary
 Website: co.washington.wi.us/uploads/docs/washington-co-comp-plan-2050-public-review-prelim-draft-final.pdf
- C. DNR – SCORP PLAN
 Website: dnr.wi.gov, keyword “SCORP”
- D. SEWRPC Planning Report #42 Amendment
 Website: sewrpc.org “Reports”
- E. 2020 NRPA Agency Performance Review
 Website: nrpa.org “2020 Performance Review”
- F. 2020 Jackson Public Survey Results
 Website: jacksonparkrec.recdesk.com
- G. Resolution of Adoption, Village 37

CHAPTER I

INTRODUCTION

PLAN CONTEXT

It is important to realize recreation, in general, encompasses a wide variety of human activities, including rest and reflection development of personal and social skills, meeting challenges, and social interaction. It includes both mental and physical exercise and personal enjoyment. Although recreational preferences may vary from individual to individual, recreation occupies a necessary and significant place in every person's life. It fulfills personal needs for quality of life and enhances a community's goal for Economic Development. Funding sources have become increasingly difficult due to financial burdens of many communities. Thus, the use of park impact fees is necessary for achieving Parks, Recreation, and Open Space goals for the Village of Jackson. This requires greater understanding of land use laws, knowledge of perceptive planning, improved accounting systems, open space, and pathway systems being fully integrated into the most current practice of growth management, land use controls, and land conserving development tools. Keeping this in mind, several areas throughout the plan will also reference and provide statistical information from the Village Comprehensive Plan 2050.

The primary purpose of the Parks, Recreation and Open Space Plan for the Village of Jackson is to guide the preservation, acquisition, and development of land for park, recreation, and related open space purposes as needed to satisfy the wide range of active and passive recreational needs of the Village Residents, and to protect and enhance the important natural resources located throughout the community as a whole. The importance of calculating and understanding the National Recreation & Park Association (NRPA) Metrics and Level of Service (LOS) for the community and the need for flexibility can be found in Chapter III.

Park and Open Space acquisition, development, and use have long been issues of concern to public officials and citizen leaders because of the

importance of outdoor recreation sites and natural resource protection. The Village of Jackson Parks, Recreation & Open Space Plan will work in cooperation with the Southeastern Wisconsin Regional Planning Commission (SEWRPC), adopted Report No. 45 Amendment, Natural Areas and Critical Species Habitat Protection & Management Plan for the Southeastern Wisconsin Region, adopted in 2010, as well as the 4th Revision of the Washington County Parks & Open Space Plan, adopted by the County Board in 2020. Both plans recommend that each local unit of government in the County refine and detail the adopted plan as it relates to its local area of jurisdiction. Summaries of both plans may be found in Chapter V.

PLAN HISTORY & UPDATES

On July 12, 1995, the Village of Jackson requested that the Regional Planning Commission assist the Village in the preparation of a new Parks & Open Space Plan. The plan was to reflect recent park and open space acquisition and development activities within the Village and was also intended to maintain Village eligibility to apply for and receive Federal and State Aids in partial support to the acquisition and development of park and open space sites and facilities. The planning process was conducted under the guidance of the Village of Jackson Parks & Recreation Committee. In 2003, the Village requested a review and revision of the plan by the Parks & Recreation Director, under the guidance of the Village Parks & Recreation Committee and the Village & Town Joint Planning Group. The same procedure held true for the Town of Jackson, implementing its initial plan in 1986. It was decided in the Fall of 2004 by the Joint Planning Group, to combine plan revisions and create one Joint Village & Town Parks, Recreation & Open Space Plan. In 2006, it was decided that the revised Joint Parks, Recreation & Open Space Plan would be a component of the Joint Smart Growth Comprehensive Plan to be approved in 2008.

The Joint Village and Town Parks, Recreation & Open Space Plan was due for updating in 2014. Unfortunately, a lengthy lawsuit over boundary agreements between the Village and Town put a hold on both the Parks, Recreation & Open Space

Plan and Comprehensive Plan updates. The lawsuit was mediated in the fall of 2018. The outcome was a mediated cooperative plan agreement between the Village of Jackson and Town of Jackson. In 2019, it was decided that both the Parks, Recreation & Open Space and Comprehensive Plans would be done independently by each municipality. During the legal dispute, the Town terminated the park portion of the agreement with the Joint Parks & Recreation Department. The Town and Village Boards, at a joint meeting in July 2014, agreed to a cost sharing formula for the operation and maintenance of the Jackson Area Community Center.

As of January 2019, the Parks, Recreation & Open Space Plan will only cover the Village of Jackson. It will also be an addendum to the Village Comprehensive Plan, 2050. The Town will create its plan independently.

PLANNING AREA

The Village of Jackson is located in the southeastern portion of Washington County. The planning area for the Village of Jackson, as shown in Map #1, pg. 7 Preliminary Land Uses in the Village of Jackson: 2050. Demonstrated on page 6, the planning area currently encompasses about 1,959.3 acres. The 2050 Village of Jackson Comprehensive Plan, approved in November 2019, estimates the total acreage to increase to 4,718 acres by 2050.

REPORT FORMAT

The findings and recommendations of the Village Parks, Recreation & Open Space Plan are set forth in this report. Following this introductory chapter, Chapter II presents information about the Village pertinent to park and open space planning. This includes information on the resident population, the land use pattern, and natural resources within the Village. An inventory of existing parks and open space sites and facilities is also included in Chapter II. Chapter III presents Trends, Implications, Classifications and Level of Service Analysis, which serve as the basis for the development of the new parks, recreation and open space plan. It provides an inventory of parks and open space needs for the Village. The recommendations and implementation

of the parks, recreation, and open spaces and the actions required to carry them out, are presented in Chapter V. A plan summary may be found in Chapter VI.



CHAPTER II

INVENTORY FINDINGS

INTRODUCTION

The proper formulation of any park and open space plan requires the collection of pertinent data. In this chapter we will look at the various information from the Village of Jackson:

- Population History and Projections
- Land Use Development, Current and Future
- Existing Parks, Recreation, Pathways and Open Space Sites and Facilities
- Natural Resources within the Village Planning Area



POPULATION OF THE VILLAGE OF JACKSON

Historic and existing population levels are an important consideration in any park and open space planning effort. The Wisconsin Department of Administration provided the population data for TABLE #1 – Population Forecasts. It shows the population trends for the Village of Jackson since 1850. These numbers, along with other State gathered data, help to project future population to the year 2040.

Population forecasts are based on historical trends and are subject to revision. Many factors, such as changes in municipal boundaries, policies, housing availability, highway upgrades, economic development, and fluctuating economies can have a substantial impact on population trends.

TABLE 1
Population / Forecasts

Geographic Area	1850	1920	1950	1980	2000 (Census)	2010 (Census)	2020 (Projection)	2030 (Projection)	2040 (Projection)
Town of Jackson	1,038	1,231	1,299	3,180	3,516	4,134	4,564	5,395	5,655
Village of Jackson	-	230	361	1,817	4,938	6,753	7,199	9,085	9,210
Town of Hartford				3,269	4,031	3,609	3,690	3,810	3,630
City of Hartford				7,159	10,895	14,223	16,030	18,530	1,958
Town of Polk				3,486	3,939	3,937	4,170	4,455	4,395
Village of Slinger				1,612	3,901	5,068	5,840	6,855	7,330
Town of Trenton				3,914	4,440	4,732	5,030	5,425	5,400
Town of West Bend				3,588	4,834	4,774	4,985	5,260	5,130
City of West Bend				21,484	29,152	31,078	34,050	37,710	38,430
Village of Richfield				8,390	10,373	11,300	12,220	13,400	13,540
Village of Germantown				10,729	18,260	19,749	21,430	23,700	24,110
Washington County				84,848	117,496	131,887	137,637	160,280	163,890

Wisconsin Department of Administration, Demographic Service Center - 2013, based on 2010 census.

EXISTING LAND USE BASE

Land use is an important determinant of both the supply and the demand for parks, recreation, and related open space facilities. Accordingly, an understanding of the amount, type, and spatial distribution of land uses in the Village, along with the planning area, as well as the historical conversion of rural lands to urban use, is essential to the development of a sound park and open space plan. Also integral to the plan development, is an understanding of land available for conversion to various types of urban uses.

The Planned Land Uses for Village of Jackson Sewer Service Area 2050 may be found in Table #3, below and Map #1, pg. 7. It details the planned use for the Village of Jackson, including the descriptions, acreage and percent of land in relation to the entire Village.

TABLE #2

Current Village of Jackson Land Use Inventory by Acreage, 2019

DESCRIPTION OF LAND USE	ACREAGE	% OF TOTAL
Agricultural Use	95.84	4.9
Single Family Residential	473.96	24.3
Two-Family Residential	95.75	4.9
Multi-Family Residential	105.83	5.4
Manufactured Housing	64.42	3.3
Retail Business & Service Users	67.72	3.5
Industrial Uses	298.75	15.3
Institutional Uses	35.28	1.8
Parks	75.74	3.9
Undeveloped Land	167.28	8.5
Floodway, Floodplains, Waterways	179.67	9.2
Rights-of-way & Utilities	299.04	15.3
	1959.3	100

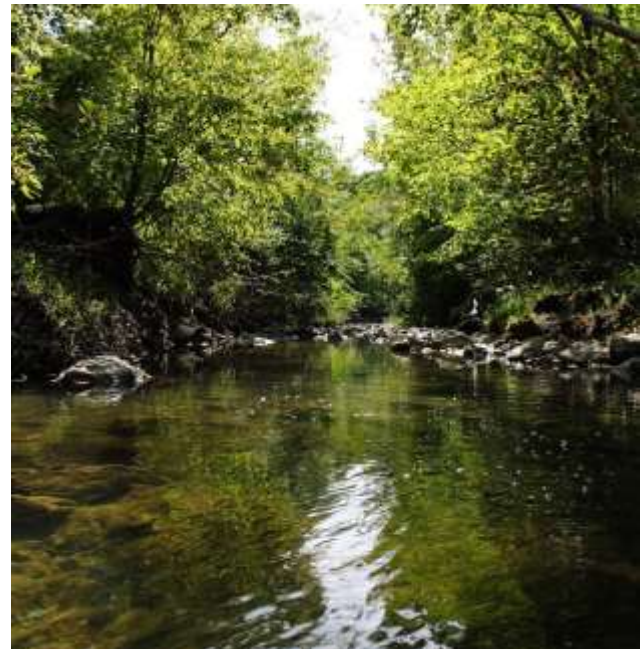
Village Comprehensive Plan, 2019

TABLE #3

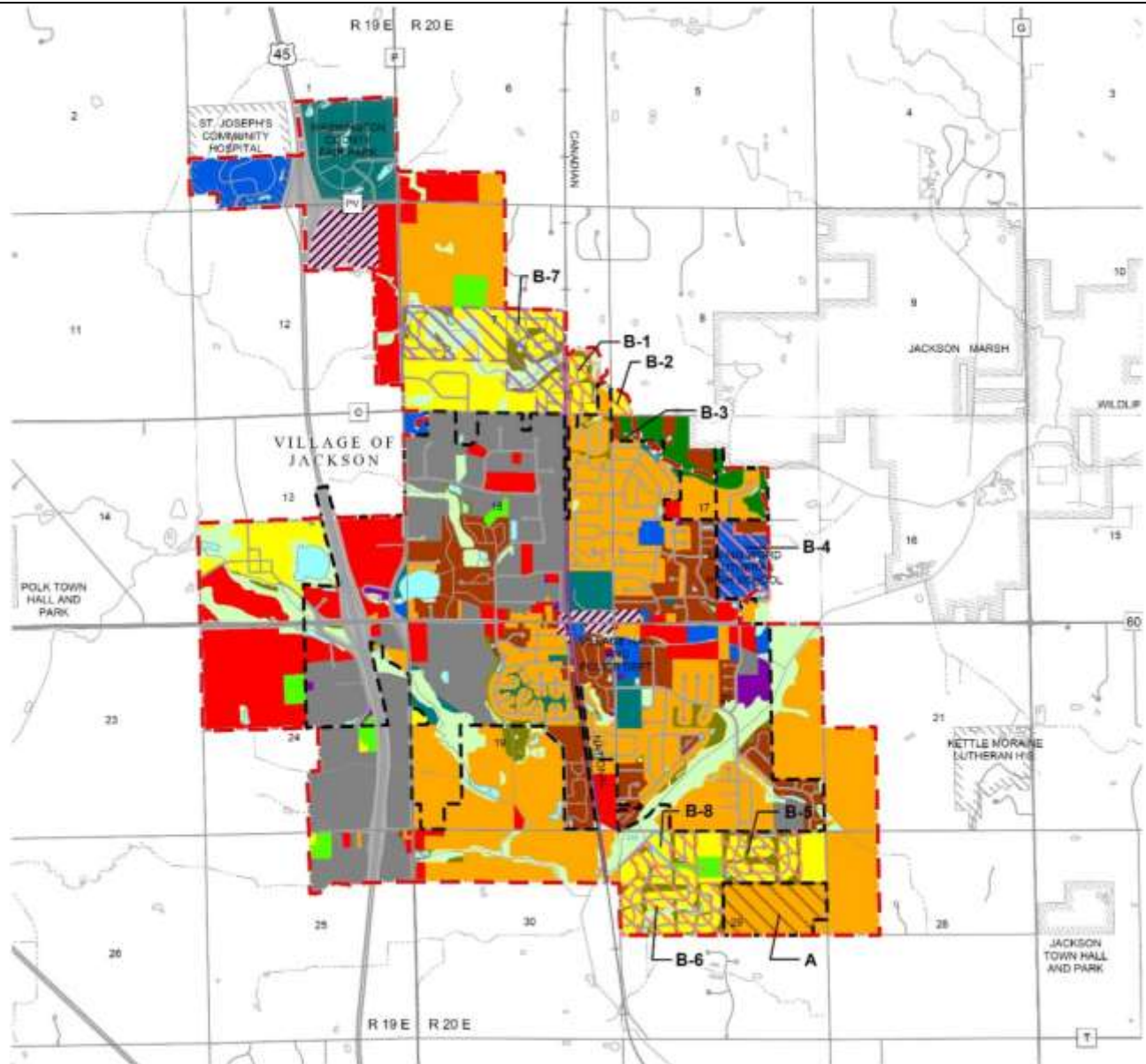
Planned Land Uses in the Village of Jackson Planned Sewer Service Area: 2050

Land Use Category*	Planned 2050 Land Uses	
	Acres	Percent
Suburban-Density Residential	356	7.5
Medium-Density Residential	1,224	26.0
Multifamily/High-Density Urban Residential	307	6.5
Mixed-Use	76	1.6
General Commercial	461	9.8
Industrial	610	12.9
Governmental and Institutional	165	3.5
Park and Recreation	185	3.9
Street and Highway Rights-of-Way	563	11.9
Other Transportation and Utilities	56	1.2
Primary Environmental Corridor	60	1.3
Isolated Natural Resource Area	54	1.1
Wetland Outside of Primary Environmental Corridor and Isolated Natural Resource Area	390	8.3
Other Conservancy Lands to be Preserved	137	2.9
Surface Water	74	1.6
Total	4,718	100.0

Source: Village of Jackson and SEWRPC



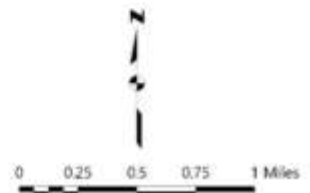
Map #1
Preliminary Land Use Plan for the Village of Jackson: 2050



- | | | | |
|--|--|--|--|
| | SUBURBAN-DENSITY RESIDENTIAL | | PRIMARY ENVIRONMENTAL CORRIDOR (PEC) |
| | MEDIUM-DENSITY RESIDENTIAL | | ISOLATED NATURAL RESOURCE AREA (INRA) |
| | MULTIFAMILY/HIGH-DENSITY URBAN RESIDENTIAL | | WETLAND OUTSIDE OF PEC OR INRA |
| | MIXED-USE | | OTHER CONSERVANCY LANDS TO BE PRESERVED |
| | GENERAL COMMERCIAL | | SURFACE WATER |
| | INDUSTRIAL | | PLANNED SEWER SERVICE AREA BOUNDARIES (SEPTEMBER 2018) |
| | GOVERNMENTAL AND INSTITUTIONAL | | TOWN/VILLAGE BOUNDARY |
| | PARK AND RECREATION | | |
| | STREET AND HIGHWAY RIGHTS-OF-WAY | | |
| | OTHER TRANSPORTATION AND UTILITIES | | |

- AREAS TO BE ATTACHED TO THE VILLAGE OF JACKSON PER THE MEDIATED COOPERATIVE PLAN AGREEMENT (5/2018)**
- TO BE ATTACHED IMMEDIATELY (A)
 - TO BE ATTACHED IN 2021 (B-1, B-2, B-3, B-4, B-5, B-6)
 - TO BE ATTACHED BETWEEN 2021 AND 2030 (B-8)
 - TO BE ATTACHED IN 2030 (B-7)

Source: Village of Jackson and SEWRPC



The following section is an inventory of current Parks, Recreation and Open Spaces throughout the Village of Jackson.

Per the 2019 Land Use in Table #2, pg. 6, the Village currently encompasses 1959.3 acres. Table #4, pg. 22 shows there are 85 acres of existing Public Park, Recreation and Open Space sites located within the Village of Jackson, which is 3.9% of the Village of Jackson planning area. Table #3 pg. 6 shows the 2050 planning area with 185 acres of Park, Recreation and Open Space sites, which retains 3.9%. As shown in Table #4, pg. 10 and Map #2, pg. 9, 85 acres are publicly owned and 20 acres are privately owned. It also shows the comparison of active recreational opportunities as well as significant outdoor recreation sites that include passive recreation such as hiking trails and fishing piers.

VILLAGE OF JACKSON PARK SYSTEM

The Village of Jackson owns six (6) Parks, Recreation and Open Space sites/facilities encompassing a total of 71 acres, or 2.75% of the Village. As indicated in Table #4, pg. 10 the Village owned sites range in size from the 1-acre Reis Memorial Park to the 26 acre Cedar Run Park. Locations of the Village owned sites are shown in Table #4, pg. 10 & Map #3, pg. 12. A brief description of each of the Village sites is presented below.

The Eagle Drive Playfield is now being developed for the connector road for the new 2020 Municipal Building. This was the planned use for this site, although it had been utilized as a playfield.

CEDAR RUN PARK

A 26 acre open space site along the Cedar Creek corridor on the southeastern portion of the Village. The park contains mulched walking trails and a picnic area in the center.

JACKSON PARK

A 25 acre community park located in the north central portion of the Village. Facilities at this site include: 2 basketball goals, 3 soccer fields, 3 large picnic shelters, a full kitchen, open playfields, 2 playgrounds, 1 league softball diamond and 1 tee ball diamond, 4 tennis courts, 4 sand volleyball

courts, a wheel/skate park, concessional building, and a 9 hole disc golf course.

MEADOWVIEW PARK

A 2 acre neighborhood park located in the central portion of the Village. Facilities include: a soccer field, open playfields, 1 playground and 1 small covered picnic table.

REIS MEMORIAL PARK

A 1 acre neighborhood park located on the east side of the Village. Facilities at this site include: 1 playfield, 1 playground and 1-small covered picnic table.

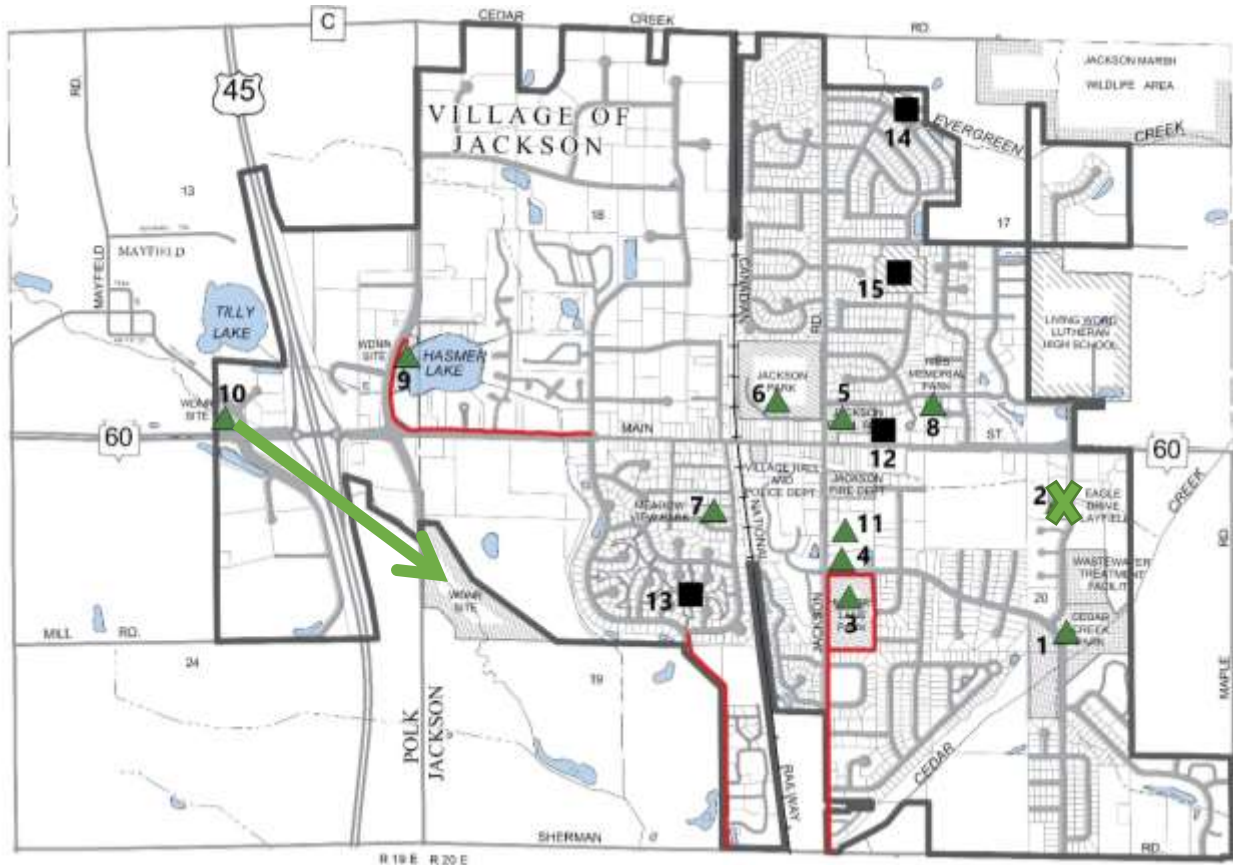
HICKORY LANE PARK

A 14 acre community park located in the southeastern portion of the Village. Facilities at this site include: 3 basketball goals, 3 soccer fields, 1 picnic shelter, playfields, a (.6) mile paved walking path, a sandlot ball diamond, 2 grass volleyball courts, a 6,000 sq. ft. inclusive playground with sand play area, a recirculated splash park and an ice rink area (*when weather conditions are appropriate*).

JACKSON AREA COMMUNITY CENTER & PARK

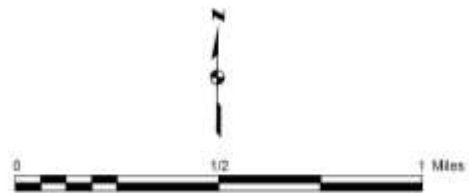
The JACC Park is 3 acres located across the street from Hickory Lane Park. The Jackson Area Community Center is a 26,000 sq. ft. multipurpose community facility, set on 3 acres of land in the south-central portion of the Village, north of Hickory Lane Park. The Community Center construction was funded through a partnership with the Town of Jackson and the Washington County Boys & Girls Club. It is a Village owned property that is run under the direction of the Jackson Parks & Recreation Department. Amenities include: a 6,000 sq. ft. gymnasium, a fitness center, kitchen, art room, early childhood area, outdoor play area, dance studio, games room/lounge, multiple meeting rooms and offices for the Parks & Recreation Department and partnering agency Staff. The Jackson Parks & Recreation Department is currently working with the following partnering groups for Community Center usage: The Washington County Boys & Girls Club, Kettlebrook Church, Washington County Aging & Disability Resource Center and the West Bend School District.

Map #2
Existing Parks, Recreation and Open Spaces within the Village of Jackson Planning Area



LEGEND

-  PUBLICLY-OWNED SITE
-  PRIVATELY-OWNED SITE
- 5** REFERENCE NUMBER (SEE TABLE #4)
-  EXISTING PATHWAY



Source: Village of Jackson and SEWRPC

TABLE #4

PARKS, RECREATION AND OPEN SPACE SITES WITHIN THE VILLAGE OF JACKSON 2018

Number on Map 3	Site Name	Location	Ownership	Acreage
PUBLIC				
1	Cedar Run Park	T 10N, R 20E, Section 20	Village of Jackson	26
3	Hickory Lane Park	T 10N, R 20E, Section 20	Village of Jackson	14
4	Jackson Area Community Center & Park	T 10N, R 20E, Section 20	Village of Jackson	3
5	Jackson Elementary School	T 10N, R20E, Section 17	West Bend School District	4
6	Jackson Park	T 10N, R 20E, Section 18	Village of Jackson	25
7	Meadowview Park	T 10N, R20E, Section 19	Village of Jackson	2
8	Reis Memorial Park	T 10N, R20E, Section 17	Village of Jackson	1
9	WDNR Hasmer Lake Access	T 10N, R20E, Section 13	State of Wisconsin	2
10	WDNR - STH 60/Cedar Creek	T 10N, R20E, Section 13	State of Wisconsin	2
11	West Bend School District Land	T10N, R20E, Section 20	West Bend School District	6
SUBTOTAL: 11 SITES				85
PRIVATE				
12	Christ Lutheran Church	T 10N, R20E, Section 17	Organizational	2
13	Glenbrook Subdivision Park	T 10N, R20E, Section 19	Private	8
14	Highland Creek Subdivision Park	T 10N, R20E, Section 17	Private	5
15	Morning Star School	T 10N, R20E, Section 17	Organizational	5
SUBTOTAL: 4 SITES				20
TOTAL: 15				105.00

Source: SEWRPC & Village of Jackson

FACILITIES FOR SELECTED RECREATIONAL ACTIVITIES IN THE VILLAGE OF JACKSON : 2020

Number on Maps 1 & 2	Site	Basketball Goal	Soccer Fields	Picnic	Playfields	Playgrounds	League Softball	Sandlot Softball	Tennis Courts	Other Facilities
PUBLIC										
1	Cedar Run Park									Rustic Walking Trails Picnic Area
3	Hasmer Lake Access									Carry - in access Fishing Piers Public Hunting
4	Jackson Marsh Wildlife Area									
5	Jackson Park	2	3	3	1	2	1	1	4	Wheel Park Concession Sand Volleyball 9 hole Disc Golf
6	Jackson School	1	1		1	1		1		
7	Meadow view Park		1		1	1		1		
8	Reis Memorial Park				1	1				
9	Hickory Lane Park	3	3	1	1	1 Inclusive		1		Sand Volleyball In-Line Skate Rink Ice Rink Inclusive Playground
11	Jackson Area Community Center	6			1	1				Gym - Art Studio, Fitness Center , Tech. Center, Garden
SUBTOTAL:		12	8	4	6	7	1	4	4	
PRIVATE										
14	Living Word High School		1			1				
15	Morning Star School					1				
17	Christ Lutheran Church									
SUBTOTAL:		0	1	0	0	2	0			
TOTAL of 12 Sites:		12	9	4	6	9	1	4	4	

Original Source: SEWRPC/Updates Internal

NATURAL RESOURCE FEATURES

The natural resources of an area are important determinants of the ability of an area to provide a pleasant and habitable environment for all forms of life and to maintain its social and economic well-being. The planning of parks, recreation and open spaces should seek to preserve the most significant remaining aspects of the natural resource base to help retain the ecological balance and natural beauty of the area.

Table #6, below and Map #3, pg. 12, provides a description of the natural resource base of the Village of Jackson planning area. The 207 acres include: surface water resources, wetlands, woodlands, and natural areas, as well as the environmental corridors encompassing such resources.

60% of Wisconsin residents rely on public lands and waters mostly or entirely when participating in their favorite outdoor activity

95% of Wisconsin residents participate in some form of outdoor recreation

Wisconsin SCORP Plan 2019-2023

TABLE #6

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS, CRITICAL SPECIES HABITAT SITES, FLOODPLAINS, WETLANDS OUTSIDE OF ENVIRONMENTAL CORRIDORS, AND SURFACE WATER IN THE VILLAGE OF JACKSON

Corridor Type	Acres	Percent ^a
Primary Environmental Corridor (2015)	25	1.3
Secondary Environmental Corridor (2015)	159	7.9
Isolated Natural Resource Area (2015)	14	0.7
Total	198	9.9
Surface Water (2015)	33	1.7
Wetlands Outside of Environmental Corridors (2015)	16	0.8
Floodplains (1-Percent-Annual-Probability)		
Flood Elevations Determined (2018)	183	9.1
No Flood Elevations Determined (2018)	24	1.2
Total	207	10.3

^aPercent of the Village (2,003 acres) within corridor.

Source: SEWRPC

Critical Species Habitat Site	Location	Ownership	Size (acres)	Description and Comments
Jackson Woods (2010)	T10N, R20E, Section 20	Village of Jackson and private	25 ^a	Woodland supports American gromwell (<i>Lithospermum latifolium</i>), a State-designated special concern species
Lamm Woods (2010)	T10N, R20E, Section 19	Private	4 ^b	Small woodlot containing chinkapin oak (<i>Quercus muehlenbergii</i>), a State-designated special concern species

^a It should be noted that residential subdivisions have been developed on most of the western portions of the site since 2005.

^b Includes only the acreage located in the Village. Total acreage is 20 acres. The remaining 16 acres are located in the Town of Jackson and are under private ownership.

Source: SEWRPC

Wisconsin residents' TOP 5

nature-based outdoor activities

Favorite

- Walking, hiking
- Fishing
- Hunting
- Bicycling
- Camping

Most frequent participation

- Bird/wildlife watching at home
- Hiking/walking/running on trails
- Picnicking/tailgating/cookout
- Visit a beach/beach walking
- Swimming in lakes/ponds/rivers

Most needed in their home county

- Hiking, walking, or running trails
- Bicycling trails
- Public shore access to lakes, rivers and streams
- Public campsites
- Public shooting ranges

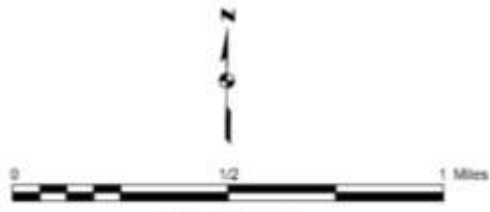
Wisconsin SCORP Plan 2019-2023

Map #3
Environmental Corridors and Isolated Natural Resource Areas, Critical Species Habitat Sites, Wetlands Outside of Environmental Corridors, Floodplains, and Surface Water in the Village of Jackson



LEGEND

- PRIMARY ENVIRONMENTAL CORRIDOR (2015)
- SECONDARY ENVIRONMENTAL CORRIDOR (2015)
- ISOLATED NATURAL RESOURCE AREA (2015)
- SURFACE WATER (2015)
- WETLANDS OUTSIDE OF ENVIRONMENTAL CORRIDORS (2015)
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAIN (WITH FLOOD ELEVATIONS DETERMINED) (2018)
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAIN (WITH NO FLOOD ELEVATIONS DETERMINED) (2018)
- JACKSON WOODS CRITICAL SPECIES HABITAT SITE (2010)
- LAMM WOODS CRITICAL SPECIES HABITAT SITE (2010)



Source: SEWRPC

CHAPTER III

TRENDS, IMPLICATIONS, CLASSIFICATION and NRPA METRICS ANALYSIS

INTRODUCTION

The 2004 plan utilized the Level of Service analysis approach as the benchmark to replace the decades old “standards” that had been used for many years as the evaluation tool.¹ Since the last plan, National Recreation & Park Association (NRPA), created the NRPA Metrics which is very similar to the LOS approach. NRPA is a national, non-profit service organization dedicated to advancing parks, recreation and environmental efforts that enhance the quality of life for all people. NRPA works closely with national, state and local recreation & park agencies, corporations and citizen groups in carrying out its objectives. The 2021 plan will use the NRPA Metrics approach and the National Agency Performance Review which goes beyond strictly using per capita and acreage data. These tools will incorporate the uniqueness of the community being assessed and work in conjunction with the Village Comprehensive Plan, 2050. It will be a functional element of the total plan as it relates to overall planning decisions, population, funding, community goals and strategic planning which include; housing, transportation, drainage, schools, utilities, environmental management, industry and commerce.

HISTORIC AND NEW TRENDS INFLUENCING THE PLANNING PROCESS

Listed below are some of the historical national trends that have been influencing parks and recreation planning processes over the years. Many of these trends still apply to our planning now and into the future. The magnitude of these changes underscores

the need to shift planning practices from a formula driven process to the NRPA Metrics approach that responds to changing conditions that will help communities in the future. After we look at these trends, we will compare them to the National Parks

& Recreation 2019 Top Trends as defined by Richard J. Dolesh, NRPA VP of Strategic Initiatives.²

HISTORIC TRENDS

The following trends have been the driving force of Parks & Recreation planning for well over 30 years. Many of these trends still hold true in today’s planning.

Environmental Trends

- Disappearing resources
- Environmental cleanup
- Reduction of pollution and waste
- Environmentally sensitive life-styles
- More environmentally sound practices and habits
- NIMBY “not in my backyard” and no growth attitudes
- Natural areas management
- Climate Change/Greenhouse Effect
- Reduction in number of vehicle trips
- Federal water quality mandates
- State land use planning mandates
- Natural disasters

Social Trends

- Coping with poverty
- Increased crime and violence
- Increased numbers of children at risk
- Change-related stress
- People empowerment
- Citizen participation
- Social service networking
- Increasing concerns for personal and family safety
- Major public health issues
- Increasing importance of wellness activities
- Increased inclusiveness
- Desire to preserve and maintain cultural heritages
- Dependence on volunteerism
- Increased childhood obesity
- Growing number of children participating in sedentary indoor activities

¹ SOURCE: *Park, Recreation, Open Space and Greenway Guidelines*, James D. Mertes, Ph.D., CPRP and James R. Hall, CPRP; 1996

² SOURCE: *Top 2019 Trends*, Richard Dolesh, NRPA Vice President of Strategic Initiatives, 2019

Economic Trends

- Reduced discretionary or leisure spending
- Increasing public costs
- Increasing labor and energy costs
- Tax limitation measures
- Increase in national poverty rate
- Leisure services provided by multiple providers
- More partnerships
- Economic restructuring of communities
- Growing importance of economic value of parks, recreation, open space and amenity infrastructure
- Declining regional economies

Demographic Trends

- Aging of society
- Proportion of middle-aged Americans
- Fewer “traditional” family households
- More emphasis on both eldercare and childcare
- Declining divorce rate
- Increasing cultural diversity
- Growth of urban minority under class
- Greater number of small households
- Changing housing patterns

Technological Trends

- Technological Change – rapid pace will continue
- Easing of effects of aging
- Advances in information technology
- Increased contact with computers
- Information technology will blur distinction between work and home
- Increased media maladies – information overload
- More public meetings and information distributed to the public through multi-media resources
- Greater energy cost shaping technology
- Social Media putting every action under a microscope

Trends in Urban Patterns

- Increased urban sprawl
- Greater “fill-in” development
- Revitalizing and retro fitting downtown, industrial plants and commercial centers
- Increasing importance of amenities

- Historic preservation
- Continued gentrification
- New ethnic centers
- Affordable housing
- Increased traffic congestion
- Municipal boundaries blurred by sprawl
- More political pressure for urban growth management
- Growth of partnerships
- Mobility of residents

THE NATIONAL RECREATION & PARKS ASSOCIATION’S TOP 2019 TRENDS³

Richard Dolesh, NRPA VP of Strategic Initiatives, has done the research to provide the Top 2019 Trends throughout the nation. We can compare them to the historical trends and see how things are changing. The full report can be found as an addendum to the Jackson Parks, Recreation and Open Space Plan.

Recycling – has been a foundation in restoring environmental quality for over 40 years. Unfortunately, the new trends may see Recycling coming to an end in the near future. Why this drastic program change? There are three main reasons; the rapidly changing market forces, shrinking profit margins and China’s refusal to accept most American wastes.

Opioid Abuse In Parks – this unfortunate trend has found its way into urban and rural communities alike. It has had a significant impact on changes in facility and park design, programming, maintenance and public safety.

Technology – in 2019, terms like beacon counter, geo fencing and drones are not uncommon. This is a perfect example of how quickly things can change. These terms would not have even made it into the plan in 2015. The trick is how to incorporate technology into our parks, recreation and open space planning.

3 SOURCE: Top 2019 Trends, Richard Dolesh, NRPA Vice President of Strategic Initiatives, 2019

Esports – Yes, computer gaming now has a national platform with revenue topping a half-billion dollars a year and a global audience of 400 million – this is not just a fad. So how, as professionals, do we advocate for getting kids and young adults to get away from a sedentary lifestyle of gaming, when one of the largest, if not the largest trend is gaming in a sedentary lifestyle? We can achieve this by looking at the social/emotional mental health benefit of this activity.

Funding – funding for parks and recreation infrastructure and projects is just now finally beginning to increase since the Great Recession of 2008, which brought most spending to a halt. Regardless of economies there is no doubt that Parks & Recreation at all levels will expand the social and economic value it brings to local, regional and state economies.

OTHER ACTIVITY TRENDS TO NOTE

Beyond Pickleball – I’m not sure anyone saw this trend coming, but Pickleball is quickly becoming one the most played sports. Largely because of its ability for all ages to play.

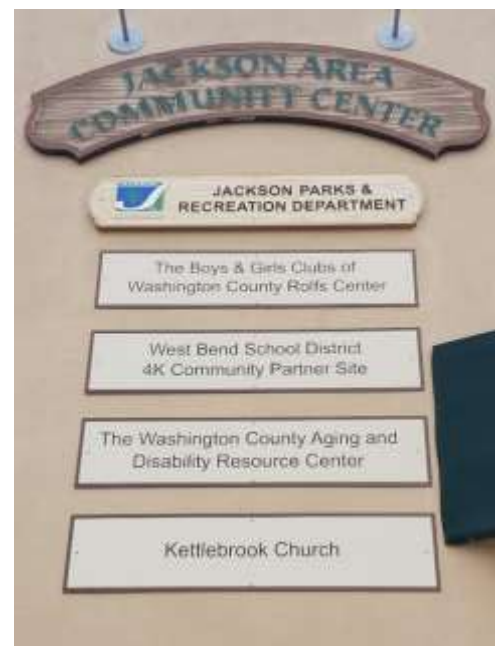
- **Yoga** - the latest and greatest are the “joined yoga” classes; Pig Yoga, Goat Yoga, Wine & Yoga and list goes on.
- **Dog Parks** – are the fastest growing types of parks in the country. Larger Dog Parks have become destinations and can contribute significantly to agency revenues and tourism.
- **Libraries, Health Services, Social Services, Cemeteries, Afterschool Care** – all in Parks & Recreation Facilities. Greater collaboration between municipal services for the public benefit is coming sooner rather than later. Combining libraries and other social services with community centers and parks makes sense. Libraries in particular have changed greatly, due to technology. In general, they are becoming more and more program and event based.
- **Nonbinary Gender Identification in Parks & Recreation** – with a rising national movement for gender equality, local governments and park and recreation

agencies will increase efforts to adopt inclusive policies and engage members of the LGBTQ+ community. In Jackson, moving to “family style” and “uni-sex” restrooms is the new planning design moving forward.

- **Not Outdoors, Indoors** – new for-profit multipurpose sports centers are growing by leaps and bounds. Sadly, not all community members can afford these types of places, which will make public parks and facilities invaluable to a community.

TRENDS & THE JACKSON PARKS & RECREATION DEPARTMENT

To meet as many trends and needs of the Jackson Community, having close partner relationships is very important, especially for small communities. Partnering is something we have been doing since the department was started in 2001. Our partners extend to municipal and other government partners, as well as non-profit community groups. Our current collaborative partners in 2020 include; The Town of Jackson, the Boys & Girls Club of Washington County, the West Bend School District, the Washington County Aging & Disability Resource Center and Kettlebrook Church. The success of our partnerships helps to avoid the duplication of services in the community which allows each partner group to excel and expand in other directions. Partner collaboration is also essential in our success.



IMPLICATIONS OF TRENDS ON PARKS, RECREATION, & OPEN SPACE PLANNING

The implications of these trends on public parks and recreation are profound. They affect every facet of planning and the delivery of services. The following define the impacts:

- Greater focus on benefits-driven needs assessment which link planning decisions more directly to community values and goals.
- Greater emphasis on comprehensive open space planning and preservation, including broader definitions of open space and green space.
- More greenway planning along urban waterways and other corridors, supporting flood plain management, fish and wildlife habitat protection, water quality enhancement, off-street bikeways and pathways, aesthetic amenities and passive recreation.
- More emphasis on bio-filtration of storm water runoff using natural drainage systems.
- More emphasis on historic and cultural resource planning.
- Increasing importance of recreation and open space contributing to more walkable, livable and sustainable communities.
- Merging of recreation, open space and transportation goals, especially in multi-model systems.
- More patron involvement, as in adopt-a-park projects, park stewardship committees, Friends Groups, Scouts, 4H, and other forms of community volunteering.
- The legitimization of parks, recreation and open space as part of the urban land use planning and development process.
- Greenspaces contributing to downtown and neighborhood revitalization.
- More collaboration between parks and schools through joint acquisition, development and use of lands, and joint construction and use of facilities.
- Preventive recreation - recreation, parks and open spaces as antidote for social problems.
- Joint use of utilities for linear connectors, pathways and bikeways.
- Emphasis on groups limited by income, mobility, language and/or cultural barriers including the elderly, disabled, ethnic communities and low income residents.
- Collaboration among providers – partnering and cooperation between public, private and nonprofit sectors in quality of life delivery, especially social service agencies.
- Family-oriented recreation centers, with facilities geared to “one stop-shopping” for each member of the family.
- Pressure to increase capacity and infrastructure of existing parks and facilities; concern for adequate maintenance.

FLEXIBILITY IS THE KEY TO ALL PLANNING

Unique circumstances and “right timing” plays an important role in Planning. Flexibility must be allowed and taken into consideration at all times. A community must be able to respond to unforeseeable events and windows of opportunity that can occur at any moment. It would be a disservice to the Village of Jackson to rigidly adhere to the Comprehensive Plan or Parks, Recreation & Open Space Plan upon theoretical principle, when situations that arise would lead to a missed opportunity or misguided direction. This does not negate the value of the plan or of planning within the context of the plan, but merely allows for the unseen opportunities and flexibility.

OVERALL APPROACH TO PLANNING

The overall approach to planning focuses on creating a comprehensive and interrelated system of parks, recreation, open spaces, and pathways that:

- Respond to locally based needs, values, and conditions for facilities, parks and recreation planning.
- Provide an appealing and harmonious environment working within our own social and economic structure.
- Protect the integrity and quality of the surrounding natural systems including waterways.
- Are in harmony with the Village Comprehensive Plan.

GENERAL NRPA METRICS

The NRPA METRICS basically use the same concept as the Level of Service Approach (LOS).

To quantify the information, a ratio expressed as acres/1000 population represents the suggested minimum amount of space needed to meet the recreation services desired by the citizens. Unlike the past, when planning was mainly directed by the citizens. The acreage data is used as a guide, not a standard, it gives more flexibility to those planning, and to citizen input, and the needs, and desires of a community. The outcome should:

1. Be practical and achievable. Aspirational target must always be tempered with a dose of reality.
2. Provide for an equitable allocation of park and recreation resources throughout a community. There must be equal opportunity access for all citizens.
3. Reflect the real time demand of the citizens for park and recreation opportunities.

CALCULATING NRPA METRICS FOR THE VILLAGE OF JACKSON

When taking the current acreage of 105 acres of public lands including parks, recreation and open spaces in the Village, based on Table #4, pg. 10, and dividing it by the 2020 estimated population of 7,199 of the Village, as shown in Table #1, pg. 5, the total acres per 1,000 is 15. The “standard” (which again, is only used as a benchmark) is 10.6 acres per 1,000. The calculation is as follows:

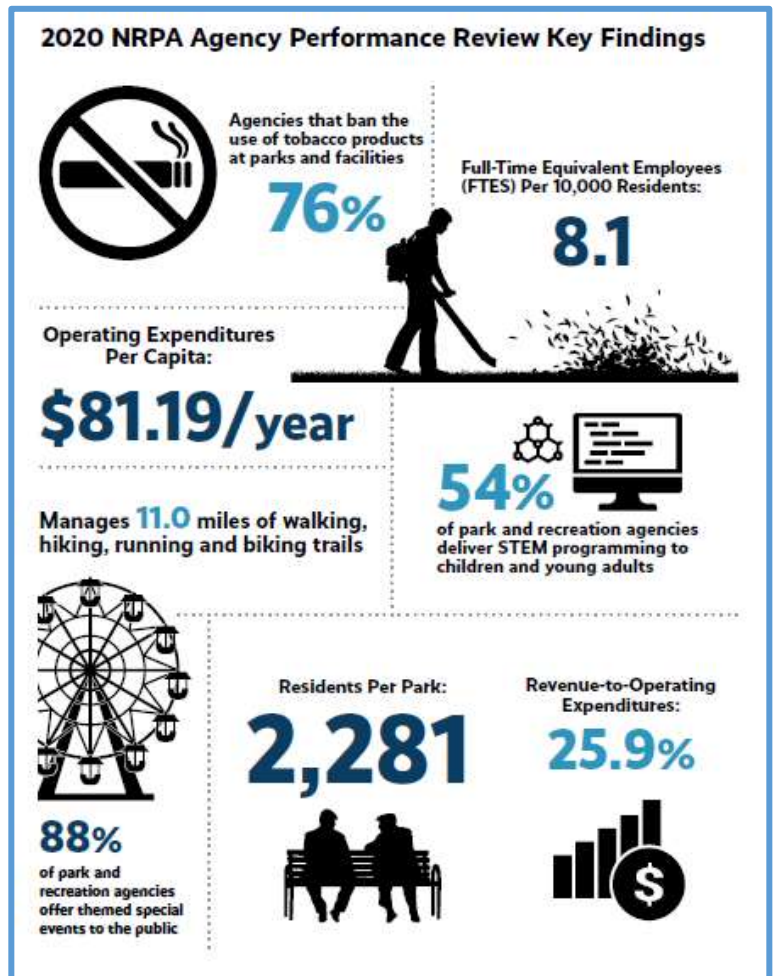
105 acres divided by 7,199 population = .015 acres per person or 15 acres per 1,000.

To summarize, based on the calculation, according to national standards, the Village is at 15, which will decrease quickly as the population grows. Currently, the goal is to address the development and maintenance of the current parks, recreation and open spaces. It is imperative with the estimated population growth anticipated in 2021 that the Village identifies potential acquisition, that will meet the future identified needs of the plan as part of the

strategic planning process, keeping in mind planning flexibility, because community wants and needs can change, as well as unforeseen opportunities.

In 2021, with the three (3) additional subdivisions coming into the Village, the above calculation will be as follows:

105 acres divided by 7,740 (estimated pop. 1/2021) = .013 per person or 13 acres per 1,000.



NRPA 2020 AGENCY PERFORMANCE REVIEW

The NRPA periodically issues a National Agency Performance Review. The full review can be viewed <https://www.nrpa.org/publications-research/research-papers/agency-performance-review/>

The Agency Performance Review is a snapshot of national park and recreation professionals and their agencies. The report summarizes the key findings from the National Recreation and Park Association’s NRPA Park Metrics, the benchmarking tool that assists park and recreation professionals in the effective management and planning of their operating resources and capital facilities. Taken together, the 2020 NRPA Agency Performance Review and NRPA Park Metrics represent the most comprehensive collection of park, recreation and open space related benchmarks and insights that inform professionals, key stakeholders and the public about the state of the park and recreation industry. Data is a powerful tool but not the final answer for what is best for an agency. The 2020 NRPA Agency Performance Review and NRPA Park Metrics help form conversations with internal colleagues, external consultants, partners and policymakers about the role of parks and recreation in the community. The combination of insights from this report with information about the community’s specific needs and experiences will help identify the optimal mix of facilities and programming the agency should deliver.

Table #9 pg. 23 will demonstrate the key findings in the 2020 Agency Performance Review and how it relates to the Village of Jackson.

DEVELOPMENT AND MAINTENANCE

As discovered through the evaluation process for the Village of Jackson, development and maintenance are the primary focus, however as the Village grows, relevant acquisition opportunities should be investigated. We need to stay mindful of keeping facilities and resources in good condition while expanding areas (i.e. Community Center, parks, and trail system) to meet the practical requests of our patrons. Identifying and prioritizing future projects like those shown in Table #10, pg. 32, should always be considered as opportunities arise.

WHEN OPPORTUNITY KNOCKS

It’s important to note that as the boundaries of the Village expand, and more subdivisions are attached, it is essential to identify areas that could potentially be acquired for parks, recreation, or open spaces in areas now lacking the sites, mainly northwest and southwest areas of the Village.



CLASSIFICATIONS FOR PARKS, RECREATION, OPEN SPACE, GREENWAYS, and PATHWAYS

This page gives some basic classifications and definitions to help in future planning.

PARK TYPES AND ACREAGE RECOMMENDATIONS

As previously stated, the National Recreation and Park Association (NRPA) is a national, non-profit service organization dedicated to advancing parks, recreation and environmental efforts that enhance the quality of life for all people. NRPA works closely with national, state, and local recreation and park agencies, corporations, and citizen groups in carrying out its objectives. As part of its activities, NRPA has created a hierarchy of park types, as well as a set of acreage standards for different park types. This information is shown in Table #8.

**TABLE #7
NRPA Parks Level of Service Per 1000 Population**

Standards		Comprehensive Plan	NRPA
	Total Parkland	15 acres/1000	10 acres/1000
	Community Parks	10 acres/1000	8 acres/1000
	Neighborhood Parks	5 acres/1000	2 acres/1000
Assessment	Total Parks Need	792	528
	Existing	437	437
	Deficit	355	91
	Level of Service	8.2 acres/1000	8.2 acres/1000
	Community Parks Need	528	424
	Existing	321.5	321.5
	Deficit	207.5	102.5
	Level of Service	6.1 acres/1000	6.1 acres/1000
	Neighborhood Parks Need	264	106
	Existing	115.6	115.6
	Deficit	148.4	+8.4
	Level of Service	2.2 acres/1000	2.2 acres/1000

**TABLE #8
NRPA Parkland Classification and Standards**

Type	Service Area	Desirable Size	Acres/1000 Residents	Desirable Site Characteristics and Facilities
Neighborhood Parks	¼ to ½ Mile	5-15 Acres	1 to 2 Acres	Serve the surrounding neighborhoods with open space and facilities such as basketball courts, children’s play equipment and picnic tables
Community Parks	1-2 Miles	25+ Acres	5 to 8 Acres	May include areas suited for intense recreation facilities such as athletic complexes and large swimming pools. Easily accessible to nearby neighborhoods and other neighborhoods
Regional Parks	Several Communities	200+ Acres	5 to 10 Acres	Contiguous with or encompassing natural resources
Special Use Areas	No Applicable Standards	Variable Depending on use	Variable	Area for specialized or single purpose recreation activities such as campgrounds, golf courses etc.

TYPES OF BIKEWAY AND TRAILS⁴

Shared-Use Paths

- Part of the “all ages and abilities” network
- Fully separated from a street or road
- Typically paved and 10-12 feet wide
- Often installed along a rails or utility corridors or next to rivers/waterways
- Low-stress experience for many types of users (bicyclists, pedestrians, joggers)



Sidepaths (shared use path along a roadway)

- Part of the “all ages and abilities” network
- Fully separated and located immediately next to and parallel to a roadway
- Provide a comfortable space for pedestrians
- Typically paved and 10-12 feet wide
- Paths next to urban and suburban roadways can increase hazards to bicyclists if there are numerous driveways and intersections
- Typically used on medium and high-volume streets with few intersections or driveways



Rail with Trail

- Part of “all ages and abilities” network
- Run Parallel to an active railroad
- Usually have barrier separation between the path and the railroad
- Open lines of communication with the railroad can make this a viable option



Bike Lanes

- Designate space for bicyclists on medium-to-high volume streets with markings and signs
- Located next to motor vehicle travel lanes; goes in the same direction as motor vehicle traffic
- Usually 5 feet wide; can be wider with painted “buffer” marking
- Typically can be added by removing on-street parking, reducing the number of travel lanes, or through reconstruction



Paved Shoulders (3'-6' wide)

- Benefit all road users and lengthen roadway life
- Serves more experienced bicyclists used to fast-moving traffic
- Can be used by pedestrians
- Recommended paved shoulder width depends mostly on the anticipated average daily traffic (ADT)



Minor Enhancements/Shared Lane Markings (Sharrows)

- Used to indicate a shared bicyclist/motorist lane
- Indicate where bicyclists should position themselves in the lane
- Typically used on low-volume local streets



Minor Enhancements/Signed Routes

- Help bicyclists navigate low traffic, low-stress streets
- Quickly and affordably expand the bicycle network using existing residential and town roads
- Alert drivers that bicyclists may be present
- May include destinations, distance, and direction



Traffic Calming

- Usually used on neighborhood streets to slow speeds
- Can include curb extensions, speed humps, neighborhood traffic circles, and pedestrian islands
- Can be hazardous to bicyclists if not properly designed
- Fire departments and school bus operators may object to traffic calming treatments; they should be part of the planning process



4 SOURCE: Washington County Bikeway & Trail Plan, 2019

**MAP #4
PARK TYPES AND STANDARDS**

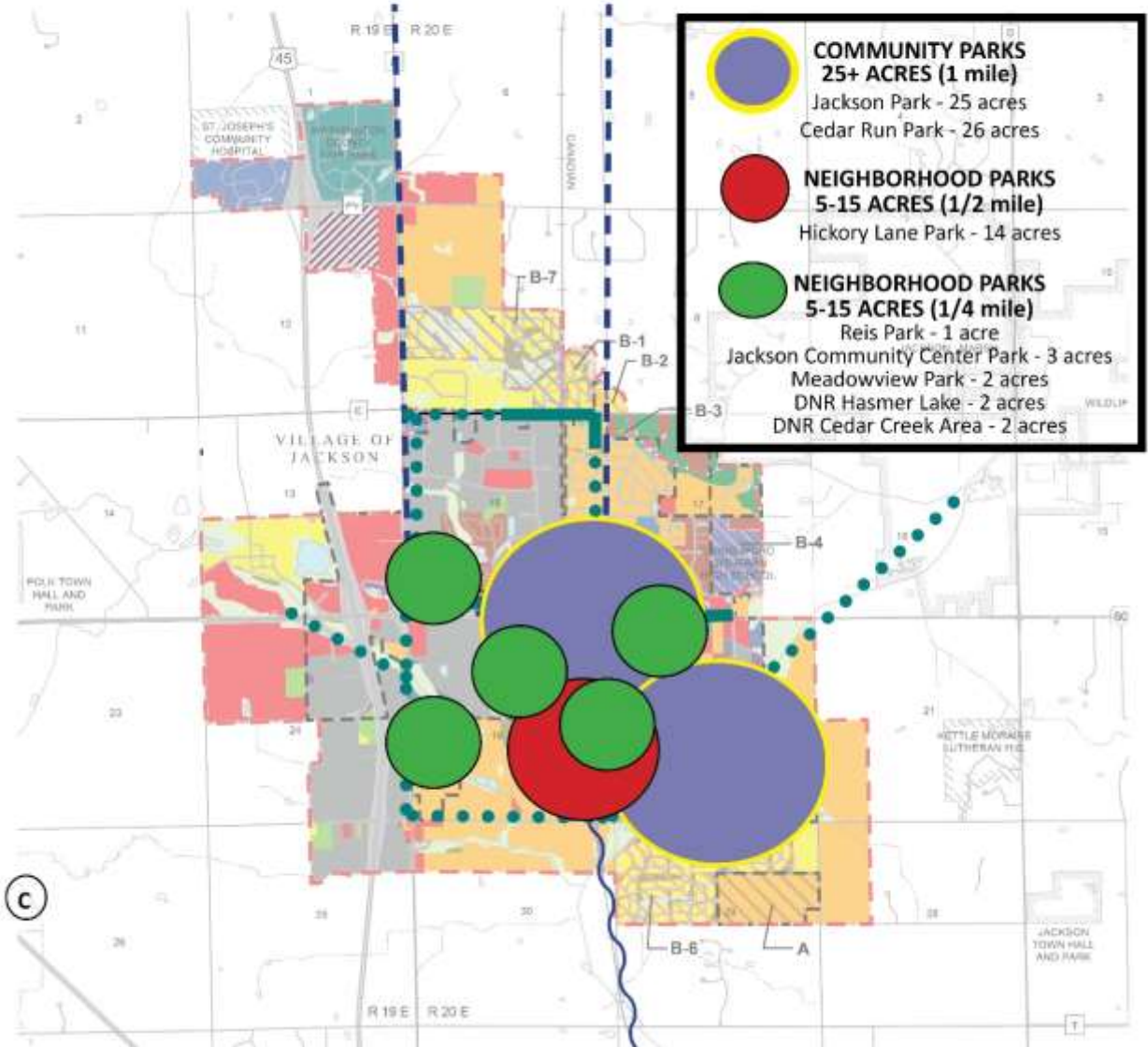


TABLE #9

National Comparisons to Village of Jackson

Using data from the NRPA 2020 Performance Review and Both the Parks (Public Works) and Recreation Budgets

	NRPA	JACKSON
BUDGET		
	The typical P&R agency has annual operating expenditure of \$4,342,495.00	\$288,782.00
	The typical P&R agency has an annual operating expenses of \$81.19 per capita	\$40.11
	At a typical P&R agency staffing costs account for 54% of the operating budget	51%
	The typical P&R agency dedicates 44% of its operating budget to park maintenance and management and 43% to recreation	Parks 27% Recreation/JCC 73%
AGENCY FUNDING		
	P&R agencies derive 60% of their operating expenditures from general fund tax support.	Parks - 100% Rec./JCC - 0% from general fund, 43% tax levy and 57% dept. generated
	The typical P&R agency generates \$20.93 in revenue annually for each resident in the jurisdiction	Rec./JCC \$26.46 (includes Village & Town Pop.)
	The typical P&R agency recovers 25.9% of its operating expenditures from non-tax revenues.	Rec./JCC 57%
	Park and Recreation agencies spend a median of \$5,000,000.00 in capital expenditures budgeted over the next five years.	Park, Rec. & JCC combined is less than \$150,000.00 over the next 5 years.
	On average, just over half of the capital is designated for renovation, while 32% is geared toward new development.	Park, Rec. & JCC all repairs and renovation (mainly repairs)
PARK FACILITIES		
	There is typically one park for every 2,281 residents	(1) park to 1,667 residents
	The typical P&R agency has 9.9 acres of parkland for every 1,000 residents in the jurisdiction.	15 acres per 1,000
	The typical P&R agency manages and maintains 11 miles of trails for walking, hiking, running and/or biking.	Waiting for numbers
PROGRAMMING		
	Key programming activities include themed special events, team sports, social recreation events, fitness enhancement classes, and health and wellness education.	The Jackson P&R provides all of these and more.
	83% of agencies offer summer camps for their communities younger residents.	Covered by Jackson P&R and Partner Agencies.
RESPONSIBILITIES of P&R AGENCIES		
	Top roles include operating and maintaining parks and indoor facilities, providing recreation programming and services, and conducting jurisdiction wide special events.	The Jackson P&R provides all of these and more.
	Operating, maintaining or contracting golf courses or tourism attractions and managing large performance outdoor amphitheaters lead the list of other agency responsibilities.	The largest attractions are the Splash Park and the Beer Gardens (aside from Action In Jackson)
STAFFING		
	The typical P&R agency has a payroll of 41.9 full time equivalent staff (FTEs).	Between Parks & Rec./JCC Jackson P&R has 3, PW-Parks 1.
	The typical P&R agency has 8.1 FTEs on staff for each 10,000 residents in the jurisdiction served by the agency.	Jackson is deficient by almost half of the recommended FTE's.
	Operations and maintenance, programming and administration are the main responsibilities of park and recreation workers.	This is consistent with the Jackson parks and recreation services.

Source: NRPA 2020 Agency Performance Review which can be found at: www.nrpa.org

CHAPTER IV

PUBLIC INPUT

INTRODUCTION

The primary purpose of the Jackson Parks, Recreation and Open Space plan is to create a workable plan to guide future acquisition and development of facilities needed to meet the quality of life needs for all community residents. Protection and enhancement of the area's natural resource base must also be a high priority and taken into account when opportunities arise. Important preliminary steps in the development of such a plan include the collection of necessary planning data, presented in Chapter II of this report; the current trends, implications, classifications and NRPA Metrics level of service analysis presented in Chapter III.

The implementation of recommendations directed at meeting the park and open space objectives is generally the responsibility of several levels of government. Resource-oriented outdoor recreation objectives requiring the provision of large parks, area wide trail facilities, and facilities for such activities as golfing, camping, and boating are typically the responsibility of the State and County levels of government, while non-resource oriented outdoor recreation objectives requiring the provision of smaller local parks for activities such as softball, tennis, soccer, and children's playground activities are typically the responsibility of the local level of government.

Natural resource based preservation objectives to protect important natural resource features, such as the environmental corridors and isolated natural resource areas, are the responsibility of all levels of government.

NEED AND IMPORTANCE OF PARKS, RECREATION AND OPEN SPACES

As a Professor, Geoffrey Godbey (1993), who has written extensively on recreation and leisure issues states, ***"first and foremost, Americans believe that recreation and leisure are a part of their lives which***

is of critical importance." He goes on to say, ***"ironically, thinking that recreation and leisure are important and may be negatively related to supporting public recreation and park agencies, may sometimes be viewed as providing trivial, irrelevant, or second-rate services."*** Without the perception of quality, use of the park system and related programs will always fall far short of their potential. Educating the public becomes a marketing "must" for professionals in Parks & Recreation. Not all families can afford private memberships to clubs etc... That does not mean they should be denied quality of life experiences.

Something to think about, on the park's side of things, had our National Parks not been created in the 1930's, what would the Grand Canyon look like? Luxury resorts and condos? ***Choices made today are not necessarily for today.*** At the time, these choices that favor quality of life can be very difficult and met with opposition from those that struggle in seeing the future. Often times it takes many years for these choices to show their positive benefits. At which time, it's so obvious, leaving those to wondered why there was even a choice in the first place. It takes dedication and perseverance of officials to make these choices.

PUBLIC INPUT

All approaches to planning are inclusive to the public, boards, committees and patrons. Several tools have been utilized to complete this plan, including brainstorming sessions of the Joint Parks & Recreation Committee, the Friends of the Jackson Parks & Recreation and other community groups. In addition, open public meetings and a community needs assessment survey were also conducted. The open meetings invited the general public to come and discuss the plan updates and gather ideas for the future. These were not well attended. Several surveys had been conducted over the years of updating the plan. However, there were very few responses. This changed in February of 2020, when the survey was redesigned as an online survey using Survey Monkey. Within 2 weeks we had 268 completed surveys containing valuable information for use in this plan.

SURVEY RESULTS SUMMARY

Below are the survey questions and overview of the findings. The full summary, including comments can be found on the Jackson Park & Recreation website at: jacksonparkrec.recdesk.com

Question #1: In which municipality do you reside?

- 68.66% (184) – Village of Jackson
- 21.64% (58) – Town of Jackson
- 9.70% (26) – Other

Question #2: Please tell us the number of people, including you, living in your home and enter the number in each age group.

- 51.69% (138) - ages 51-75
- 49.81% (133) - ages 31-50
- 28.46% (76) - ages 11-18
- 28.09% (75) - ages 6-10
- 26.22% (70) - ages 0-5
- 16.48% (44) - ages 19-30
- 9.36% (25) - ages 76+

Question #3: On average, how often do you utilize the recreation programs, the Jackson Community Center or visit the parks in Jackson?

- 26.22% (70) – Occasionally, 4-12 times per year
- 26.22% (70) – Frequently, more than 24 times per year
- 22.85% (61) – Seldom, 1-3 times per year
- 20.97% (56) – Regularly, 13-24 times per year
- 3.75% (10) – Never

Question #4: Check all the activities that you or members of your family enjoy participating in?

Below are the top 10 activities

- Walking/Hiking 48.7% (131)
- Splash Park 49.58% (128)
- Playgrounds 44.98% (121)
- Community Center 36.43% (98)
- Fitness/Wellness Programs 34.94% (94)
- Special Events 32.34% (87)
- Dog Walking 26.77% (72)
- Fitness Center 24.91% (67)
- Youth Sports 23.42% (63)

- Biking 22.68% (61)

Question #5: Please prioritize the need for the following items, place a check under the level you feel is appropriate:

Below are the top 12 High Priorities

- Jackson Area Community Center 77.74% (265)
- Jackson Splash Park 66.68% (263)
- Playgrounds 63.46% (260)
- Walking/Hiking Trails 63.36% (262)
- Biking Trails 49.81% (259)
- Paved Multi-Purpose Trails 49.61% (256)
- Baseball/Softball Fields 43.47% (259)
- Soccer Fields 42.41% (257)
- Farmer’s Market 39% (259)
- Dog Park/Play Area 38.76% (258)
- Updated Picnic Pavilions/Shelters in Parks 37.74% (257)
- Main Street Beautification & Square Area 37.50% (256)

Question #6: In your opinion, what are the three most needed park facilities not currently available in Jackson and the three activities/programs not offered by the JPR.

Top 3 Park Facilities

- Pool 99.45% (181)
- Trails 78.02% (142)
- Dog Park 58.79% (107)



Question #7: What do you like best about the Jackson Parks & Recreation Department? And what do you like least about the Jackson Parks & Recreation Department opportunities?

- Facilities (1st least)
- Variety (3rd least)
- Activities
- Cost
- Community (4th least)
- Convenience (2nd least)
- Availability
- Other

(Some show on both, which can be explained by looking at the comments on line.)



Question #8: Overall, how satisfied are you with the parks & recreational opportunities provided?

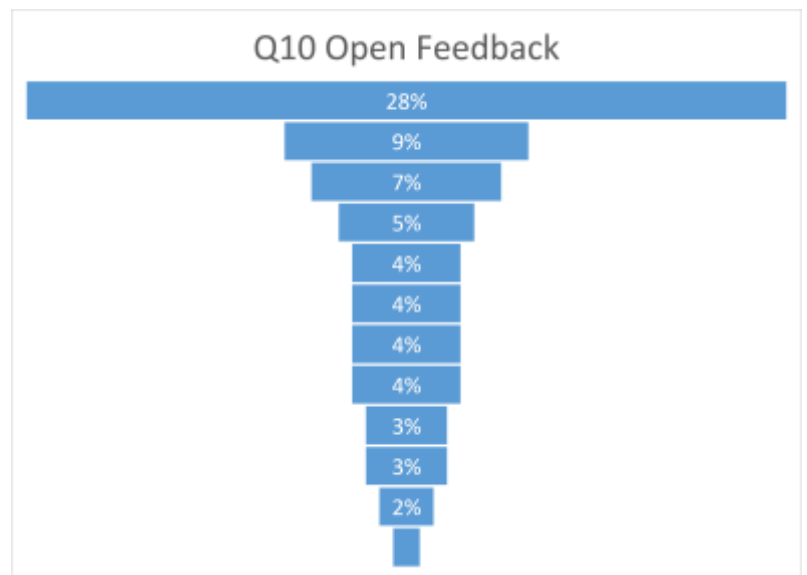
- Satisfied 54.72% (145)
- Very Satisfied 32.45% (86)
- Neither Satisfied or Dissatisfied 8.86% (23)
- Dissatisfied 4.15% (11)
- Very Dissatisfied 0.00% (0)

Question #9: Would you prefer to have the Community Trick or Treat always on the Saturday prior to Halloween (unless Halloween falls on the weekend)?

- Yes 48.88% (131)
- No Opinion 37.69% (101)
- No 13.43% (36)

Question #10: Please offer any other comments you would like to add that will assist the Jackson Parks & Recreation Department in serving you better.

- 28% - Great Job
- 9% - Convenience
- 7% - Communication, Activities
- 5% - Friendly Staff
- 4% - Other, Maintenance, Facilities, Missing Activities
- 3% - Community, Variety
- 2% - Cost, None



CHAPTER V

RECOMMENDATIONS & IMPLEMENTATION

PRIMARY OBJECTIVE

The single most important objective of this plan is to ensure that a community has the tools and foresight to secure the right types of Parks, Recreation, Open Spaces, Pathways and Greenways for its community size and needs. What sets the Village of Jackson apart is its positive partnering ethic. This partnership includes; water and sewer agreements, fire agreements, and the Joint Parks & Recreation agreement.

When communities like the Village of Jackson partner in these capacities, it lends itself to creating and completing projects that would be unlikely to be accomplished alone. Thus, making partnerships a key element for success.

It is important that staff continue the pursuit of partnerships. This will help the community fiscally, as well as create a greater sense of unity. Through the brainstorming sessions and public forums, several agencies to approach include, but are not limited to:

- The DNR
- West Bend School District
- Boys & Girls Club
- Kettlebrook Church
- The Washington County ADRC

WASHINGTON COUNTY PARK AND OPEN SPACE PLAN 2020 SUMMARY

The most recent revision of the Washington County Park & Open Space Plan (POSP) can be viewed online at:

<https://www.co.washington.wi.us/departments.iml?mdl=departments.mdl&ID=POS>

The plan defines the goals of Washington County through 2020.

The Washington County Park & Open Space Plan contains an element for local municipal planning. In addition to meeting resource oriented outdoor recreation needs, a park plan must seek to provide sites and facilities for non-resource oriented activities, such as baseball, tennis, and playground activities. In comparison to the resource oriented outdoor recreation sites and facilities, sites and facilities for non-resource oriented activities rely less heavily on natural resource amenities; typically meet a greater need in urban than rural areas; and have a relatively small service radius. For these reasons, responsibility for providing such sites and facilities generally rests with City, Village, and Town governments. Within urban areas of the County, it is recommended that a full range of community and neighborhood park sites and facilities be provided. Recommendations for the provision of local park sites and facilities should be identified through the preparation and adoption of local park and open space plans. As of the end of 2002, the Wisconsin Department of Natural Resources, which certifies local park and open space plans for purposes of reviewing applications for state Stewardship Fund and other recreational grant programs, had certified local park and open space plans for the City of West Bend, the Villages of Jackson and Slinger, and the Towns of Erin and Hartford. Within the rural areas of the County, it is generally recommended that one town-owned park and associated outdoor recreation facilities be provided in each town to serve the needs of town residents for local civic events and for organized recreational activities, such as softball and picnicking. As the community recreational facility, the town park should be located in conjunction with another community facility that serves as a focal point for town residents, such as a town hall, school, or fire station. Towns which currently lack park and outdoor recreation facilities should have the opportunity to acquire and develop, with available Federal and State grant-in-aid support, one town park and associated recreation facilities.

In past Washington County Park & Open Space Plans, a potential County Park was planned at Tillie Lake in the Village of Jackson. That has been removed from the 2020 plan as the area has been developed.

LOCAL RECOMMENDATIONS FROM THE WASHINGTON COUNTY 2020 PLAN

While the provision of major parks, area wide trails, water access facilities, and certain important natural resource features are proposed to be County or State responsibilities, local units of governments should consult with the State and County to identify specific lands required for area wide park and open space preservation purposes. Once such lands are identified, local units of government should utilize their zoning and official map powers to reserve the needed lands for park and open space use. Furthermore, it may be appropriate for local units of government to accept “in dedication” certain lands identified for State or County acquisition as the land subdivision process proceeds, and then transfer ownership of such lands to the County or State. Similarly, it would be appropriate for the County or State to assume the responsibility for the development of trail facilities in local park lands, as needed, to assure continuity and uniformity in the proposed continuous region wide system of recreation trails. In addition to maintaining and developing local park sites and facilities, local units of government should also support efforts relating to preservation of historic sites as identified in Chapter III of the Washington County POSP. Local units of government should also place lands identified as primary farmlands in an exclusive agricultural zoning district to preserve such lands in agricultural use. Primary farmlands are shown on Map 20 of the Washington County POSP.

WASHINGTON COUNTY BIKEWAY AND TRAIL NETWORK PLAN

The Washington County Planning and Parks Department received a \$90,000 grant issued by the Wisconsin Department of Transportation’s 2016-2020 Transportation Alternative Program (TAP) for the development of a Bike & Pedestrian Plan. Washington County signed a contract with Toole Design Group and the Southeastern Wisconsin Regional Planning Commission to assist with the development of the plan. In addition, the County assembled an Advisory Committee, coordinated internal workgroup meetings, held numerous public outreach events, and met with key stakeholders to

assist in development of the plan. The full plan can be viewed online at:

<https://www.co.washington.wi.us/uploads/docs/bikewaytrailnetworkfinal-plan20190529.pdf>

Priority Corridors

The planning team and county staff selected seven Priority Corridors out of the full recommended bikeway and trail network for further study and guidance on implementation. These corridors were determined by combining the scores from the “Meeting in a Box” corridor prioritization exercise and the second interactive map, and then ranking all the corridors by the total score. The planning team and county staff conducted a segment-by-segment analysis of the challenges and specific recommendations necessary to carry out each corridor. When built, these seven corridors will create a nearly continuous “all ages and abilities” network of bikeways and trails across the county. A map of the seven Priority Corridors can be seen on pages 18-22 of the Washington County Parks and Open Space Plan (POSP). Further explanation of the priority corridors and a breakdown of estimated cost of construction can be found in Chapter 6 of the Washington County Bikeway and Trail Network Plan. The Seven Priority Corridors:

- 1) Jackson to Germantown via Eisenbahn State Trail Extension***
- 2) West Bend to Jackson via Jackson Drive or CTH P***
- 3) West Bend to Newburg via Decorah Road and Milwaukee River Path***
- 4) West Bend to Slinger via Ridge Run Park and CTH NN***
- 5) Holy Hill Road-Freistadt Road***
- 6) Germantown to Bugline Trail via I-41 Pedestrian Overpass***
- 7) Pike Lake Unit to Heritage Trails Park to Loew Lake Unit***

Jackson priority Corridors 1 and 2 can be viewed on Map #5, pg. 33 of this Jackson Parks, Recreation and Open Space Plan.

WASHINGTON COUNTY PLAN IMPLEMENTATION

The recommended County Parks and Open Space Plan is not complete until approved by the Wisconsin Department of Natural Resources and the

Washington County Board. The Village of Jackson will need to implement the recommendations in their plan for their governing bodies to approve.

WISCONSIN DEPARTMENT OF NATURAL RESOURCES (DNR)

The DNR is responsible for creating the Statewide Comprehensive Outdoor Recreation & Park Plan (SCORP) which is designed to both provide a broad overview of issues affecting nature-based recreation as well as include information, much of which is in the appendices, that the public and decision-makers can use in evaluating local and regional needs and opportunities.

The 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP), provides recommendations to guide public outdoor recreation policy and planning decisions, the use of Land and Water Conservation Fund money that comes to Wisconsin, and other Department of Natural Resources (DNR) administered grant programs. The full plan can be found at: dnr.wi.gov, keyword "SCORP".

Although SCORP provides some basic information on a wide variety of outdoor activities, the focus is on those activities that are related to natural resources and where experiences are enhanced with higher quality natural habitats. In this document, these are referred to as nature-based recreation activities. Top priority needs include providing more places near urban centers to support a variety of nature-based recreation. Of particular note is the demand for more trails (both non-motorized and motorized) and water and shore access for fishing, boating and swimming. Our effectiveness in meeting future recreation needs will be shaped by many factors including the shifting demographics of our population, the quality of habitats and the impacts from invasive species and changing climate conditions, our ability to improve the compatibility between and among recreation participants, and sustainable financial resources. Parks and nature preserves, wildlife areas and refuges, and forests and trails connect people to the natural environment. These places, from small neighborhood parks to the large national, state and county forests, are the

stages on which we enjoy the outdoors, improve our health, protect our air and water, and provide a large economic boost, particularly to our rural areas.

SCORP is designed to both provide a broad overview of issues affecting nature-based recreation as well as include information, much of which is in the appendices, which the public and decision-makers can use in evaluating local and regional needs and opportunities.

More specifically, in relation to the implementation of the Village Parks, Recreation and Open Space Plan, it is important that the department endorse the plan, thus qualifying the Village to apply for, and receive available State and Federal outdoor recreation grants in support of the plan implementation.

Isolated Natural Resource Areas

Under the recommended 2050 Village Comprehensive Plan, isolated natural resource areas encompass about 54 acres within the planning area. It is recommended that such areas be preserved and protected in essentially natural, open uses. Under this plan, as shown on Map #2, pg. 9 isolated natural resource areas currently held in public or private parks and open space use would continue to be maintained in such use. The remaining isolated natural resource areas are proposed to be protected through public land use regulation and will be considered for parks and open space use as detailed drainage and neighborhood planning proceed.

Natural Areas and Critical Species Habitat Sites

Recommendations developed through the regional natural areas and critical species habitat protection and management plan, as documented in SEWRPC Planning Report No. 42, A Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, have been incorporated into this parks and open space plan. That plan sets forth a number of recommendations related to the preservation of identified natural areas and critical species habitat sites within the Village of Jackson.

Found in Table #6, pg. 11 are portions of three natural area sites and two critical species habitat sites that have been identified in the Village of

Jackson planning area. The plan recommends that portions of the Jackson Woods, a critical species habitat site not currently owned by the Village of Jackson, be acquired and preserved by the Village. The second site identified is the Lamm Woods, currently privately owned in the Town of Jackson but is adjacent to the Village and within the water and sewer boundary.

Department of Natural Resources Open Space Sites

As shown on Map #2, pg. 9 the DNR owns a 2 acre open space site along the Cedar Creek corridor on HWY P, south of HWY 60. In addition, the department also owns a 2 acre site on the west shore of Hasmer Lake. It is recommended that this site be managed for passive recreation use. In 2004 the DNR completed a renovation of the site by adding picnic tables, 2 fishing piers, a paved parking lot and a carry in boat access site.

Existing Park and Open Space Sites

This 2020 revision continues to recommend (as did the 2008 Village & Town Parks, Recreation & Open Space Plan, the 1998 Park and Open Space Plan for the Village of Jackson, and the 1986 Town of Jackson Plan), that the Village of Jackson adequately maintain all existing owned park and open space sites and outdoor recreation facilities. The maintenance activities of these sites would include, as necessary, the repair of paving and the resurfacing of parking lots and walkways; the resurfacing of court areas, such as volleyball, basketball and tennis courts; the provision, repair or replacement of such support facilities as sport field lighting, park benches, picnic tables, and drinking fountains; the repair or replacement of restroom facilities, water supply facilities, maintenance buildings, picnic shelters and community buildings; and the maintenance of lawns, gardens and other landscape plantings. In addition, such maintenance activities would also include the provision of additional playground equipment, playfield areas, picnic tables and areas for passive recreational use. It is also recommended that any existing outdoor recreation facility not meeting the accessibility requirements set forth under Federal Law in the Americans with Disabilities Act be brought into compliance with the Act in a timely fashion.

Other Plan Implementation Considerations

The Village of Jackson Parks, Recreation and Open Space Plan continues to recommend the Village acquire and develop new park sites and facilities and acquire open space lands along perennial streams (Cedar Creek). Their zoning ordinances can serve to protect those lands proposed for park and open space uses from incompatible urban uses. Changes to the zoning district map should be made as appropriate to reflect the proposed park and open space land acquisitions recommended in this plan. It is also important to note that, while the usual manner of acquisition of park and open space land consists of the purchase of fee simple interest, there are other methods of acquiring land. These other methods may include the purchase and leaseback of land; the acquisition of land subject to a life estate; the acquisition of tax delinquent land; acquisition through a gift or donation; and acquisition through dedication. Details of alternate funding sources can be found on page 34.



RECOMMENDATIONS FOR THE VILLAGE OF JACKSON

This chapter presents information concerning the need for park, recreation, and open space sites and facilities in the Village of Jackson. Although the NRPA Metric calculations on page 17 identify that the acres per person needs are currently being satisfied, that does not mean there is not a need for additional park, recreation, open spaces, and pathways throughout the Village of Jackson. This again, is the component that makes the Metrics approach positive for communities. It does not function only on rigid statistical numbers. It embraces and focuses on wants and needs as identified by public, committees, boards, and staff. The recommendations for the Village of Jackson have been carefully formed using the above input and tools. Listed are the past and present recommendations as shown in Table #10 pg. 32:

1. A system of bicycle and pedestrian routes, walking paths, and bicycle rest areas that work in conjunction with the Washington County Bikeway and Trails Network Plan.
2. The maintenance of the environmental corridors and isolated natural resource areas in essentially natural, open uses, would generally serve to meet the need for open space preservation throughout the Village.
3. Work with the DNR to create a passive “Nature Based” park where CTH P crosses Cedar Creek. This park would have parking, a small picnic shelter, picnic tables, and grilling areas with access to the creek and potential hike/bike path connector.
4. Acquisition of land along the Cedar Creek waterway from Sherman Road into the Jackson Marsh for the continuation of the hike/bike path network.
6. Completion of a hike/bike rest area and kayak launch with paved parking and small shelter at the corner of Hickory Lane and Eagle Drive on the Cedar Creek corridor.
7. Continue the 10 foot multipurpose path on the south side of STH 60 to Eagle Drive, to provide safe passage for pedestrians and bicycles.
8. The design and installation of a pedestrian path/bridge connecting the Glen Brooke Subdivision and the Cranberry Creek Development over the Canadian National Railroad Tracks. The pedestrian passageway provides safe access connecting the east and west portions of Jackson.
9. Originally planned as Centennial Park, the Railroad Square area is critical space to the Village and should be converted to parkland to serve as a “Village Square”.
10. Expansion plans for the Jackson Area Community Center continues to grow.
11. Recommendations made by the Washington County Park & Open Space Plan may be found on page 27-28 of this document.
12. Working in sync with Washington County on the Bikeway and Trail Network System. As shown on Map #5, pg. 33. it is recommended that the Village develop a system of bicycle and pedestrian routes and paths. It is envisioned that this system would interconnect with major parks and trails or routes within the Village as well as throughout the County as identified in the **WASHINGTON COUNTY BIKEWAY & TRAIL PLAN**. This system is proposed to include about 15 miles of routes associated with street right-of-way and about two and a half miles of trails associated with environmental corridors within the Village.
13. Master Planning for renovations to update the Jackson Park Shelters and add/update park amenities.
14. Create a Dog Park somewhere within the Village of Jackson.
15. Add a coiled Ice rink and shelter in Hickory Lane Park. The shelter would be an open octagon with a concession stand in the center to serve the Splash Park in the summer and the skating rink in the winter.

TOP NEEDS BASED ON THE COMMUNITY SURVEY

- Swimming pool/aquatic facility
- Increased Trail System
- Dog Park

TABLE #10
Recommended Projects, Acquisition and Development

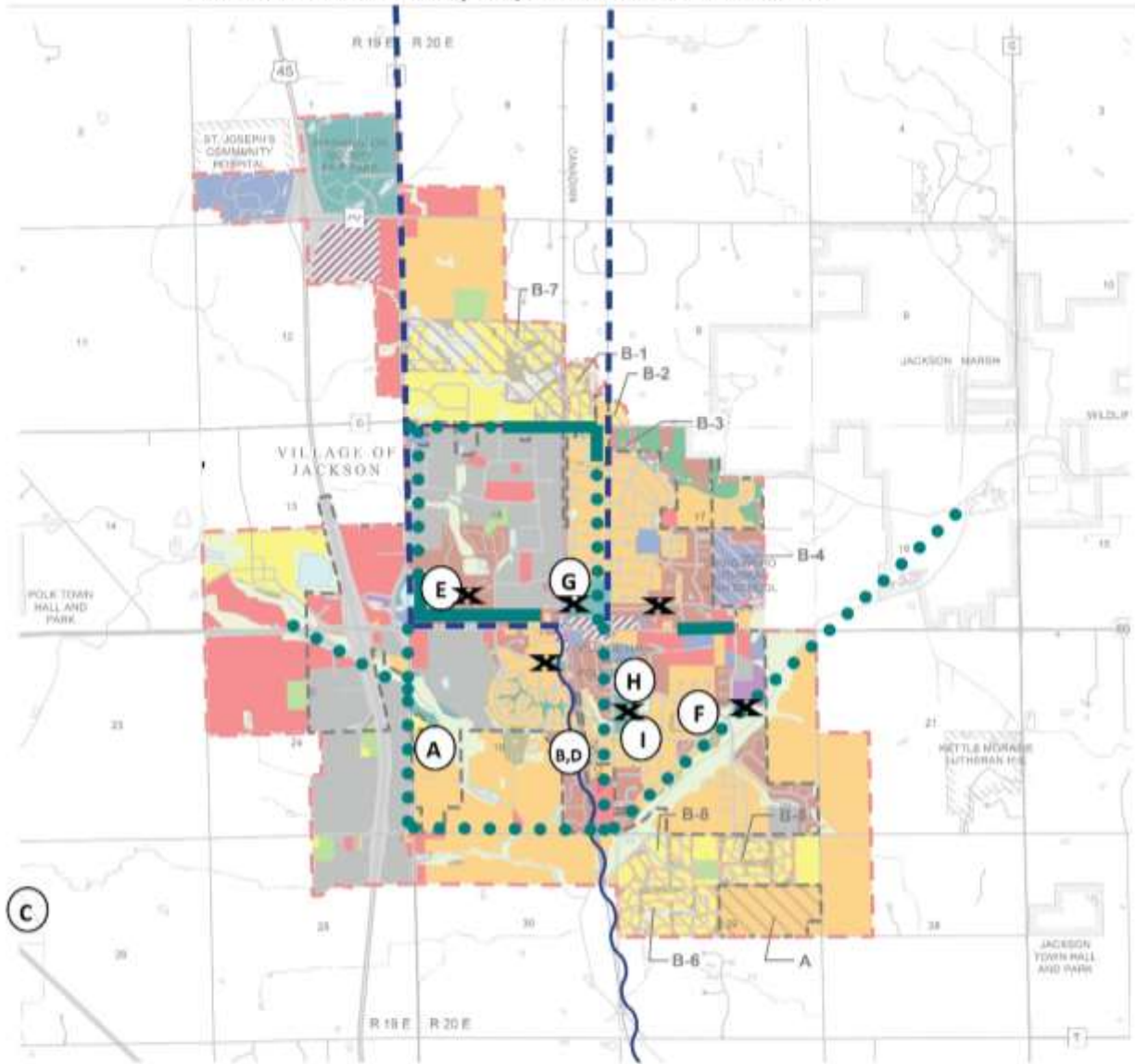
Projects estimates/costs to be completed at the request of the Village Board.

MAP #5 REFERENCE	FUTURE PROJECT	OWNERS/ACQUISITION	PROJECT DESCRIPTION	PLAN YEARS
MAP KEY	1. System of connecting bicycle		Pedestrian access bridge joining the	1998, 2009
LINES	and pedestrian routes, paths,	Private	east and west side of Village over the	2020
	trails and rest areas.	Acquisition Required	railroad tracks.	
	2. Acquisition of land along the	Public and Private	System of trails along the Cedar Creek	1998, 2009
	Cedar Creek corridor, north		corridor. Including wetland boardwalks.	2020
	of Hwy 60 into the Jackson Marsh,			
	to continue and adjoin with local			
	hike and bike trails.			
MAP KEY LINES				
Washington	Rails with trails from West Bend to		Working with the Washington Co.	Co. Plan
County	Germantown. Another connecting trail		Bike & Pedestrian Plan to establish	2019
Bikeway & Trail	from West Bend to Jackson		the (2) connecting trail routes.	
Plan	along CTH P and Cedar Creek Road			2020
A	Park Area on CTH P and Cedar		Approximately 5 acres	2009
	Creek in the southwestern	DNR Acquisition Required	Natural area, picnic table, canoe/Kayak	2020
	portion of the Village		drop and limited parking.	
B	Main Street Community Square	Currently owned by Village	Band Shell, walking path & Ice rink,	2009
	("Centennial Park")	planned location old Village Hall site	shelter with concession area, restrooms	2020
C	Dog Park	TBD	Fenced in area with trees/trails for	2009
		Acquisition Required	off leash dog opportunities with waste	2020
			stations and sitting areas.	
D	STH 60 Beautification. Refer to	Some Private	1. Create a "showcase" entrance to	2009
	Vanderwall Study,	Acquisition Required	Jackson Park from STH 60.	2020
		Village Owned	2. Replace Street lights with tall,	2009
			decorative types to draw the eyes up.	2020
E	Acquire DNR Lake Hasmer	DNR & Private	Open air rental shelter with restrooms,	1998, 2009
	Access as well as the (2)	Acquisition Required	concession, rentals of Kayaks/paddle	2020
	adjacent properties on		boats.	
	Rosewood Lane.			
F	Proposed Trail Head and canoe	Approx. 2 acres owned by Village	Limited parking lot, canoe port,	2009
	launch at the junction of Eagle		small shelter, and picnic tables.	2020
	Drive and Hickory Lane.			
G	Jackson Park - Master Plan	Currently owned by Village	Redesign and upgrade park shelters,	2020
			add a band shell, add large family	
			games (giant chess/zip lines etc.),	
			Resurface basketball courts	
			Replace tennis courts and add pickleball	
H	Jackson Community Center	Currently owned by Village	Expanding West Side of JCC adding a	2020
	Expansion Project	(Project would include the Boys &	separate entrance and area for the	
		Girls Club and Kettlebrook Church	Boys & Girls Club, adding a 4,000 sq. ft.	
		partners)	auditorium/multipurpose room with	
			stage, restrooms, expanding early	
			childhood space and fitness center.	
I	Hickory Lane Park	Owned by Village	Add circular/octagon open air shelter	2020
	Improvements		with concession in center. To serve	
			splash park and ice rink.	
			Add a coiled ice rink in the bowl for	
			winter ice skating.	

Source: Village Comprehensive Plan, Park & Recreation Committee, Friends Group, Public Input

Map #5

RECOMMENDED PROJECTS, ACQUISITION AND DEVELOPMENT



- Proposed Village Multi Purpose Paths
- Existing Village Multi Purpose Paths
- - - Washington Co. Bikeway Plan - West Bend Connector
- ~ Washington Co. Bikeway Plan - Germantown Connector
- X Exiting Parks



- Park A - Hwy P and Cedar Creek Acquisition
- Park B - Main Street Community Square
- Park C - Dog Park (no location determined)
- Park D - Main Street Beautification
- Park E - Hasmer Lake Acquisition & Improvements

- Park F - Proposed Trail Head at Eagle/Hickory
- Park G - Jackson Park Master Plan & Improvements
- Park H - Jackson Community Center Expansion
- Park I - Hickory Lane Park Improvements

CHAPTER VI

OVERALL PLAN SUMMARY

SUMMARY

It's important to remember that the recommendations as stated in Chapter V are to help give vision and direction in future planning of the Jackson Community as a whole and in relation to Parks, Recreation and Open Spaces.

As discovered earlier in the plan through the LOS analysis for the Village of Jackson, the situation becomes more of a development and maintenance issue. Although the focus is not on acquisition as far as the equation for LOS, it does not mean that if opportunities present themselves they should be overlooked. One example, is the "trail system". Some land along Cedar Creek which will need to be acquired. Aside from maintaining current resources, we also have a responsibility to expand areas (i.e. trail system) to meet the practical requests of our patrons. By using the information gathered by the public, committees, boards, and staff, we can work these projects into our action plans when the time is right.

A detailed listing of potential projects may be found in Table #10, pg. 32. It lists the projects from the public, committees, boards and staff. Although we can estimate costs, this can be misleading. It is best to submit a Request for Quote (RFQ) or Request for Proposal (RFP) to ensure nothing has been omitted and the estimated costs are accurate. This also helps to determine future projects without the price initially being the key factor. It is difficult to prioritize the projects, because all too often it is the timing. Again, when the opportunities present themselves.



ALTERNATE FUNDING SOURCES & OPPORTUNITIES

The funding of projects when dealing with Parks, Recreation and Open Spaces has become complex. Beginning in the 1980's the concept "Impact Fees" became a popular avenue for financing everything from park land to swimming pools. Unfortunately, in recent years, the conditions and terms associated with collecting impact fees has become more and more limited and restrictive. Similar to "Stewardship" grant money which is now so restricted that only a handful of communities can actually apply. There are other means of financing parks, recreation and open space projects. These are referred to as the "pay-as-you-go" approach. Below are examples of alternate funding types:

Special Assessment or Special Use Districts

These districts may be established individually or under a generic state enabling statute. Once established, the district levies a tax which begins the flow of revenue. Bonds can then be sold based on the future appreciation of the property tax base within the district. The district boundaries are townships or village boundaries. Illinois Park Districts are set up in this fashion. Legislation to allow for Park Districts in Wisconsin has been discussed over the years.

User Fees

Traditionally, park and recreation user fees were used to pay a portion of the cost of recreation programs and services. Typically, the fees and charges were based on an agency or city commission promulgated cost recovery policy. While this method is said to equalize the costs and benefits, it cannot generate the funds needed for large capital projects.

Reserves

Reserves are those surplus funds in a local government coffer that are either intentionally built up for the so called "rainy day", or accrue because the budget requirements were less than the revenues collected. In today's budget picture for the state of Wisconsin - these coffers are pretty few and far between.

Advance Acquisition of Park and Open Space Land

In this approach a community maps out its future park, recreation and open space land through the comprehensive planning process. It then goes about negotiating with landowners to purchase the property at a fair price, ideally before land boom prices begin to rise.

Debt Financing

This method essentially requires a community to sell bonds or otherwise borrow money to be repaid from an annual automatic lien on the general fund. Or a community can pay for its infrastructure in the same way a person borrows the money to purchase a new home.

Lease-Purchase Contracts

These contracts allow a community to begin to use land while accruing all the money needed to acquire the property. Sometimes the lease fee is higher than the interest on bonds. However, it does provide a means to convince citizens that unless the community comes up with the money to purchase the land, the recreation opportunities enjoyed on the land will be foregone.

Revolving Loan Fund

Under this approach, a state may divert a percentage of a major revenue producer such as the alcoholic beverage tax or the lotto earnings into a revolving open lands fund. Local government can borrow from the fund at a lower interest rate than the commercial money markets.

Bond Banks

Under this approach, state legislature established the legal authority within the state treasury. The treasury can buy up all the small bond issues of participating local governments and in turn sell these in a very large and attractive package on the national and international markets.

PROJECT FINANCIAL RESPONSIBILITY

The financial responsibility for the acquisition, development and maintenance of the projects listed in Table #10, pg. 32, are the Village of Jackson’s. The

projects have been presented in certain jurisdictions based on previous planning, site amenities, and financial feasibility. It does not mean that the sites cannot be changed for a multitude of reasons. In addition, it is important to note that should the Funding Body (Village) decide to pursue any of the projects, it is entirely up to that Funding Body to determine the appropriate avenue for funding the project. In some circumstances, as with the trail projects, a joint venture may be entered into by multiple jurisdictions such as the Village, County and Town.

The Jackson Area Community Center is an example of how this has mutually benefited several organizations and municipalities in the past. This also holds true with public/private partnerships. The success of the Jackson Area Community Center is greatly due to the positive partnerships between the Jackson Parks & Recreation Department and the Boys & Girls Club, the West Bend School District, the Washington County ADRC and Kettlebrook Church. It's a partnership that has remained strong and growing for over 10 years. The Jackson Area Community Center expansion project as shown in Table #10, pg. 32, will once again embrace partnering organizations to share the funding to make it more financially feasible.

In addition, the creation of the “FRIENDS OF JACKSON JT. PARKS & RECREATION” has proven to be invaluable. The inclusive playground at Hickory Lane Park would not have happened in 2019 if it was not for the dedicated and passionate group of citizens that make up the “Friends Group”.



***Thank you for your interest in the Village of Jackson
Parks, Recreation and Open Spaces!***



RESOLUTION # 21-05

ADOPTION OF THE PARKS, RECREATION AND OPEN SPACE PLAN FOR THE VILLAGE OF JACKSON

WHEREAS, the Village of Jackson has completed, reviewed, and approved a Village Parks, Recreation and Open Space Plan, and

WHEREAS, the plan will serve to guide recreation management and development of Village parks, recreation, and open spaces for the next five years, and

WHEREAS, approval by the Village of Jackson and Department of Natural Resources will qualify the Village for matching grants,

NOW, THEREFORE, BE IT RESOLVED that the Village Board of the Village of Jackson hereby adopts the Parks, Recreation and Open Space Plan for the Village of Jackson as an official planning document.

Introduced by: President Schwab

Seconded by: Tr. Olson

Vote: 7 ayes 0 nays

Passed and Approved: January 12, 2021

Michael E. Schwab
Michael E. Schwab - Village President

Attest: Jilline S. Dobfatz
Jilline S. Dobfatz - Village Clerk

Proof of Posting:

I the undersigned, certify that I posted this Resolution on bulletin boards at the Village Hall, Post Office, and one other location in the Village.

Jilline S. Dobfatz
Village Official

January 13, 2021
Date