

WATERTOWN PARK AND OPEN SPACE PLAN

2019 WATERTOWN PARK AND OPEN SPACE PLAN

ADOPTED: OCTOBER 14, 2019



**RESOLUTION
ADOPTION OF CITY OF WATERTOWN
2019-2024 PARK AND OPEN SPACE PLAN**

**SPONSOR: MAYOR MCFARLAND
FROM: PLAN COMMISSION**

WHEREAS, the Park and Open Space Plan has been completed and thoroughly reviewed at the regular meeting of the Park, Recreation, and Forestry Commission; and

WHEREAS, the plan will serve as a guide for making future decisions related to the expansion and development of needed recreation areas in the community.

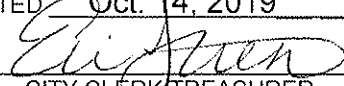
NOW, THEREFORE, BE IT RESOLVED, that the City of Watertown Common Council does hereby go on record to adopt the 2019 Park and Open Space Plan for the City of Watertown; and

BE IT FURTHER RESOLVED, that the City Council does hereby request the Department of Natural Resources to make the community eligible for participation in the LAWCON and ORAP programs.

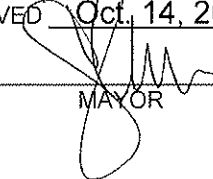
This is to certify that I have compared the attached copy with the original record now on file in my office and that the same is a correct transcript thereof and of the whole thereof. In Testimony Whereof, I have hereunto subscribed my name and affixed the seal of the City of Watertown this 14th day of October, 2019.



City Clerk/Treasurer

ADOPTED Oct. 14, 2019


CITY CLERK/TREASURER

APPROVED Oct. 14, 2019


MAYOR

CITY OF WATERTOWN PLANNING COMMISSION
RESOLUTION 2019-03
ADOPTING THE CITY OF WATERTOWN PARK AND OPEN SPACE, 2019-2024


- WHEREAS,** the City of Watertown, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a City Planning Commission; and
- WHEREAS,** it is the duty and the function of the Planning Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a master plan or portions thereof, for the development of the City of Watertown; and
- WHEREAS,** the City of Watertown desires to maintain its eligibility for grant funding for the acquisition and development of park and recreational facilities through the State and Federal programs; and
- WHEREAS,** the Wisconsin Department of Natural Resources requires that the City update its parks and open space plan every five years to maintain such eligibility and to assure that park planning goals, objectives, and policies are current; and
- WHEREAS,** the City has contracted with Vandewalle & Associates to prepare an update to the City's Park and Open Space Plan; and
- WHEREAS,** the consultants have been working with the City staff and the City of Watertown Park, Recreation, and Forestry Commission to prepare the attached *2019-2024 Park and Open Space Plan*.
- WHEREAS,** on September 9, 2019 the City Park, Recreation, and Forestry Commission approved of the *2019-2024 Park and Open Space Plan* to serve as the City's updated parks and open space plan; and

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 66.23(3)(b) of the Wisconsin Statutes, the City of Watertown Planning Commission hereby recommends the attached *2019-2024 Park and Open Space Plan*, to serve as the City's updated parks and open space plan.

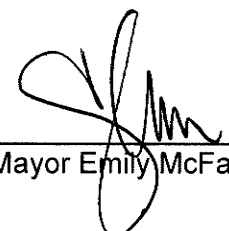
BE IT FURTHER RESOLVED that the attached *2019-2024 Park and Open Space Plan* is recommended to replace the *City of Watertown 2014 Park and Open Space Plan*.

BE IT FURTHER RESOLVED that the Planning Commission transmit a copy of this Resolution to the City Council.

Adopted this 14th day of October, 2019.



Elissa Friedl, City Clerk/Treasurer



Mayor Emily McFarland, Plan Commission Chair

Acknowledgements

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1 INTRODUCTION AND BACKGROUND INFORMATION



Chapter 1: Introduction and Background Information

INTRODUCTION

Communities throughout the country recognize that park land, recreation trails, and natural areas are key components of high-quality living environments. Open spaces provide a community with many benefits. These include supplying opportunities for outdoor recreation, promoting and accommodating a healthy lifestyle for residents, enhancing the aesthetic quality of a community, increasing property values, attracting visitors and tourists, shaping development patterns, and protecting the natural environment.

The primary purpose of this Plan is to proactively account for the City's future park and recreation needs. Furthermore, the recommendations presented in the Plan will guide the acquisition, preservation, and development of land for parks, recreation trails, and other open spaces in the City to meet the needs of a dynamic population. Such recommendations will also serve to protect and enhance the community's natural resource base into the future. Although, this Plan addresses the long-range park and open space needs of the community (through the year 2040), it focuses on recommendations for development over the next five-year period (2019-2024).

This Plan is also intended to incorporate and refine the previous findings and recommendations presented in the City's 2014 Comprehensive Outdoor Recreation Plan, while also mirroring those found in the City of Watertown Comprehensive Plan, which is also expected to be adopted in 2019.

This Plan was prepared in accordance with guidelines that will make it certifiable by the Wisconsin Department of Natural Resources (WisDNR) and will qualify the City for matching grant funds through the Federal Land and Water Conservation Fund (LAWCON) and the State of Wisconsin Stewardship Fund. The Plan must be updated every five years to ensure that it reflects the current needs of the community and retains its WisDNR certification. This Plan was also prepared as a component of the City's Comprehensive Plan, under Wisconsin Statutes 62.23 and 61.35. Furthermore, it will be incorporated as a detailed component of the City's "Smart Growth" Comprehensive Plan under Wisconsin Statutes 66.1001.

BACKGROUND INFORMATION

General Regional Context

The City of Watertown is located in south east Wisconsin on the southern boundary of Dodge County and on the northern boundary of Jefferson County. The Town of Emmet in Dodge County and the Town of Watertown in Jefferson County border the City. The City is located approximately 45 miles west of Milwaukee and 35 miles east of Madison. Map 1 shows the relationship of the City to neighboring communities. The City encompasses approximately eleven square miles.

Natural Resources

A survey of Watertown's natural environment provides an important framework for guiding the park and open space planning process. There are several characteristics of the City's natural landscape that will direct the development of future park and recreational facilities.

Climate

Southeastern Wisconsin's climate is characterized by four distinct seasons. Warm summers generally span the months of June through August. The winter months of December, January, and February are cold, with average temperatures below freezing. The region is characterized by temperate conditions in spring and autumn. The first autumn freeze typically occurs around the second week of October, and the last spring freeze is usually sometime during the first week of May.

Soils

According to the Dodge and Jefferson County Soil Surveys, most of the planning area is covered by soils rated as generally unsuited, or poorly suited for development utilizing septic systems. The soils in the General planning area are of two major types:

- The Wacousta-Lamartine-Theresa association predominates in the vast majority of the General planning area. This association is characterized by very poorly drained, poorly drained, somewhat poorly drained, and well-drained soils with a silty or loamy subsoil and are underlain by silt loam, sandy loam, or gravelly sandy loam.
- The Palms-Keowns-Milford association predominates to the south and west of the City along the Rock River corridor. This association is characterized by very poorly drained and poorly drained soils that have loamy or clayey subsoil and are underlain by silty, sandy, or clayey material. This association is also characterized by nearly level soils that are organic.



Watersheds and Water Bodies

The entire detailed planning area is located within the Rock River Basin portion of the Mississippi River system. The dominant feature of the area is the Rock River corridor proper. The Rock River runs from the east side of the planning area, through the City, and exits the planning area to the southwest. Silver Creek, which empties southward into the Rock River on the north side of the City, drains the majority of the lands to the north and northwest. Minor tributaries of the Rock drain south to north on the west, northeast, and east side of the planning area. Finally, the headwaters of Johnson Creek drain the extreme southeast and southern parts of the planning area.

Groundwater

Groundwater resources are plentiful in the planning area at both shallow and deep levels. The shallow dolomite aquifers are likely to be linked to certain surface water features. In areas of granular soils, these aquifers are susceptible to contamination from both surface and subterranean sources. Most private wells draw from this shallow aquifer. The deep sandstone and limestone aquifers in the planning area are generally of higher quality and considered substantially less susceptible to contamination. In this regard, a few deep common wells are preferred over numerous shallow private wells. The water in the planning area is generally very hard, which can present problems with plumbing, taste, odor, and occasionally appearance.

Vegetation

At the time of European settlement, much of southeastern Wisconsin was covered with prairie and oak savannah, oak woods, and lowlands. Since that time, most of the land has been converted to agricultural and urban uses. Small wooded areas are scattered throughout the City. Dominant forest types include oak-hickory and maple basswood.

Wildlife Habitat

Species of wildlife common to the southeastern Wisconsin region are rabbits, squirrels, woodchucks, raccoons, muskrats, and beavers. Larger mammals such as white-tailed deer, coyotes, and foxes also inhabit the region. Common bird species include pheasants, cardinals, robins, woodthrushes, great blue herons, and killdeer.

According to the Wisconsin Department of Natural Resources, there are occurrences of aquatic endangered species in the City near the Rock River. There were occurrences of both aquatic and terrestrial endangered species in the southwest and the areas surrounding Rock River.

Population and Demographics

Population

Over the past thirty years, the City has experienced a variable population change. Figure 1 shows the City's population from 1990-2017. These numbers are compared to population trends for Dodge County, Jefferson County, and the State of Wisconsin. Between 2000 and 2010, the City's population grew by approximately 10 percent, which was comparable to the growth experienced in Jefferson County, but outpaced that of Dodge County and the state. However, 2010-2017 saw dramatically different results. Due to the Great Recession in 2008 and slow economic recovery since, the City's population, along with Dodge and Jefferson Counties and the state, have been stagnant. This is a common trend in many small to mid-sized communities throughout the state.

Figure 1: Population Trends

| | 1990 | 2000 | 2010 | 2017 | 2000 – 2010 Percent Change | 2010- 2017 Percent Change |
|--------------------------|-----------|-----------|-----------|-----------|-------------------------------------|------------------------------------|
| City of Watertown | 19,142 | 21,598 | 23,861 | 23,730 | 10% | -1% |
| Dodge County | 76,559 | 85,897 | 88,759 | 87,833 | 3% | -1% |
| Jefferson County | 67,783 | 74,021 | 83,686 | 84,538 | 13% | 1% |
| Wisconsin | 4,891,769 | 5,363,675 | 5,686,986 | 5,754,798 | 6% | 1% |

Source: U.S. Census Bureau, 1990-2010 Census and 2013-2017 American Community Survey 5-Year Estimates.

Prediction of the rate of future population growth is challenging and somewhat inexact. It should be noted that Watertown's actual future population will depend on social and economic trends, market conditions, attitudes toward growth, and development regulations. Figure 2 below depicts seven population projection methods. These sets of projections were prepared for the City of Watertown's 2019 Comprehensive Plan and by the Wisconsin Department of Administration. All are projected through 2040, the intended time horizon of the Comprehensive Plan.

Figure 2: City of Watertown Population Projections

| | 2010* | 2017** | 2020 | 2025 | 2029 | 2035 | 2040 |
|---|--------|--------|--------|--------|--------|--------|--------|
| Compounded Growth 1990-2017⁽²⁾ | 23,861 | 23,730 | 24,392 | 25,538 | 26,492 | 27,992 | 29,306 |
| Compounded Growth 2000-2017⁽²⁾ | 23,861 | 23,730 | 24,146 | 24,855 | 25,437 | 26,337 | 27,110 |
| Compounded Growth 2010-2017⁽²⁾ | 23,861 | 23,730 | 23,674 | 23,582 | 23,508 | 23,397 | 23,306 |
| Linear Growth 1990-2017⁽¹⁾ | 23,861 | 23,730 | 24,259 | 25,142 | 25,848 | 26,906 | 27,789 |
| Linear Growth 2000-2017⁽¹⁾ | 23,861 | 23,730 | 24,106 | 24,733 | 25,235 | 25,987 | 26,614 |
| Linear Growth 2010-2017⁽¹⁾ | 23,861 | 23,730 | 23,674 | 23,580 | 23,505 | 23,393 | 23,300 |
| WisDOA Population Projection⁽³⁾ | 23,861 | - | 25,425 | 26,565 | 26,492 | 27,850 | 27,960 |

1 Source: U.S. Census Bureau, 1990-2010 Census.

2 Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

3 Source: Wisconsin Department of Administration, 2013 population estimate.

Extrapolated based on the average annual population change over the given years.

Extrapolated based on the average annual percentage change over the give years.

These projections were derived using a variety of methodologies:

- **Compounded Percentage Rate 1990-2017, 2000-2017, and 2010-2017.** These estimations are determined utilizing the annual average percentage change over the time period and extrapolating that rate forward to 2040. The average annual percentage change for the three time periods ranged from no change to 1% growth.
- **Linear Growth Rate 1990-2017, 2000-2017, 2010-2017.** These projections were calculated using the average annual population change over the time period and projecting that rate forward to 2040. The average annual population change for the various time periods ranged from no change to 176 new people per year.
- **Department of Administration (DOA) Projection.** In 2013, the State Department of Administration forecasted population change for all communities in Wisconsin based on 2010 U.S. Census data. While the data used is somewhat dated, the projections are still relevant because of the City's stagnant population over the past decade.

Based on this methodology, its projected that the City of Watertown's population will be between 23,300 – 29,300 in 2040, an increase of 0 – 5,576 people. Considering the wide range of population growth scenarios, the City will use the linear growth rate projection between 2000-2017 to calculate future housing and land demand. The 26,614 projected 2040 population was chosen because it represents both pre- and post-Recession trends but is also more modest, and likely more representative, than many of the other seven projections calculated. To note, the previous Park and Open Space Plan projected 2030 population was 29,115, which far exceeds this plan's 2030 population projection of 25,360. The difference is a result of the stagnant population trends experienced in the City since 2009.

Age Distribution

Figure 3 presents information about age demographics in the City. Overall, Watertown is characterized by changing demographics. Currently, approximately 16% percent of the population is over 65 and its median age is 38, both have risen since 2010. Additionally, 24 percent of the City's population is under 18, which decreased since 2010. These trends, like those experienced in both counties and the state are reflective of the increasingly larger aging population.

Figure 3: Age Distribution, 2017

| | City of Watertown | Dodge County | Jefferson County | State of Wisconsin |
|-------------------------|-------------------|--------------|------------------|--------------------|
| Median Age | 38 | 42 | 40 | 39 |
| Percent under 18 | 24 | 21 | 22 | 23 |
| Percent over 65 | 16 | 16 | 15 | 15 |

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Racial Distribution

Watertown is characterized by a predominately "White" population, as are Dodge County, Jefferson County, and the State of Wisconsin (Figure 4). These data depict a relatively homogeneous population.

Figure 4: Racial Distribution, 2017

| Race | City of Watertown | Dodge County | Jefferson County | State of Wisconsin |
|-------------------------|-------------------|--------------|------------------|--------------------|
| White | 92% | 94% | 94% | 86% |
| African American | 1.5% | 2% | 1% | 7% |
| American Indian | 0.1% | 0.6% | 0.1% | 1% |
| Asian | 1% | 0.5% | 1% | 3% |
| Other | 2% | 1% | 2% | 2% |

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

For these data sets: People who identify with the terms "Hispanic" or "Latino" are those who classify themselves in one of the specific Hispanic or Latino categories listed on the Census 2010 or ACS questionnaire – "Mexican," "Puerto Rican," or "Cuban" - as well as those who indicate that they are "other Spanish, Hispanic, or Latino." Origin can be viewed as the heritage, nationality group, lineage, or country of birth of the person or the person's parents or ancestors before their arrival in the United States. People who identify their origin as Spanish, Hispanic, or Latino may be of any race. The Census does not include Hispanic and Latino people in the racial distribution. They are considered to be an ethnicity. An individual can be any race and/or Hispanic. Since the 2010 Census, the proportion of people who identified as Hispanic or Latino in Watertown increased. This was also the case for Jefferson County and the state of Wisconsin as a whole. In 2017, the City of Watertown had a slightly higher percentage of "Hispanic or Latino" residents than Dodge County, Jefferson County and the State.

Figure 5: Hispanic and Latino Distribution, 2010-2017

| | 2010 | 2017 |
|--------------------|------|------|
| City of Watertown | 7% | 8% |
| Dodge County | 2% | 5% |
| Jefferson County | 7% | 7% |
| State of Wisconsin | 6% | 7% |

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Employment Characteristics

The City's relatively close proximity to the major urban centers of Madison and Milwaukee provides a wide variety of employment opportunities for Watertown residents. In 2017, approximately 70 percent of Watertown's population age 16 and older was in the labor force. Figure 6 shows the City's occupational distribution.

Figure 6: City of Watertown Occupational Distribution, 2017

| Occupational Group | Percentage of Employed Labor Force |
|---|------------------------------------|
| Manufacturing | 22% |
| Educational, health, and social services | 29% |
| Retail trade | 8% |
| Arts, entertainment, recreation, accommodation, and food services | 9% |
| Professional, scientific, administrative, and waste management services | 5% |
| Construction | 5% |
| Transportation, warehousing, and utilities | 4% |
| Wholesale trade | 6% |
| Finance, insurance, real estate, rental, and leasing | 3% |
| Other services (except public administration) | 4% |
| Public Administration | 3% |
| Information | 2% |
| Agriculture, forestry, fishing, hunting, and mining | 1% |

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Household Characteristics

In 2017, the average household size in Watertown was 2.4 persons per household. As shown in Figure 7, the average household size in the City was comparable to that of Dodge and Jefferson County and the State. Furthermore, the City had a lower proportion of owner-occupied housing than the surrounding Counties and the State.

Figure 7: Household Characteristics, 2017

| | City of Watertown | Dodge County | Jefferson County | State of Wisconsin |
|-------------------------------|-------------------|--------------|------------------|--------------------|
| Total Housing Units | 9,893 | 37,552 | 35,294 | 2,649,597 |
| Percent Occupied | 96% | 90% | 92% | 87% |
| Percent Owner Occupied | 59% | 70% | 70% | 67% |
| Average Household Size | 2.4 | 2.5 | 2.5 | 2.4 |

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Public Health

Parks and recreation are directly related to the community's overall public health by providing opportunities to participate in physical activities and improve health education. The following are key public health indicators for both Jefferson and Dodge County. This information is important to assessing how healthy Watertown is today and areas of focus for the future.

Figure 8: Public Health Context

| | Overall Health Outcome Ranking* | Percentage of Adult Obesity |
|-------------------------|---------------------------------|-----------------------------|
| Dodge County | 15 out of 72 | 31% |
| Jefferson County | 37 out of 72 | 31% |

*Health outcomes rankings are a combination of factors including length of life, quality of life, health behaviors, clinical care, social and economic factors, and physical environment. Source: 2019 County Health Rankings, University of Wisconsin Population Health Institute.

Figure 9: Public Health Context

| | Diagnosed Diabetes* | Largest Cause of Death** | Life Expectancy*** |
|-------------------------|---------------------|------------------------------------|--------------------|
| Dodge County | 6% | Cancer (197 per 100,000 residents) | 80.5 years |
| Jefferson County | 9% | Heart Disease (251 per 100,000) | 79.1 years |

*Source: CDC, 2015.

**Source: 2017 Wisconsin Public Health Profiles. Wisconsin Department of Health Services.

***Source: Life Expectancy in Wisconsin 2010-2014. Wisconsin Department of Health Services, 2016.

Review of Existing Plans

Another critical step in the park planning process is an examination of past planning efforts in the City. A comprehensive understanding of how the City has evolved over time and how it has been planning for the future establishes guidelines for this Plan's recommendations. Moreover, a review of existing plans helps identify ways this Plan should be adapted so that it is consistent with the City's ongoing goals, objectives, and policies, and to ensure it is coordinated with regional planning efforts.

City of Watertown Comprehensive Plan (2009)

The City's "Smart Growth" Comprehensive Plan provides for residential and non-residential infill development within the current municipal boundaries. The plan also identifies new residential neighborhoods for City expansion. Much of this new residential development is to the northwest, west, and south. Some additional long-range residential expansion is proposed for the City's east side. These neighborhoods are designated "Planned Neighborhoods," which provide a highly-planned mix of residential dwelling units and density types; neighborhood-oriented shopping opportunities; a range of employment opportunities; open space and active recreation areas; and education facilities for area residents.



City of Watertown Comprehensive Plan (2019)

Similar to the 2009 Comprehensive Plan, this document prioritizes infill, redevelopment, and reinvestment. However, there are still some new residential neighborhoods identified for future growth in the northwest, west, and south areas of the City. It also plans for these neighborhoods to be Planned Neighborhoods, as mentioned above. Overall, the 2019 Comprehensive Plan reflects many of the goals, objectives, and policies of this Plan and uses the population and household projections reflected in this document. There are also several Implementation Action Items (Chapter 13) within the 2019 Comprehensive Plan that directly correlate to recommendations in this Plan:

- Acquire property along and prioritize protection of the Rock River
- Prioritize connection of the on-street bicycle path and trail system
- Develop a City of Watertown Bicycle and Pedestrian Plan
- Adopt a Complete Streets Policy
- Maintain the City's status as a Wisconsin Healthy Community
- Create a City-wide 5-Year Capital Improvements Plan
- Apply for State and Federal grants using this Plan

Dodge County Park, Outdoor Recreation, and Open Space Plan (2015)

Recommendations for the City include:

- Glacial River Trail
 - Install signage to identify the Glacial River Trail and connections to Watertown and the Wild Goose Trail.
 - Seek opportunities for off road trail connections to replace the needed road routes where able. The railroad corridor from Clyman Junction to Watertown may hold some opportunities in some sections.
- Wild Goose State Trail
 - Install bike route signs from the Hwy 60 parking area and the City of Watertown to the paved Glacial River Trail along Hwy 26.

Dodge County Bicycle and Pedestrian Plan (2003)

The Dodge County plan connects to the routes specified in the Jefferson County Bicycle and Pedestrian Plan that continue into Dodge County including Water Street in Watertown. The plan recommends that Water Street become an on-street route to connect to Second Street, via Silver Creek Road, then to Hill Road and CTH M north to Clyman Junction and the Wild Goose Trailhead. General recommendations for improving biking facilities through the urban areas of Dodge County included bike lanes, wide curb lanes, and shared-use roadways.

Jefferson County Bicycle and Pedestrian Plan (2010)

This plan recommends bike lanes on West Street/CTH T because this is a Jefferson County Bike Route to Waterloo and leads to the Milwaukee Street Bridge. This bridge is recommended to be improved in order to provide formal bicycle accommodation. Western Avenue and S 12th Street/CTH X are also recommended to be improved to provide the backbone of the bicycle network. Paved shoulders are recommended where curb and gutter are not provided. The plan also recommends long-term installation of trail facilities along the Rock River as part of a countywide strategy to preserve this natural resource. In Watertown, trail development along the Rock River will also enhance mobility in the city center.

Jefferson County Parks, Recreation, and Open Space Plan (2013)

This plan developed a series of general park recommendations and conclusions for Jefferson County based on a park and open spaces inventory analysis assessment. The plan recommended:

- Continued development of the Glacial River Trail in Jefferson County and adjacent Counties.
- Current planning positions the Watertown-Oconomowoc (Interurban Line), Watertown to Waterloo, and Waterloo to Lake Mills linking trail projects for upcoming grant cycles and implementation.
- Work with the City of Waterloo to incorporate the Waterloo Regional Trailhead into the Garman Nature Preserve and trails linking Waterloo to Lake Mills and Watertown.
- Corridor Priorities: Waterloo to Watertown and Old Interurban Line (WE Energies Corridor) from Watertown to Ixonia and Oconomowoc.
- Managing Holzhueter Farm State Park between Watertown and Waterloo that was purchased by the WisDNR as a conservation area.

Sport and Fitness Industry Association Sports, Fitness, and Leisure activities Topline Participation Report 2019

The Sport and Fitness Industry Association conducted a national survey in 2018 of a random sample of over 20,000 Americans. The findings help to provide large trends related to inactivity, demographics, and participation. A few data points that are important for the City to consider over the next five years are:

- 27% of the US population is inactive, meaning that they do not participate in any level of calorie burning activities in an average week, which is an increase since 2013.
- Class-based (yoga, karate, etc.), fitness (cardio, lifting, swimming, etc.), and outdoor activities (hiking, trail running, etc.) have all increased in overall participation since 2013.
- The most popular activities by age group:
 - Baby Boomers focus on low-impact activities
 - Gen Xers participate most in team sports
 - Millennials prefer to participate in the most diverse set of activities across many different types
 - Gen Zers focus on high-calorie burning/more intensive activities

Wisconsin Statewide Comprehensive Outdoor Recreation Plan – 2019-2023

The Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) serves as a blueprint for state and local outdoor recreation planning through support of national initiatives, sets the course for recreation within the state by describing current recreation supply and trends, and provides a framework for future recreation development and focus. Key overarching goals for outdoor recreation include:

- Boost participation in outdoor recreation
- Grow partnerships
- Provide high-quality experiences
- Improve data to enhance visitor experiences
- Enhance funding and financial stability

Other Initiatives

Wisconsin Healthy Communities (2019-2021)

The City of Watertown has recently been designated a Silver-level Wisconsin Healthy Community and Jefferson County a Gold-level Healthy Community by the University of Wisconsin Population Health Institute. The purpose of the designation is to recognize and encourage local efforts that improve the overall community's health and well-being. It also aims to promote collaboration centered around health improvement. Some of the local health initiatives in Watertown include: ONE Wellness Program, School Dental Community, Proper Drug Disposal Program, and others. A few of Jefferson County's programs include: reducing obesity rates through diet and exercise strategies, Rock River Free Clinic, Behavioral Health Primary Care Integration, and others.

The local and regional park and trail system play a large component in the promotion and sustainability of improving public health. Many of the overarching goals of the Wisconsin Healthy Community Designation program are reflective of the community's overarching goals in the Comprehensive Plan and this plan.

2 PUBLIC PARTICIPATION



Chapter 2: Public Participation

Public input was gathered throughout the planning process to provide insight on what has or hasn't worked in the past and the needs of the community today and in the future. There were multiple public input opportunities during the process that included: three Parks, Recreation, and Forestry Commission meetings and three focus group meetings, in addition to a public open house and Plan Commission meeting. A small survey was also sent to local recreational stakeholders for initial feedback.

Parks, Recreation, and Forestry Commission and Plan Commission Meetings

At various stages throughout the planning process, the Parks, Recreation, and Forestry Commission provided input. In April 2019, the commission was introduced to the plan and gave feedback on the City's key issues and topics moving forward. Following that meeting, the group also reviewed Draft 1 of the plan in July 2019 and Draft 2 in September 2019. On September 9, 2019, the plan was recommended by the Parks, Recreation, and Forestry Commission to the Plan Commission for adoption. The Plan Commission held a public hearing on October 14, 2019 where the plan was adopted via resolution. The City Council also adopted the plan via resolution on October 14, 2019. All meetings were open to the public.

Focus Group Meetings and Stakeholder Survey Responses

The City also hosted three focus group meetings with different local recreation stakeholders and provided a small survey to over 30 additional local stakeholders. Groups included recreation partners, river activities, seniors, youth, and adult sports. In general, participants from both the meeting and surveys were very complimentary of the City's park facilities and department staff. All attendees saw the existing park and recreational system as one of the City's more desirable assets. The following three overarching topics were discussed:

- What is working well today?
 - Overall, the existing park and recreational facilities and programming is serving the community's needs.
 - Many different associations, foundations, and partnerships continue to invest throughout the park system, which helps to supplement the limited public resources available.
 - A host of local events and tournaments bring many new people to the City each year and have become key to the community's tourism economy.
- What are the biggest challenges today and in the future?
 - As the demographics of the community evolve and change overtime, it is important to balance the needs of both young families and the aging population through a diversity of uses, programming, and facilities.
 - Long-term protection and maintenance of the investments made in the facilities within the existing park system.
 - Continued effort to establish new public-private partnerships.
 - Strategically place new facilities in locations best suited to maximize use, accessibility, and function.
- What is needed to address the City's current and future challenges?
 - Increased accessibility for all. This includes: handicap piers, paved paths, benches, bike racks, multi-use trails, new sidewalk connections, and improved sidewalks downtown.

- Increased utilization of the river through promotion, marketing, facility upgrades, Riverwalk extensions, and more connection points.
- New outdoor play fields (for soccer, lacrosse, football, etc.) that are lit and well-drained.
- New indoor recreational facility to provide additional winter activities and/or host tournaments.
- New off-leash dog park.
- New outdoor splash pad.

Public Open House

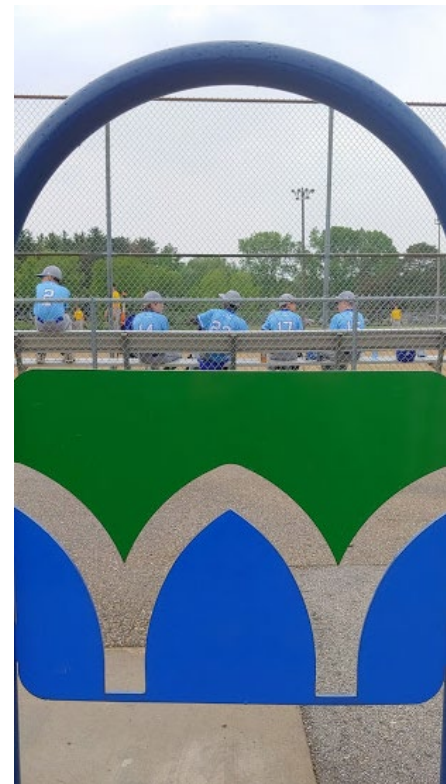
In August 2019, a public open house was held to review the Draft Park and Open Space Plan and the Draft City Comprehensive Plan at Riverside Park during Riverfest. The event included review of maps, project timelines, issues and opportunities identified, and proposed recommended projects. Overall, there was a strong showing of support and many people agreed with the key recommendations of both plans. The booth saw a great deal of foot traffic with approximately 100 people stopping by to review materials, ask questions, and provide feedback. The following is a summary of what was heard:

Voting Exercise to Prioritize Top Proposed Projects

1. Dog Park (tied for top vote getter)
2. Complete Riverwalk (tied for top vote getter)
3. River access sites with kayak, canoe, or paddle board rentals
4. Splash Pad
5. Park on the Bethesda property
6. Public indoor recreational facility
7. Complete the Inner-urban Trail

Summary of Comments

- Update the bathrooms in all parks, especially at Riverside Park
- Need a splash pad – Town Square or Aquatic Center
- New parks should have items like Imagination Station in Oconomowoc
- Need a new dog park
- Turn the closed golf course in the Town of Emmet on CTH CW into a new park



3 EXISTING PARK AND RECREATIONAL FACILITIES



Chapter 3: Existing Park and Recreational Facilities

The following is a summary of the existing park and recreational facilities within the City. These facilities are depicted on Map 1. A complete list of the facilities within each park is provided in Appendix A.

As of 2019, the City had approximately 327 acres of total parks and open space. The City maintains 30 parks and one lake access area.

Community Parks

1. **Brandt-Quirk Park:** This 169-acre park is located in the northwest portion of the City next to the high school. This park was established in 1980 as a 12-acre limited use area to be expanded as the City quarry was abandoned. The park includes 3 $\frac{3}{4}$ miles of hiking and cross-country ski and pet exercise trails, soccer fields, tennis courts, lighted baseball diamonds, play equipment, 18-hole Rock River Disc Golf Course (set on park land and high school land), sand/water play equipment, a batting cage, picnic shelters, and restrooms.
2. **Riverside Park:** This 37-acre park was established in 1910 and was the first public park established in Watertown. It is located in the northeast portion of the City, laid out along the banks of the Rock River. Riverside is the system's most heavily used and most scenic park. The park serves as the center for many community celebrations and activities including the Fourth of July festivities and the annual Riverfest celebrations. The park has numerous amenities including picnic shelters, restrooms, softball diamonds, volleyball courts, horseshoe courts, playground facilities, handicapped-accessible fishing pier/kayak dock, pickleball/tennis courts, a bandshell, and the Watertown Aquatic Center.
3. **Washington Park:** This 9-acre park is located in the southeast portion of the City and was established in 1927. Washington Park has a lighted baseball facility and also offers playground equipment, batting cages and restrooms.

Neighborhood Parks

1. **Brandenstein Park:** This 12-acre park is located in the northern portion of the City and was established in 1980. The park offers playground equipment, fitness pad, a baseball field, disc golf basket, restrooms with a small shelter, and open space for future development.
2. **Clark Park:** This 5-acre park is located in the southern portion of the City and was established in 1941. The park offers playground equipment, a baseball/soccer field, pickle/tennis courts, ice-skating, a picnic shelter and restrooms. The park also has a walking trail around the pond and nature area. In 2018, the City acquired land to the north to expand the park by 0.3 acres.
3. **Deer Trail Park:** This 6-acre park is located in the southwest portion of the City and was established in 1999. The park offers playground equipment, volley standards, a baseball playfield, a soccer field, and a picnic/grill area.
4. **Grinwald Park:** This 18-acre park is located in the southwest portion of the City and was formerly known as Milford Street Park. The park was established in 1978 when the City purchased 9 acres of land along Milford Street. The Park was renamed Grinwald Park in 1992 when Donald Grinwald donated the adjacent 11 wooded acres to the City. The park presently offers playground equipment, two soccer fields, and a wooded walking trail.

5. Hunter Oaks Park: This 4-acre neighborhood park is located in the northeast portion of the City and was established in 1999. The park offers playground equipment, volley standards, a baseball playfield, a soccer field, and a picnic/grill area.
6. Lincoln Park: This 5-acre neighborhood playground is located in the near northwest portion of the City and was established in 1941. The park offers playground equipment, a baseball field and a shelter with restrooms.
7. Mary Rose Park: This 4-acre park is located in the northeast portion of the City and was established in 1999. The park offers playground equipment, volley standards, a baseball playfield, a soccer field, a shade structure (being installed in 2019), and a picnic/grill area.
8. Schaller Park: This 1.5-acre park offers a quiet setting along the Rock River in the south-central portion of the City. A picnic area, play field, and a small composite playground structure serves youth in the adjacent and somewhat isolated neighborhood.
9. West Haven Park: This 1.5-acre parcel in the South Concord Estates subdivision remains undeveloped. The master plan for the parcel includes playground equipment, volleyball court, half of a basketball court, and disc golf baskets. Some of these improvements are expected to be implemented in 2019.
10. Timothy Johnson Park: This 3-acre neighborhood playground is located in the northwest portion of the City and was established in 1967. The park offers playground equipment, a baseball field and a shelter with restrooms.
11. Union Park: This 2-acre neighborhood playground is located in the west-central portion of the City and was established in 1926. The park offers playground equipment, a baseball field, and a shelter with restrooms.



Special Use Parks

1. East Water Street Park: This 0.2-acre open space site is located in the eastern portion of the City. This park was established in 1933.
2. Fannie P. Lewis Park: This 1-acre park is located in the north-central portion of the City and was established in 1983. The park offers a quiet setting along the Rock River with a boat landing, handicap-accessible fishing pier, flower gardens, and a small shelter.

3. Kalota Park: This 10.5-acre park on the far east side near the Rock River was donated to the City in 1989 by former Mayor Carl Kalota. The park presently has no amenities and there are no plans for improvements in the near future. It is being preserved as a green space and a wetland area.
4. Watertown Dog Park: This 12.5-acre park is located in the southeast portion of the City on the City's former landfill site. It was designated as a park in 2000. The park offers off-street parking, picnic tables, fenced in area for off-leash activities, and a maintained trail for walking of pets.
5. River Walkway: The River Walkway was developed in 1986, as part of the Downtown revitalization effort. The walkway is located along the Rock River running from Main Street to Milwaukee Street (6 blocks). It is approximately 1,600 feet in length and averages approximately 50 feet in width, for a total of about 1.5 acres. This passive recreation facility features a seating area overlooking the lower dam, a 500-foot boardwalk, kayak dock, and a plaza area with park tables and benches. In 2006, the City adopted a detailed plan for the River Walkway facility.
6. Senior Center Grounds: This 3-acre park was established in 1972 and is located along the east side of the Rock River south of the downtown. The Senior and Community Center is located on this site. The park is also the southern access point of the River Walkway.
7. Silver Creek: This small 0.2-acre park was established in 1960 adjacent to the Water Street bridge. In addition to providing access to the Rock River, the park is the site of the Silver Creek pond, which serves as the City's largest and most heavily used skating facility.
8. Skate/BMX Park: This 3-acre park located just east of Carriage Hill Drive includes a collection of metal ramps and obstacles to serve both skaters and BMX bike riders. This lighted park is also serviced by a parking lot, foot bridge, and service road.
9. Tivoli Island: This 8.5-acre island is located in the Rock River in the eastern portion of the City. The island offers a unique opportunity for picnicking and nature study. In 2016, 2 additional acres on the east side the river (across from the island) were acquired to provide more access to the river and island park.
10. Veteran's Memorial Park: This open space site is less than 1-acre and is located downtown. It is the site of multiple monuments honoring veterans of various wars. It was built after World War I.
11. Watertown East Apartment area: This 3-acre park is located on the northeast side of the City and was donated in 2000. Most of this land is marshland and the City is presently looking for additional acreage to provide recreational facilities for this area.
12. 756 Nelson Lane (name to be determined): This 0.4-acre piece of riverfront land was donated to the City in 2013 by Marc Rhodes. Recently, a masterplan was completed for the area that includes planned park benches, a gazebo, and small parking area. These improvements have not yet been made as of the writing of this Plan.
13. 301 Second Street (name to be determined): In 2018, the City acquired the 0.06-acre parcel across from City Hall to create more green space within the Central Business District. The master plan for the area includes honoring the City's first responders with a monument, in addition to a seating area and walkway. These improvements have not yet been made as of the writing of this Plan.

14. 905 East Main Street (name to be determined): As of the writing of this Plan, the City was negotiating with Jefferson County to acquire the small parcel, which was formally a gas station. The park is shown on Map 3 as a proposed Mini Park.
15. Heron View Park (Micro Park): This 0.6-acre property on the west bank of the Rock River adjacent to Oconomowoc Avenue is an eco-micro park that continues to be developed. The intention of the park is to enhance the ecological and community benefit of the area and is planned for a fishing pier in the coming years.
16. Interurban Trailhead: The Interurban Recreational Trail is a planned hard surface multi-use trail connecting between the City of Watertown and Oconomowoc (11 miles). A portion of the trail and a trailhead are expected to be completed in 2020 on the far east side of Watertown. It will eventually connect to the Glacial Drumlin, Glacial River, and Wild Goose State Trail. Over the coming years, continued future expansions are planned in order to connect Watertown with the shores of Lake Michigan through the Lake County Trail in Waukesha County and the Hank Aaron Trail in Milwaukee. Construction of a restroom and repair station at the trailhead is planned to be completed in 2020.
17. Heiden Pond/Brickyard: Just north of the airport is Heiden Pond which is connected to Lake Victoria. The area surrounding the pond is approximately 2 acres that is almost entirely within the floodplain. It is a great location for fishing and hiking, with a trail encompassing the exterior of the pond.



Public and Private School Recreational Facilities

Public Schools

1. Douglas Elementary School is located on the City's north side. It is home to playground equipment and a basketball court.
2. Lincoln Elementary School is located in the west central portion of the City. It too has playground equipment and a basketball court.
3. Schurz Elementary School is located on the City's south side with a basketball court and playground.
4. Webster Elementary School is located in the near southeast portion of the City. It also has a basketball court and playground equipment.
5. Riverside Middle School is located in the eastern portion of the City. It has a wide variety of recreational facilities including a swimming pool, baseball fields, a playfield, and a running track.
6. Watertown High School, which opened in 1994, is located in the northwest portion of the City next to Brandt-Quirk Park. It also has a significant number of recreational facilities including baseball fields, soccer fields, playfields, cross-country skiing, and a running track.

Private Schools

1. Calvary Baptist Christian School is located in the southwest portion of the City. It does not have any on-site recreational facilities.
2. St. Bernard's School is located on the City's west side with playground equipment, a basketball court, and playfields.
3. St. Henry's School is located in the central portion of the City. It is home to a basketball court, playground equipment, and a playfield.
4. St. John's School is located in the central portion of the City. The school has a basketball court and playfields on-site.
5. St. Mark's School is located in the central portion of the City with playground equipment, a basketball court, and playfields.
6. Trinity Lutheran School is located in the central portion of the City. It is home to a basketball court, playground equipment, and playfields.
7. Luther Preparatory School is located on the City's east side. (There is only limited public access to this facility.) It has basketball courts, tennis courts, baseball fields, soccer fields, and playfields.
8. Maranatha Bible College: This 5.8-acre private school is located on the City's west side. (There is only limited public access to this facility.) It has basketball courts, baseball fields, soccer fields, and playfields.
9. Good Shepard Lutheran School is located on the far east side of the City, near Riverside Middle School. It has a basketball court, playfields, and a playground.

Watertown Park, Recreation, and Forestry Department Staffing

The Park, Recreation, and Forestry Department is staffed by 15 full time and 200 part time personnel, 195 of which are mostly in recreational programming and/or management roles, while 20 are generally park maintenance staff. As of 2019, the department was understaffed in terms of both employees and hours. In order to provide the high level of service that the City desires, it is recommended that at a minimum the existing ratio of full-time to part-time staff, in addition to the ratio of programming to maintenance staff remain the same over the next five years.

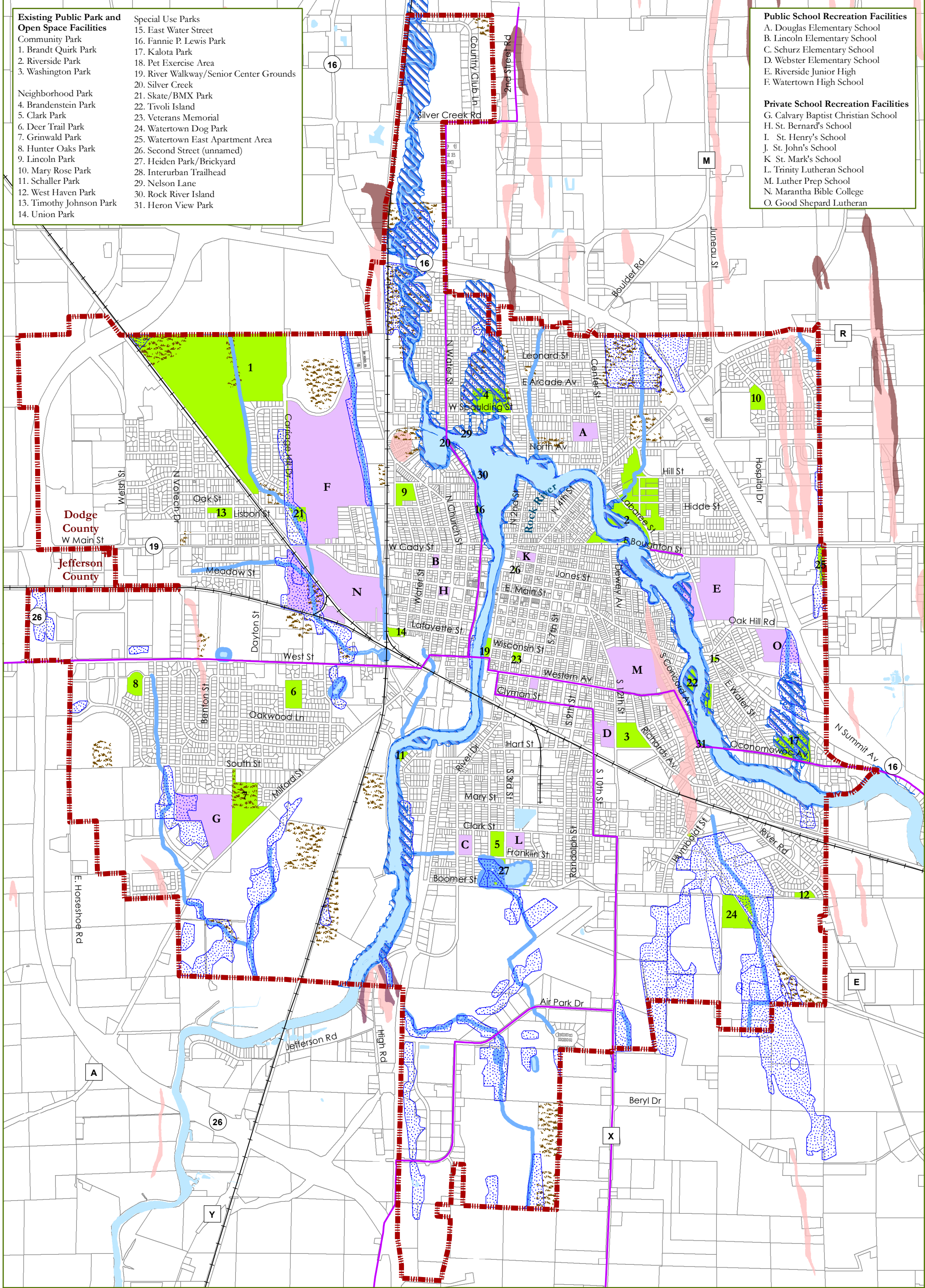
According to the National Recreation and Park Association's 2019 Park and Recreation Agency Performance Benchmarks Field Report, the national average of full-time park employees per 10,000 people in a jurisdiction is 8.3. Additionally, on average, park systems of 250 or less acres, have 16.5 full time employees. Both metrics are slightly higher than Watertown's current staff levels in relation to full time employees. If new or expanded programming, facilities, or land acquisition takes place, additional staff should be considered, and is recommended to maintain the existing level of service.

It is also recommended that if the park maintenance staff ever become restructured under the Parks, Recreation, and Forestry Department, that a Recreation Supervisor management position be created to oversee programming.

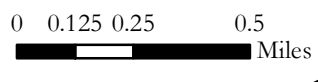
- Existing Public Park and Open Space Facilities**
- Community Park
1. Brandt Quirk Park
2. Riverside Park
3. Washington Park
- Neighborhood Park
4. Brandenstein Park
5. Clark Park
6. Deer Trail Park
7. Grinwald Park
8. Hunter Oaks Park
9. Lincoln Park
10. Mary Rose Park
11. Schaller Park
12. West Haven Park
13. Timothy Johnson Park
14. Union Park

- Special Use Parks
15. East Water Street
16. Fannie P. Lewis Park
17. Kalota Park
18. Pet Exercise Area
19. River Walkway/Senior Center Grounds
20. Silver Creek
21. Skate/BMX Park
22. Tivoli Island
23. Veterans Memorial
24. Watertown Dog Park
25. Watertown East Apartment Area
26. Second Street (unnamed)
27. Heiden Park/Brickyard
28. Interurban Trailhead
29. Nelson Lane
30. Rock River Island
31. Heron View Park

- Public School Recreation Facilities**
- A. Douglas Elementary School
B. Lincoln Elementary School
C. Schurz Elementary School
D. Webster Elementary School
E. Riverside Junior High
F. Watertown High School
- Private School Recreation Facilities**
- G. Calvary Baptist Christian School
H. St. Bernard's School
I. St. Henry's School
J. St. John's School
K. St. Mark's School
L. Trinity Lutheran School
M. Luther Prep School
N. Marantha Bible College
O. Good Shepard Lutheran



City of Watertown Park and Open Space Plan
Map 1: Existing Park and School Facilities



Updated: August 14, 2019
Sources: City of Watertown, FEMA, Jefferson Co, Dodge Co, V&A



- | | | |
|-----------------------|-------------|-------------------|
| Parks and Open Space | Floodplain | Woodlands |
| School Facilities | Wetlands | Slopes 12% to 20% |
| On-Street Bike Routes | Drainageway | Slopes Over 20% |
| City of Watertown | Water | Parcels |



4 GOALS, OBJECTIVES AND POLICIES



Chapter 4: Goals, Objectives, and Policies

In order to conduct a thorough and accurate planning process, it is important to establish a set of goals, objectives, and policies that will serve as the basis for the recommendations in this Plan.

Goals are broad statements that express general public priorities. Goals are formulated based on the identification of keys issues, opportunities, and problems that affect the park system.

Objectives are more specific than goals and are usually attainable through strategic planning and implementation activities. Implementation of an objective contributes to the fulfillment of a goal.

Policies are rules and courses of action used to ensure plan implementation. Policies often accomplish a number of objectives.

The following list of goals, objectives, and policies based on the information that has been presented in previous chapters of this Plan including public input and discussions amongst City Staff and Park, Recreation, and Forestry Commission members.

Goals

1. Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas to enhance the health and welfare of City residents and visitors. Such facilities should be diverse in accommodating to many different groups such as the elderly, the handicapped, adults, and young families.
2. Preserve the City's natural resources and amenities for the benefit of current and future residents.
3. Prioritize keeping existing recreational and open space facilities and programming maintained and responsive to community interest over acquiring new park and recreational lands.

Objectives

1. Provide quality public outdoor recreation sites and adequate open space lands for each planned neighborhood area in the City.
2. Ensure that at least one park and recreational facility is within a safe and comfortable walking distance for all Watertown residents, generally within 1/4-1/2 mile.
3. Increase the diversity of recreational opportunities (active and passive, resource-oriented and non-resource-oriented, water-based and land-based), and ensure that these opportunities are well distributed throughout the City.
4. Provide pedestrian, bicycle, and vehicular access to all parks and recreational facilities.
5. Provide for a well-integrated network of sidewalks, recreation paths and trails, and bike lanes throughout the City which connect with other facilities in the area.
6. Balance the need to acquire and develop new park and recreational facilities with the need to maintain and upgrade existing park sites and facilities.
7. Leverage public-private partnerships, local associations and foundations, and other creative funding sources to help improve and meet the long-term park and recreational needs of the community.

Policies

1. All residents should be provided with an opportunity for engaging in recreational experiences, and recreational facilities should be equitably located in the City.
2. The City should continue to maintain and upgrade existing parks and recreational facilities for the safety and convenience of the age groups that use them.
3. Neighborhood Parks should be sited and designed to enhance neighborhood cohesion and provide a common neighborhood gathering place. All parks should have multiple access points from surrounding neighborhoods. All new residential development should be within 1/4 mile of a park.
4. Parks should be integrated into future neighborhood and development designs and linked by a network of trails, bike routes, and open space corridors.
5. Acquisition of park and open space lands should occur in advance of or in coordination with development to provide for reasonable acquisition costs and facilitate site planning, if staffing permits. Parklands in undeveloped areas should be acquired through land developer dedications, where feasible.
6. The City should continue to develop a diversity of park sizes and types based on the characteristics and needs of individual neighborhoods, the surrounding land use and natural resource features, and level of staffing available.
7. The City should explore various means of acquiring land for parks and for developing park facilities, including impact fees/park improvement fees, parkland dedication requirements, state and federal grants, conservation easements, and non-profit organizations.
8. The preservation of primary and secondary environmental corridors, isolated natural resource areas, steep slopes, woodlands and forests, lakes, ponds, streams, lakeshores, floodplains, riparian habitats, and wetlands should receive special attention to ensure their maintenance as vegetative, wildlife and fish habitats, as natural drainage areas, as areas for passive recreation, and as stormwater management areas, where appropriate. These areas should typically remain in private ownership.
9. All new residential development should meet the park and open space standards and recommendations as outlined in this Plan and implemented by the City of Watertown zoning and subdivision ordinances.
10. The provision of safe and convenient bike connections between park and open space facilities should be emphasized in on-going City planning and acquisition efforts, and should follow State and AASHTO standards.
11. The City should encourage public awareness of the City's parks and outdoor recreational facilities by promoting them through maps, signage, and other materials.



12. The City should explore opportunities to work in collaboration with local school districts to provide parkland and recreation facilities, better integrate programming, and improve services City-wide.
13. The City should partner with stakeholders to consider formation of a Friends of Watertown Parks group to lead private fundraising efforts, assist with park maintenance, and raise awareness about the City's park facilities.
14. The City should examine policies regarding waiving park usage fees for nonprofit groups and consider requiring these groups to provide non-monetary assistance. Groups could donate time for park maintenance, invasive species removal, or equipment construction or upkeep.
15. The City should take measures to ensure that existing park facilities are upgraded to comply with ADA design guidelines. Future parks should be designed so that they are barrier-free and accessible to persons with disabilities.
16. The City should continue its Neighborhood Planning process to identify future land uses, road and lot layouts, and the locations of parks, open space corridors, and trails.
17. The City should provide a diversity of recreational opportunities to adequately serve different age groups, including children, teenagers, adults, and senior citizens.
18. Continue to work with the DNR, Watertown Bicycle and Pedestrian Task Force, and Jefferson and Dodge County on future planning of bicycle routes, trails, and infrastructure to promote connectivity throughout the area.
19. Participate in the Jefferson County and Dodge County's update of their Bicycle and Pedestrian Plan.
20. Develop a City-wide Bicycle and Pedestrian Plan to further prioritize active transportation facilities, connections, and utilization. Prioritize the connection of the Interurban Trail to the park system, downtown, and other regional multi-use trails.
21. Continue bicycle and pedestrian educational programs like the Police Department's bicycle rodeo and other trainings to increase safety and utilization of trails, paths, sidewalks, and streets.
22. Implement the City's Sidewalk Infill policy to prioritize the infill of sidewalk gaps throughout the community.
23. Adopt a Complete Streets Policy.
24. Integrate public health in all decision-making processes city-wide by working with the Health Department on its "Health in All Policies" policy.
25. Develop a City-wide 5-Year Capital Improvements Plan to prioritize new facilities and programs, in addition to maintenance of existing facilities.
26. Develop a partnership with the Greater Watertown Area Community Health Foundation, other local non-profits, and private businesses to help in the long-term maintenance and upgrading of facilities.
27. Improve the City's designation to a Gold-level Wisconsin Healthy Community and help maintain Jefferson County's designation at Gold-level.

5 PARK AND RECREATION STANDARDS



Chapter 5: Park and Recreation Standards

In order to guide the park planning process, it is important to establish a set of minimum standards for park and recreational facilities. Such standards enable a community to quantitatively measure how well its existing facilities are meeting the needs of residents and to plan for future facilities based on projected population growth. As such, park and recreation standards are commonly expressed as a ratio of the number of minimum acres recommended per 1,000 residents.

The following sections include a blend of both national and local standards for park and recreational facilities. The national standards are based on National Recreation and Park Association (NRPA) guidelines and have been utilized in Watertown Park and Open Space Plans since 2002. Although these standards provide acceptable target guidelines for the types of basic facilities and site characteristics for each category of park, a more thorough and accurate analysis of Watertown's park system must emphasize the local demand for recreational resources. Therefore, a calculation of community-specific standards is more likely to identify those park system deficiencies that would not otherwise be captured by universal standards. Furthermore, a locally-derived standard will do a better job of taking into account the quality of the park system as well as the quantity of park lands provided.

Within each park type description below, it is recommended that the City continue to use the well-established local standards per 1,000 residents as its park acreage goal over the life of this Plan.

Mini-Parks

General Description: These parks offer specialized facilities that serve a centralized or limited population or specific group such as young children or senior citizens.

Service Area: Less than 0.25 mile in residential areas

Previously Established Desirable Size: 2,500 square feet to 2 acres

Local Standard Acres per 1,000 Population: <1 acre (new Mini-Parks are generally not recommended)

Basic Facilities and Activities:

- Coordinated play equipment and structures for pre-school and elementary school age children
- Conversation and sitting areas arranged to permit easy surveillance by parents
- Landscaped areas that provide buffering and shade
- Lighting for security at night (full cut-off fixtures should be used)
- Parking is typically not required

Desirable Site Characteristics:

- Suited for intense development
- Easily accessible to the neighborhood population
- Located in close proximity to residential development
- Accessible by walking or biking
- Well buffered by open space and/or landscape plantings and separated from roadways by physical barriers, such as fences
- Visual access

Neighborhood Parks

General Description: These parks are designed specifically to accommodate residents living within the service area. They are often characterized by active recreational facilities such as a playground or baseball and soccer fields, but can also incorporate passive recreational areas for picnicking and nature-study.

Local Standard Service Area: one-third mile radius uninterrupted by non-residential roads and other physical barriers

Previously Established Desirable Size: 5 acres minimum; 5-10 acres is optimal

Local Standard Acres per 1,000 Population: 3.25 acres

Basic Facilities & Activities:

- Active recreational facilities such as playfields, tennis courts, basketball courts, playgrounds, and ice-skating rinks
- Passive recreational facilities such as picnic/sitting areas and nature study areas
- Service buildings for shelter, storage, and restrooms
- Lighting for security at night
- Adequate on-street and off-street parking spaces
- Landscaped areas that provide buffering and shade

Desirable Site Characteristics:

- Easily accessible to the neighborhood population
- Accessible by walking or biking
- May be developed as a shared school/park facility



Community Parks

General Description: Community parks are intermediate in size and are able to accommodate visitors from the surrounding community and multiple neighborhoods. These sites focus on both the developed aspects of the park, such as playfields and tennis courts, as well as the natural-resource amenities.

Local Standard Service Area: 1.5 miles

Previously Established Desirable Size: As needed to accommodate desired uses; 30-50 acres is optimal

Local Standard Acres per 1,000 Population: 9.25 acres

Basic Facilities & Activities:

- Active recreational facilities such as areas for swimming and boating, biking/walking/skiing trails, playfields, playgrounds, tennis courts, and basketball courts



- Passive recreational facilities such as walking trails, picnic/sitting areas, and nature study areas
- Service buildings for shelter, storage, and restrooms
- Facilities for cultural activities, such as plays and concerts in the park
- Community Center building with multi-use rooms for crafts, theater, restrooms, social activities, and senior adult use
- Lighting for security at night
- Adequate off-street parking spaces, where the size of the park and the neighborhood context allow

Desirable Site Characteristics:

- May include natural areas, such water bodies or wooded areas
- Easily accessible to the neighborhood population
- Accessible by walking or biking

School Parks

General Description: School parks have many of the same characteristics as neighborhood or community parks, depending on their size. As such, school parks primarily serve as locations for active recreational facilities associated with school functions; however, these sites can and do benefit the surrounding community during off-school hours. These parks may be owned and maintained by the City or the school district, but are open to all neighborhood residents.

Service Area: Variable – depends on function

Previously Established Desirable Size: Variable – depends on function

Local Standard Acres per 1,000 Population: Variable – depends on function

Basic Facilities & Activities:

- Active recreational facilities such as playfields, tennis courts, basketball courts, playgrounds, and ice-skating rinks
- Passive recreational facilities such as picnic/sitting areas and nature study areas
- Service buildings for shelter, storage, and restrooms
- Lighting for security at night
- Adequate on-street and off-street parking spaces

Desirable Site Characteristics:

- Easily accessible to the neighborhood population
- Accessible by walking or biking



Special Open Space Areas

General Description: Areas of open space that cannot be measured by a quantifiable standard because of their unique and diverse contributions to the community. Special Open Space Areas enhance an overall park and open space system by maintaining and improving the community's natural resource base, accommodating special activities that aren't included in other parks, and providing interconnections between isolated parks and recreation areas.

Examples of Special Open Space Areas are varied but can include those lands that accommodate passive or special recreational activities, such as golf courses, sledding/skiing hills, marinas, beaches, display gardens, arboreta, and outdoor amphitheaters, as well as lands that have been protected for their environmental significance or sensitivity and provide limited opportunity for recreational use. Examples of the latter may include water bodies, floodplains, wetlands, shorelands and shoreland setback areas, drainageways, stormwater management basins, conveyance routes, environmental corridors, wildlife habitats, areas of rare or endangered plant or animal species, prairie remnants, and restoration areas.

Service Area: Variable—depends on function

Previously Established Desirable Size: Variable—depends on function

Local Standard Acres Per 1,000 Population: 1.5 acres

Basic Facilities and Activities: Variable, but some may include:

- Active recreational facilities such as areas for swimming and boating, skiing hills, biking/walking/skiing trails, skating rinks, and golf courses
- Passive recreational facilities such as walking trails, picnic/sitting areas, and natural study areas
- Service buildings for shelter, equipment storage/rental, concessions, and restrooms
- Signage, trail markers, trash receptacles, information booths
- Lighting for security at night
- Off-street parking spaces if appropriate to the area

Recreation Trails

General Description: Recreation Trails accommodate various outdoor activities, such as biking, hiking, walking, jogging, horseback riding, nature study, and cross-country skiing. A well-designed park system provides connections between parks and open space lands and effectively integrates urban and suburban areas with the surrounding natural environment by



linking off-street trail segments with on-street bike routes. Recreation trails can be designed to serve different functions and to accommodate various, and sometimes conflicting, activities. Therefore, this section provides descriptions of the different types of recreation trails that this Plan will address and how recommendations will be formulated for each type of trail.

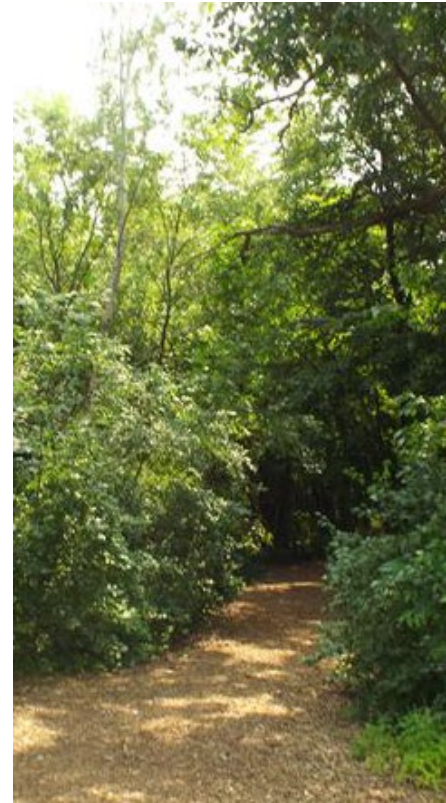
On-Street Bicycle Facilities

General Description:

There are a wide variety of on-street bicycle facilities including bike routes, bike lanes, cycle tracks, sharrows, bike boxes, and paved shoulders. Bicycle routes, bike boulevards, and sharrows are the pre-identified and preferred streets for bicycle travel within an urban area. Many times, they are marked by signage on or along the road. Bicycle lanes are areas of the road striped off for exclusive use by bicyclists. They are the preferred bicycle facility for urban arterial and higher volume collector streets (generally more than 2,000 vehicles per day). Striping bicycle lanes establishes designated traffic channels that promote an orderly flow by both bicyclists and motorists. Typically, bicycle lanes are established on roadways that are 32 feet or wider. Depending on the size of the roadway and traffic volumes, bike lanes are typically buffered with striping, bollards, or on-street vehicle parking. An even greater level of separation is in the form of a dedicate on-street two-way separated path, referred to as a cycle track. This is usually used for one-way streets in areas that are the most heavily traveled by bicyclists, such as a downtown. Used in conjunction with other on-street facilities are bike boxes. These are dedicated painted areas for bicyclists to stop ahead of vehicles at potentially dangerous or heavily traveled intersections.

Paved shoulders are not a bicycle facility per se, but rather a roadway condition that improves bicycle travel and bicyclist safety. They function much like a bicycle lane by separating the motor vehicle travel from bikes. Paved shoulders are ideal for higher volume streets or highways (more than 1,000 vehicles per day) with rural cross sections (i.e. no curb and gutter)

Treatment in this Plan: Although this Plan presents general recommendations regarding locations for future on-street bike facilities, more formal and detailed recommendations would require a more in-depth analysis of the City's road network, including traffic patterns and street widths.



Desirable Design Criteria for Bicycle Lanes:

- Shared bicycle and vehicle lanes can be used on any lane width, but should follow the AASHTO standards for marking and signage.
- Minimum width should be 5 feet.
- When used alongside a parking lane (minimum 7 feet), bike lanes should be at least 5 feet wide and located to the traffic side of the parking lane.
- Where shared bike lanes and parallel on-street parking are used, minimum combined width should be 12 feet
- Any lane markings or signage should meet the AASHTO standards.
- Street signs should be used to identify bicycle lanes.

Desirable Design Criteria for Paved Shoulders:

- Minimum width should be 4 feet on uncurbed roadways, or 5 feet on curbed roadways or where traffic speeds exceed 50 miles per hour.
- A stripe separating shoulder from roadway is recommended.
- These are generally not marked as an exclusive bike facility.

Off-Street Recreation Trails

General Description: There are two primary types of off-street recreation trails: multi-use paths and rural walking/hiking trails.

Multi-use paths are designed to accommodate bicyclists, walkers, runners, and in-line skaters. Such facilities are often located along railroad and street rights-of-way, rivers and lakeshores, and through parks and environmental corridors.

Rural trails provide connections between urbanized areas, and access to parks and open space areas. Walkways may be restricted to pedestrian use because of environmental conditions. In certain locations, they may also be suitable for equestrian and/or bicycle use. Rural walkways are often sited along creeks, streams, rivers, field boundaries, and other natural linear systems.

Treatment in this Plan: This Plan presents recommendations for the location of future off-street recreation trails. However, the design and type of such facilities will not be identified in this Plan.



Desirable Design Criteria for Multi-Use Paths:

- In urban areas, paths should be a minimum of 10 feet to accommodate two-way bicycle traffic. Paved surfacing is recommended to facilitate bike, walking, running, and skating. AASHTO standards should be applied to all design, markings, and signage.
- In rural areas, the path should be a minimum of 10 feet wide, but could be reduced to 8 feet for a short distance because of physical constraints. They are typically surfaced with limestone screenings or similar material.
- Avoid placement alongside roadways where multiple cross-streets and driveways are or will be present.
- Minimum 20 mph design speed.

Desirable Design Criteria for Rural Walking/Hiking Trails:

Because these trail facilities often travel through sensitive environmental areas, they are generally not paved. Rather, they are surfaced with crushed limestone, wood chips, hard packed earth, or mowed grass.

Trailheads

General Description: Trailheads can provide visible access points to major off-street paths in the community's system and help connect off-street and on-street facilities. They generally provide a parking area, locational and directional maps or other information about the trail system. Some might contain restroom facilities, picnic tables, or benches for snacks or breaks. Such facilities should be sited with easy and direct access to the trail system.

Treatment in this Plan: This Plan will make general recommendations regarding the future location of trailheads. Suggestions will be based upon both existing and proposed park facilities and parking locations.

Desirable Design Criteria: N/A



6 ANALYSIS OF EXISTING PARK AND RECREATIONAL FACILITIES



Chapter 6: Analysis of Existing Park and Recreation Facilities

This section presents an analysis of how well the City of Watertown's existing park and recreational facilities satisfy current needs in the community. The adequacy of the City's existing park and recreation system will be evaluated in the following ways:

- An application of established local and national park and recreational facility service standards to reliable population projections for the City (quantitative analysis);
- A qualitative analysis of the City's park system based on both an understanding of the City's goals and objectives and an evaluation of the local demand for parkland and recreational facilities;
- An analysis of the geographic distribution and accessibility of park open space areas;
- A consideration of public input regarding the future of the City's park and open space system; and
- A review of Wisconsin's State Comprehensive Outdoor Recreation Plan.

The results of this analysis will serve as the basis for the recommendations presented in Chapter 7.

Quantitative Analysis

Figure 10: Total Parkland by Type

| Park Types | Existing Total Acres | Existing Constrained Acres | Existing Unconstrained Acres |
|--------------------|----------------------|----------------------------|------------------------------|
| Neighborhood Parks | 62 | 18 | 44 |
| Community Parks | 215 | 38 | 177 |
| Special Use Areas | 47 | 31 | 15 |
| Total | 324 | 87 | 236 |

Source: V&A and City of Watertown

The existing Total City Parkland is separated into two categories: constrained and unconstrained. The constrained areas are a combination of WisDNR wetlands and floodplains, steep slopes (greater than 12%), drainageways (75' buffer around perennial streams or 50' buffer around intermittent channels), and woodlands (combined 80% cover area). The unconstrained areas are all of the parkland that does not fall within an unconstrained area. To calculate the amount of existing parkland per resident, only the unconstrained acres were used.

Figure 11 takes the total number of unconstrained acres for each park and determines the number of acres per 1,000 residents. In total, the City of Watertown provides 10 park acres per 1,000 residents. This is lower than previous Park and Open Space Plans (12.7) because the population over the past five years decreased slightly, this update did not separate the parkland in the same method (2014-19 Plan: active, passive, natural, special facility, water, wetland, floodplain), and the constraint data accuracy improved since 2014. However, 10 park acres per 1,000 residents still falls within the recommended amount of total parkland per acre.

Figure 11: Parkland Per Resident

| Park Types | Existing Unconstrained Park Acres Per 1,000 Residents* |
|------------------------|--|
| Neighborhood Parks | 1.9 |
| Community Parks | 7.5 |
| Special Use Areas | 0.6 |
| City Park Total | 10 |

*Based on 2017 population of 23,730.

Source: V&A and City of Watertown

Figure 12 presents an inventory of the total number of existing recreational facilities/equipment in the City. A comprehensive inventory of the facilities in each of the City's parks is located in Appendix A.

Figure 12: Existing Recreational Facilities, 2019

| Facility | # of Existing Facilities in the City |
|-----------------------------------|--------------------------------------|
| Baseball/Softball (formal) | 9 |
| Ballfields (informal) | 8 |
| Basketball Goals | 6 |
| Tennis Courts | 16 |
| Volleyball | 16 |
| Soccer Fields | 12 |
| Horseshoes | 7 |
| Play Equipment | 15 |
| Skate Park | 1 |
| Disc Golf | 27 holes |
| Park Shelters (open and enclosed) | 19 |

Qualitative Analysis

Although quantitative standards provide a good basis for formulating the recommendations, a thorough assessment of the City's existing facilities must include a more subjective analysis that takes into consideration those characteristics that make Watertown unique from other communities.

Furthermore, the qualitative analysis will do the following things:

- Identify those park system deficiencies and strengths that are not captured by universal standards;
- Ensure that future parks and recreational facilities are tailored to meet the needs of City residents; and
- Allow for the establishment of a more reasonable and specialized level-of-service standard by which the City can plan its future park system.

Important factors to consider include the following:

- The quantitative analysis presented earlier in this element does not consider school open space and outdoor recreational facilities because the Wisconsin Department of Natural Resources does not consider these areas in the calculation of total parkland within a community. Additionally, they are prioritized for school district-based activities and can be closed to the public on occasion. While they do offer additional recreational facilities in many neighborhoods throughout the City and accommodate some of the local demand, they are not considered parkland or open space in this Plan.
- City residents are currently not in the service area of any Dodge or Jefferson County parks. To provide access within a reasonable distance to these types of recreational facilities (camping, hiking, nature observation), both Counties should work with the City on future park development in the Watertown area as well as connecting the City to regional trail systems (e.g. Wild Goose Trail, Glacial Drumlin Trail, and Interurban Trail).

Geographic Analysis

The location and distribution of parks and recreational facilities also provide a good indicator of how well the existing park system is meeting the needs of the City's residents. To illustrate this distribution, Maps 2a and 2b depict the service areas of the City's parks. These service areas are based on the local standards identified in Chapter 5.

An analysis of Map 2a suggests that neighborhood parklands in the City are currently fairly well distributed and within a reasonable walking distance for most City residents. However, some areas in the central, southern, and eastern portions of the City are not within one-third of a mile of a neighborhood park, or the service area boundary is interrupted by a pedestrian barrier, such as a major arterial road. In these areas, school parkland and community parks sometimes function as neighborhood parks since they also serve the surrounding areas. Luther Preparatory School and Maranatha Bible College are not included, as these facilities offer limited public access. An analysis of Map 2b suggests that the City's community park facilities are well distributed and serve most City residents. Due to their specialized nature, the service areas for the City's special use parks include the entire community.

As the City continues to evolve, redevelop, and grow, it will be necessary to acquire additional parklands so future residents have equitable access to all types of parklands and open space.

Review of the Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP)

The last component of this needs assessment involves a review of the State of Wisconsin's 2019-2023 Comprehensive Outdoor Recreation Plan, prepared by the Wisconsin Department of Natural Resources (DNR). Some of the key issues, concerns, and factors influencing the future of outdoor recreation include:

- Demographic shifts in age, urbanization, and diversification
- The declining overall maintenance of infrastructure, especially recreational facilities
- Technology advances effecting the way we travel, use parks, and distribute information
- Equitable distribution of public lands
- Declining habitat quality and invasive species maintenance
- Increasing extreme weather events and weather pattern shifts
- Funding opportunities and increasing costs

Each of these factors are important to consider in any decision making related to the future needs and demands of the community, in addition to the prioritization of recreational facilities and programming.

Future Park System Needs

Based upon the analyses provided, the City's future local standard for total park acreage is 10 acres per 1,000 persons – 1.9 acres per 1,000 persons for neighborhood parks, 7.5 acres per 1,000 persons for community parks, and 0.6 acres per 1,000 persons for special use parks.

Based on these standards, Figures 13 and 14 show the minimal additional park acreage that will be needed to accommodate the City's projected population in 2029 and in 2040. The 2029 projection will be used in Chapter 7 to determine recommended parkland dedication and impact fee requirements. The 2029 population projection was selected to more accurately reflect Chapters 66.0617 and 236.45 of the Wisconsin Statutes. The statutes related to impact fees specifies municipalities have a ten-year timeframe for collection and expenditure. Land acquisition and improvement recommendations are based on what the City can reasonably expect to accomplish in a ten-year timeframe.

To note, an increase in the total number of City-owned park acres over the next decade will require an increase in the number of Park and Recreation Department staff in order to properly provide services and maintain the new land.

Figure 13: Park Acreage Needs, 2029

| Park Type | City Standard Acres per 1,000 persons | Recommended Acreage based on Acres per 1,000 persons in 2024* | 2019 Total Acres | Minimum Additional Acres Needed by 2024 |
|--------------------|---------------------------------------|---|------------------|---|
| Neighborhood Parks | 1.9 | 48 | 44 | 4 |
| Community Parks | 7.5 | 189 | 177 | 12 |
| Special Use Parks | 0.6 | 15 | 15 | 1 |
| Total | 10.2 | 252 | 236 | 17 |

* Based on 2029 projected population (25,235)

Figure 14: Park Acreage Needs, 2040

| Park Type | City Standard Acres Per 1,000 persons | Recommended Acreage based on Acres per 1,000 persons in 2040* | 2019 Total Acres | Minimum Additional Acres Needed by 2040 |
|--------------------|---------------------------------------|---|------------------|---|
| Neighborhood Parks | 1.9 | 51 | 44 | 7 |
| Community Parks | 7.5 | 200 | 177 | 23 |
| Special Use Parks | 0.6 | 16 | 15 | 1 |
| Total | 10.2 | 266 | 236 | 31 |

* Based on 2040 projected population (26,614)

Existing Public Park and Open Space Facilities

- Community Park**
 1. Brandt Quirk Park
 2. Riverside Park
 3. Washington Park
- Neighborhood Park**
 4. Brandenstein Park
 5. Clark Park
 6. Deer Trail Park
 7. Grinwald Park
 8. Hunter Oaks Park
 9. Lincoln Park
 10. Mary Rose Park
 11. Schaller Park
 12. South Concord Estates Area
 13. Timothy Johnson Park
 14. Union Park

Special Use Parks

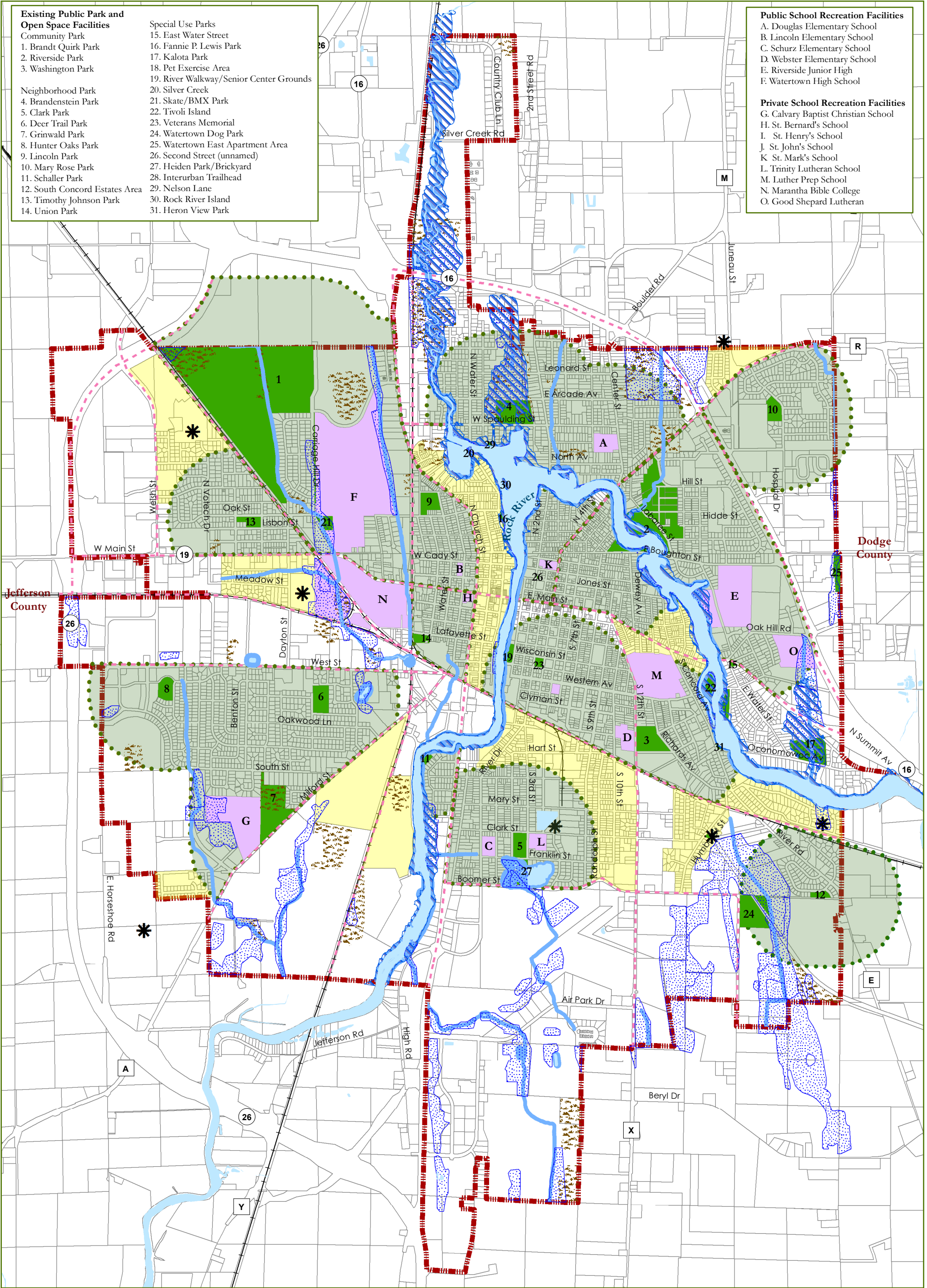
15. East Water Street
 16. Fannie P. Lewis Park
 17. Kalota Park
 18. Pet Exercise Area
 19. River Walkway/Senior Center Grounds
 20. Silver Creek
 21. Skate/BMX Park
 22. Tivoli Island
 23. Veterans Memorial
 24. Watertown Dog Park
 25. Watertown East Apartment Area
 26. Second Street (unnamed)
 27. Heiden Park/Brickyard
 28. Interurban Trailhead
 29. Nelson Lane
 30. Rock River Island
 31. Heron View Park

Public School Recreation Facilities

- A. Douglas Elementary School
 B. Lincoln Elementary School
 C. Schurz Elementary School
 D. Webster Elementary School
 E. Riverside Junior High
 F. Watertown High School

Private School Recreation Facilities

- G. Calvary Baptist Christian School
 H. St. Bernard's School
 I. St. Henry's School
 J. St. John's School
 K. St. Mark's School
 L. Trinity Lutheran School
 M. Luther Prep School
 N. Marantha Bible College
 O. Good Shepard Lutheran



City of Watertown Park and Open Space Plan
Map 2a: Existing Neighborhood Park Service Areas



0 0.125 0.25 0.5 Miles

Updated: August 14, 2019
 Sources: City of Watertown, FEMA, Jefferson Co, Dodge Co, V&A



- Parks and Open Space
- School Facilities
- 1/3 - Mile Park Service Area
- Pedestrian Barriers
- Unserved Existing and Future Residential Development
- * Possible New Unserved Park Locations

- Water
- Floodplain
- Wetlands
- Drainageway
- Woodlands

- Parcels
- Rail Roads
- City of Watertown



Existing Public Park and Open Space Facilities

- Community Park
- 1. Brandt Quirk Park
- 2. Riverside Park
- 3. Washington Park
- Neighborhood Park
- 4. Brandenstein Park
- 5. Clark Park
- 6. Deer Trail Park
- 7. Grinwald Park
- 8. Hunter Oaks Park
- 9. Lincoln Park
- 10. Mary Rose Park
- 11. Schaller Park
- 12. South Concord Estates Area
- 13. Timothy Johnson Park
- 14. Union Park

Special Use Parks

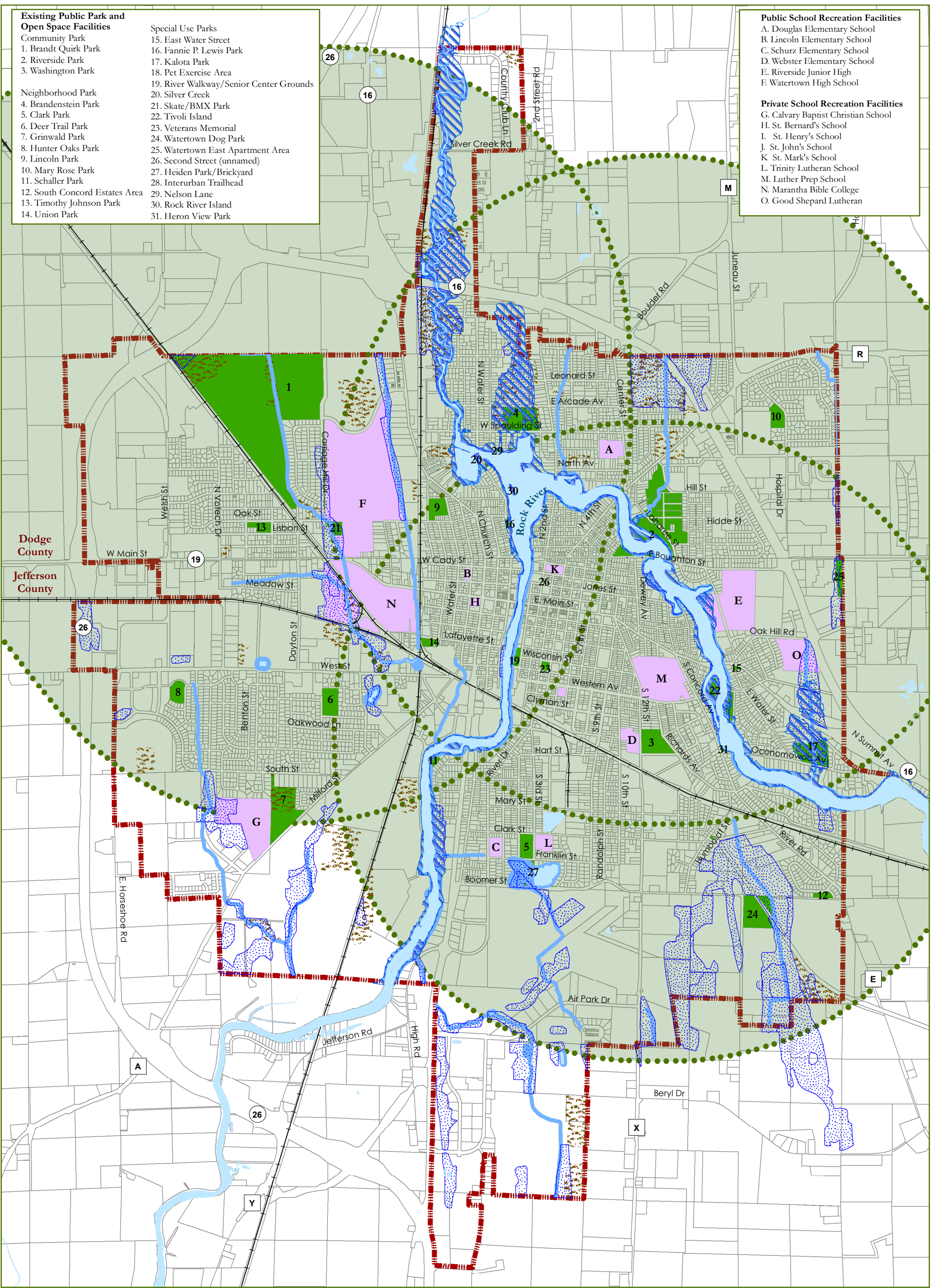
- 15. East Water Street
- 16. Fannie P. Lewis Park
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- 26. Second Street (unnamed)
- 27. Heiden Park/Brickyard
- 28. Interurban Trailhead
- 29. Nelson Lane
- 30. Rock River Island
- 31. Heron View Park

Public School Recreation Facilities

- A. Douglas Elementary School
- B. Lincoln Elementary School
- C. Schurz Elementary School
- D. Webster Elementary School
- E. Riverside Junior High
- F. Watertown High School

Private School Recreation Facilities

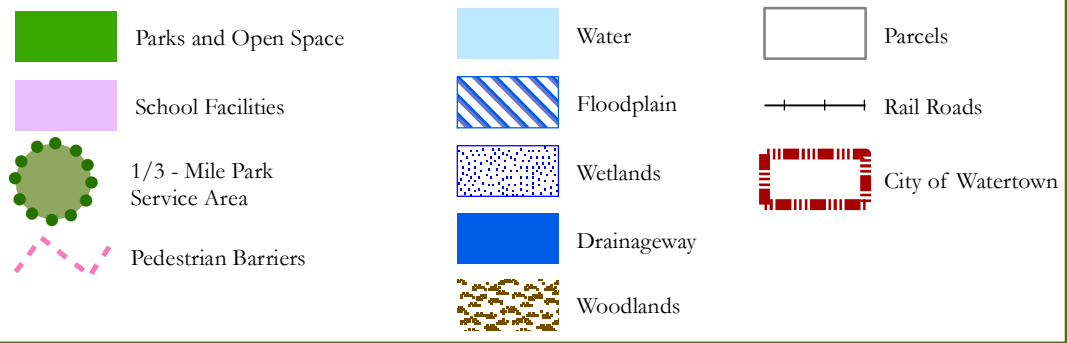
- G. Calvary Baptist Christian School
- H. St. Bernard's School
- I. St. Henry's School
- J. St. John's School
- K. St. Mark's School
- L. Trinity Lutheran School
- M. Luther Prep School
- N. Marantha Bible College
- O. Good Shepard Lutheran



City of Watertown Park and Open Space Plan
Map 2b: Existing Community Park Service Areas



Updated: August 14, 2019
 Sources: City of Watertown, FEMA, Jefferson Co, Dodge Co, V&A



7 RECOMMENDED PARK AND OPEN SPACE IMPROVEMENTS



Chapter 7: Recommended Park and Open Space Improvements

The following recommendations are based on projected growth rates and distributional deficiencies identified in the preceding chapters. By 2040, it is recommended that 7 new acres of neighborhood parkland, 23 new acres of community parkland, and 1 new acres of special park areas be added for a total additional 31 acres of parkland. It is also recommended that many additional improvements to existing parks also be made. Based upon 2040 population projections, these recommendations would satisfy the City's local park standards, as defined in Chapter 5. The timing of parkland acquisitions and development should coincide with the actual demand for recreational facilities in the City, and available staffing capacity to maintain the park system.

Map 3 shows approximate locations for future recreational facilities in the City. More precise park boundaries will be determined during formulation of specific neighborhood plans, during the preliminary stages of detailed site development plans, or when lands are acquired or platted. Proactive identification of lands suitable for active parks, or natural areas worthy of conservation, is recommended early in the development process. The following are general descriptions of the park recommendations.

Recommended Additional Parklands

Community Parks

These parks will serve both short-term and long-term future development. They may include recreational facilities, such as athletic complexes, swimming pools, a community center, tennis courts, and others. They may also contain areas of natural quality for outdoor recreation, such as walking, bicycling, sitting, viewing, and picnicking. It is important that these parks be located on or near a major thoroughfare, have adequate off-street parking, and also be accessible by foot and bicycle. These parks should be approximately 30-40 acres and serve an area within a 1 to 2 mile radius. The proposed community park is listed and is depicted on Map 3:

1. Future Ronald Reagan Park in the Hunter Oaks neighborhood – 8.2 acres; as the property to the south develops, 4 to 6 acres of parkland should be added to complete the oval shape and serve future residents (I)
2. Bethesda campus property between Milford Street to the west and the Rock River to the east. Even given its relatively close proximity to other parks, it is the most logical location for a new community park with play fields, river access, woodlands, and view sheds. The approximately 400-acre area is mostly owned by Bethesda and could be the site of future mixed-use and residential development. Additionally, as infill and redevelopment are key priorities of the 2019 City of Watertown Comprehensive Plan, development in this location reflects both ideas because the land is within the existing city limits, has utility and roadway infrastructure present, and would serve existing residential neighborhoods to the north. (II)

Neighborhood Parks (serving developing and deficient areas)

Several park areas are recommended to provide service for developing areas. These parks are for intense recreational activities serving areas that are currently developing or areas that will be developing in the near future. They should be easily accessible to the surrounding neighborhood with safe walking and bicycling access. They should be approximately 5-10 acres and serve an area within a 1/4 - 1/3 mile radius, or a population of 1,000 to 5,000 persons. The proposed

neighborhood parks in this category are listed below by their location and proposed size (if available) and are depicted on Map 3:

3. Meadow Street Area – 3.4 acres (III)

Neighborhood Parks (serving long range development)

These parks are for intense recreational activities serving areas that will be developing in the more distant future. These parks should be built as the surrounding service areas develop. They should be easily accessible to the surrounding neighborhood with safe walking and bicycling access. They should be approximately 5 to 10 acres and serve an area within a quarter to one-third mile radius, or a population of 1,000 to 5,000 persons. The proposed neighborhood parks in this category are listed below by their location and are depicted on Map 3:

4. North of Beryl Drive, west of River Road (IV)
5. North of Beryl Drive, west of CTH X (V)
6. South of the Airport (VI)
7. Southeast of Rock River, east of STH 26 (VII)
8. Northwest of CTH A (VIII)
9. West of Welsh Road (IX)
10. East of CTH K, south of STH 19 (X)
11. East of CTH K, south of CTH Q (XI)
12. West of Welsh Road, south of CTH Q (XII)
13. Between Welsh Road and the STH 26 bypass (XIII)
14. South of Silver Creek Road, east of the railroad (XIV)
15. East of South Road, west of CTH E (XV)

High Priority Parks

In Map 2a, the existing Neighborhood Parks and their 1/3-mile service area radius are mapped. Utilizing these buffers, it can be determined where there are unserved residential areas both today and in planned future growth areas. In response to these underserved areas, new priority park locations were also mapped. A new park in each location would then provide accessible park and recreational facilities to those residential neighborhoods that are now underserved. Most are located within the City's existing municipal boundary. Additionally, they are labeled on Map 3 as High Priority Parks. It is recommended that these areas be prioritized if any new park land is planned to be acquired over the next five years.



Mini-Parks

Mini-parks tend to be maintenance intensive and receive minimal use. The acquisition of additional mini-parks is not recommended, with the following exceptions:

- High need is defined within a neighborhood which is not served by a neighborhood park and open space is not sufficient for a neighborhood park.
- As development occurs, the City should incorporate mini-parks into the design of office, commercial, and mixed-use districts. Mini-parks located in these areas should be oriented more towards adults than children, providing open areas to eat lunch, read, and take a break from working or shopping. These parks may include paved areas, but should also accommodate some green space. Trees, landscaping, and water features should be incorporated into these park spaces wherever possible.

In fact, two new mini-parks are planning to be developed because they fall under the exceptions listed above. Both mini-parks are shown on Map 3.

- The first is a future Town Square planned for the south side of the 100 block of W. Main St. downtown. Recently, the Redevelopment Authority assembled property on the block with the intent of turning the area into a Town Square that would be the central gathering space for residents and visitors to enjoy downtown and the Rock River. The future Town Square is expected to be completed over the next few years and is considered a mini-park in this Plan.
- Second, an additional mini-park is planned for the former gas station site at 905 East Main Street (name to be determined). As of the writing of this Plan, the City was negotiating with Jefferson County to acquire the small parcel.

Special Use Parks

The City currently has a wealth of special use parks including the Watertown Dog Park, Riverwalk, Skate BMX Park, and the Interurban Trailhead. It is recommended that existing facilities be upgraded and expanded as population and demand increases. The City should also explore new special use facilities in the future as residents' recreation needs change.

One of the most discussed topics throughout the public participation process was the development of a new public indoor recreational facility. As with many midwestern communities, the cold and long winters make for fewer recreational opportunities during those times. To address the need, the City currently partners with the School District in utilizing the existing indoor recreational facilities in the community. However, especially during the peak times (November-March), the shared spaces are not enough. Additionally, the lack of an indoor recreational facility is also a lost economic market. Hosting large indoor tournaments is a key tourism component that can support other economic development initiatives in the community. In past years, a collaborative effort between Maranatha Baptist University and the City had been discussed, but no solution came to fruition. Additionally, there is a potential for the YMCA to move into a new facility sometime in the next 5 years. This is a potential partnership opportunity for the City.

In addition to the existing Watertown Dog Park on the southeast side of the City, the City should also plan to acquire and develop land for an additional fenced, off-leash dog exercise area. This new facility needs to address some of the deficiencies within the existing facility including being more accessibility, improved signage and maintenance, additional amenities, and have little to no grade change.

What Makes a Great Dog Park?

Many communities all over the country have tackled the question of how to develop a dog park that best fits the needs of the population. While it is unlikely that it will be feasible to include every one of the following amenities in any given dog park, it is recommended that each of these attributes be considered in the development of any new dog park in the community.

- 20 acres in size
- Water source for both humans and dogs
- On-site parking
- Relatively flat land with some naturally shaded areas (or shade structure)
- Clearly posted guidelines and rules for the park users
- Designated walking path in addition to an open space area
- Separate small and large dog areas
- Benches, waste containers, and bag holders are dispersed throughout the park
- Perimeter fencing and double-gated entryway
- On-site restrooms
- Partnership with the Humane Society, nonprofit, private entity, or volunteer organization to help operate, maintain, and sustain the park long-term

In order to provide the most flexibility in the potential implementation of these large-scale projects, neither the indoor recreational facility nor the new dog park are identified on specific future sites within Map 3. Instead, either project could be added as part of an existing park location or included in a future park, whichever is more feasible at that time.

River Access Sites

The park system currently provides two small-craft river public access sites. These facilities are located at Riverside and Silver Creek. Both of these existing facilities are sited on the portion of the Rock River between the Upper Dam (near Tivoli Island) and the Lower Dam (near the Senior Center). Given the popular desire for additional river-based facilities mentioned throughout the public participation process and it being a priority in the 2019 City Comprehensive Plan, additional river access sites for small craft should be provided. Future river access sites are depicted on Map 3:

River Access Sites

- South Church Street (I)
- Trivoli Island (II)
- Oconomowoc Avenue (III)
- Fanny P Lewis Park (IV)
- Bethesda Campus (V)
- Riverwalk (VI)
- Nelson Lane Park (VII)

It is important to note, that upstream of the Upper Dam, near Tivoli Island, and downstream of the Lower Dam river, bank conditions, the suitability for carry-in and vehicle accessibility, and property availability make for ideal river access locations. It is important to prioritize these sites for future facilities.

Collaborate with Private Entities on Future Facilities

The City intends to collaborate with private groups to provide additional recreation facilities and enhance existing facilities to complement the City's park system. For example, this could be upgrades to parks with new playfields, lighting, accessibility features, benches, bike racks or could be new facilities such as a new indoor recreational facility, splash pad, or dog park. A key partner is the Watertown Health Foundation. The City should continue to work with the foundation to further the goals of both entities, leverage available resources, and increase public health community-wide.

Recommended Recreation Trails

The City of Watertown should continue to enhance its bike and pedestrian recreational facilities. Map 3 depicts future on- and off-street recreation trails as proposed in the 2014 City of Watertown Park and Open Space Plan, the 2006 City of Watertown Riverwalk Plan, the 2019 City of Watertown Comprehensive Plan, and the Jefferson County and Dodge County bicycle and pedestrian plans. It is also recommended that trail connections be incorporated throughout the future recreational facilities described above.

The 2006 City of Watertown Riverwalk Plan and the Watertown Riverfront/Downtown Redevelopment Initiative recommend a unified Riverwalk system to connect activity centers on both sides of the Rock River. The Riverwalk, extending between the Cady Street and South Church Street (State Highway 26) bridges on both sides of the river, would provide direct access to the river, pedestrian circulation with linkages between parks and other destinations along the river, and other recreational opportunities. The plans also recommend a Town Square near the Main Street bridge to provide a destination along the river with bike racks, wayfinding signage, and a kiosk area. The Riverwalk would eventually link with other bike trails in Dodge and Jefferson Counties.

The Jefferson County and Dodge County bicycle and pedestrian plans recommend a local network of signed on-street bike routes as well as off-street multi-use paths that would connect Watertown with the region. One key project is the Interurban Trail. Local groups are working to establish a new trail that would connect the City of Watertown and Oconomowoc. This trail will eventually connect with the regional trail system in Southeastern Wisconsin and on-street facilities within the city.

The Watertown Bicycle and Pedestrian Task Force is one of the key groups in the community driving the planning, development, and prioritization of new and better-connected facilities in the City. It is important to continue to work with this group to help interconnect future routes and trails with existing and future park and open space in order to improve multi-modal access within the City.

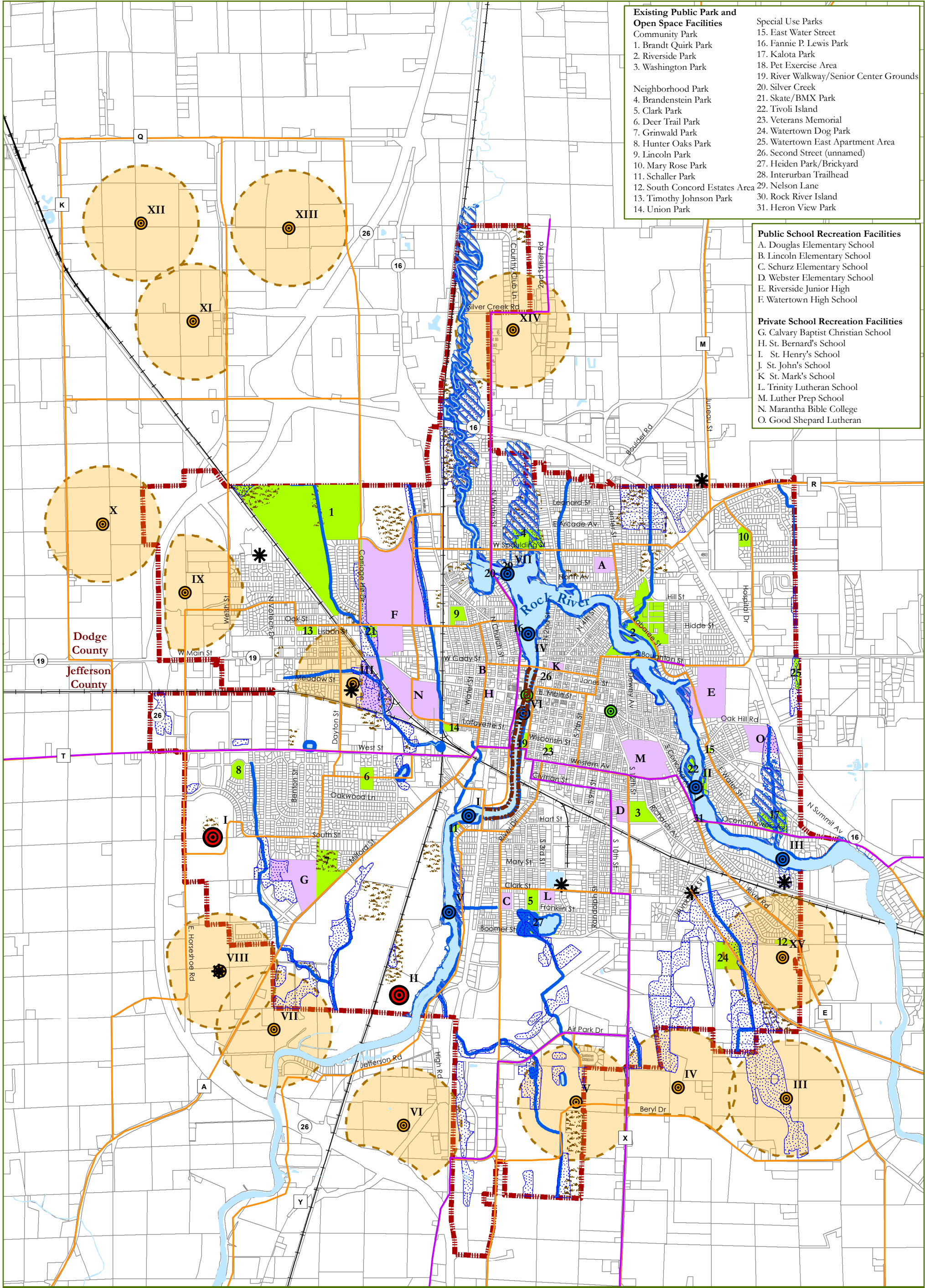
Recommended Improvements to Existing Parks

In addition to parkland acquisition and new special facilities, Watertown's extensive existing parks and open space system will need to be maintained and updated. The following are recommendations for improvements to facilities:

1. The following list contains future plans and considerations for the continued development of Brandt-Quirk Park:
 - Additional lighted and drain-tiled playfields
 - Under 10-year old baseball field (150-foot fence)
 - New off-road multi-use trail
 - Consider options to improve access to the park
 - Community Pavilion (ice arena and summer recreation facility)
 - Quarry Lake (beach, fishing, and non-motorized boating)
 - Additional picnic shelters and restrooms
 - Playground equipment
2. The following list contains future plans and considerations for the continued development of other parks in the community:
 - New lighted playfields, open-air shelter, and paved parking area in Grinwald Park.
 - New concession stand and backstop in Washington Park.
 - New splash pad at the one of the following locations - Watertown Aquatic Center, downtown, Brandt-Quirk Park, or Clark Park.
 - New 4-season shelter, new lighted multi-use playfields, and replacement of bathroom facilities in Riverside Park.
 - New open-air shelter in Clark Park and Hunter Oaks Park.
 - Kayak/canoe/paddle board rentals, concessions, boathouse, boat storage, or other related water recreation access improvements along the Riverwalk or any other park along the river.
 - Dredging in Heiden Pond/Brickyard along with upgrades to the accessibility and water access.



- For all parks – improving overall inclusiveness through increased ADA accessibility and incorporation of more sensory-friendly elements.
3. Monitor the local demand for pickleball in the City. If demand increases in the future, consider the installation of 3-4 dedicated pickleball court within existing parks.
 4. Continue to develop and maintain playgrounds and equipment in accordance with the Playground Management Plan.
 5. The Park and Recreation Department should continue to update and develop master plans for each of its current properties. These master plans should indicate current use and conditions of the facilities, equipment, and park grounds. Once established, these master plans form the basis for developing a capital improvements program.
 6. The Park and Recreation Department should work closely with the Plan Commission to locate neighborhood parks when Detailed Neighborhood Plans are prepared for the “Planned Neighborhood” residential growth areas in the City’s Comprehensive Plan.
 7. Continue to participate in county planning efforts, particularly through implementation of the Watertown portion of the Jefferson County Bike and Pedestrian Plan and working with Dodge County on bicycle and pedestrian trail links.
 8. Improve communication with park users about available facilities and programming through the City’s website and social media channels.
 9. Any future remodeling, renovation, or new construction of a City facility should consider the incorporation of renewable energy sources and sustainable building practices.



- Existing Public Park and Open Space Facilities**
- Community Park
1. Brandt Quirk Park
 2. Riverside Park
 3. Washington Park
- Neighborhood Park
4. Brandenstein Park
 5. Clark Park
 6. Deer Trail Park
 7. Grinwald Park
 8. Hunter Oaks Park
 9. Lincoln Park
 10. Mary Rose Park
 11. Schaller Park
 12. South Concord Estates Area
 13. Timothy Johnson Park
 14. Union Park
- Special Use Parks
15. East Water Street
 16. Fannie P. Lewis Park
 17. Kalota Park
 18. Pet Exercise Area
 19. River Walkway/Senior Center Grounds
 20. Silver Creek
 21. Skate/BMX Park
 22. Tivoli Island
 23. Veterans Memorial
 24. Watertown Dog Park
 25. Watertown East Apartment Area
 26. Second Street (unnamed)
 27. Heiden Park/Brickyard
 28. Interurban Trailhead
 29. Nelson Lane
 30. Rock River Island
 31. Heron View Park

- Public School Recreation Facilities**
- A. Douglas Elementary School
 - B. Lincoln Elementary School
 - C. Schurz Elementary School
 - D. Webster Elementary School
 - E. Riverside Junior High
 - F. Watertown High School

- Private School Recreation Facilities**
- G. Calvary Baptist Christian School
 - H. St. Bernard's School
 - I. St. Henry's School
 - J. St. John's School
 - K. St. Mark's School
 - L. Trinity Lutheran School
 - M. Luther Prep School
 - N. Marantha Bible College
 - O. Good Shepard Lutheran

City of Watertown Park and Open Space Plan
Map 3: Future Park and Recreation Facilities



0 0.1250.25 0.5 Miles

Updated: August 14, 2019
 Sources: City of Watertown, FEMA, Jefferson Co, Dodge Co, V&A



- Water
- Floodplain
- Wetlands
- Drainageway
- Woodlands
- Parcels

Proposed Park and Recreation Facilities

- High Priority Parks (from Map 2a)
- Community Park
- Neighborhood Park
- Mini Park
- River Access Site
- 1/3 - Mile Neighborhood Park Service Area
- On-Street Bike Routes
- Proposed Bike Routes
- Proposed Riverwalk
- Rail Roads
- City of Watertown

8 ESTIMATED COST PROJECTIONS FOR FUTURE FACILITIES



Chapter 8: Estimated Cost Projections for Future Facilities

This chapter contains detailed capital cost estimates for providing new park and recreational facilities. The information is intended to assist the City with budgeting and planning for future parks and to satisfy 66.0617 and 236.29 of the Wisconsin Statutes regarding parkland dedication, fees-in-lieu of dedication, and playground improvements impact fee collection. However, the adoption of this Plan does not commit the City of Watertown to collecting these fees through an ordinance.

Estimated Cost Projections for Future Park and Recreational Facilities

Based on a projected growth of 1,505 persons by the year 2029 and the City's standard of 10 acres of parkland per 1,000 persons (for neighborhood and community parks; according to Statutes, the City cannot require dedication of land for special use parks), the City should plan to spend an estimated \$331,100 (in 2019 dollars) by 2029 for park land acquisition to accommodate the projected increase in population. Assuming the addition of 652 households, a fee-in-lieu of land dedication of \$508 per new dwelling unit would meet this demand (was \$641 in 2014 plan). The alternative dedication of 1,005 square feet per dwelling unit would satisfy this requirement, if land dedication were preferred. However, land dedication per this provision must be suitable for the development of a neighborhood or community park (unconstrained). The process for arriving at these calculations is described in detail below.

Figure 15: Projected Parkland Dedication and Fee-in-Lieu of Land Dedication

| Calculation | Value |
|--|-----------|
| A. Projected Additional Population in 2029 (individuals) | 1,505 |
| B. Projected Additional Dwelling Units in 2029 (based on 2.31 projected 2030 household size*) | 652 |
| C. Calculated Additional Acres Needed ((Row A/1,000)*10) | 15.05 |
| D. Calculated Land Dedication Requirement per Dwelling Unit in Acres (Row C/Row B) | 0.023 |
| E. Land Cost per Acre Estimate (Based on an average cost per acre listed for comparable land sales in the City.) | \$20,000 |
| F. Projected Cost of Land Acquisition (Row C*Row E) | \$301,000 |
| G. Legal, Engineering, and Design Costs (Row F*10%) | \$30,100 |
| H. Total Land Acquisition Cost (Row F + Row G) | \$331,100 |
| I. Calculated Fee-in-Lieu of Land Dedication per Dwelling Unit (Row H/Row B) | \$508 |
| J. Alternative Land Dedication per Dwelling Unit in Square Feet (Row D*43,560) | 1,005 |

*Source: WisDOA Household Size Projections

Estimated Cost Projections for Future Playground Improvements

Each park type should have a minimum amount of playground equipment/opportunities available. The cost of certain playground equipment varies with the age range of the intended users and the park type. Equipment in neighborhood parks is intended for younger children and the equipment available in larger parks should accommodate a wider age range of users. However, State law

currently restricts the type of park improvements for which a community may collect impact fees. Figure 16 outlines the collectable playground costs associated with each future park type in Watertown. A cost of \$2,817 per dwelling unit would be required to cover the costs associated with playground improvements.

Figure 16: Projected Improvements by Park Type

| Calculation | Neighborhood | Community |
|---|----------------------|-----------------------|
| A. Total Cost of Play Equipment | \$461,000 | \$2,069,000 |
| • Pavilion (with restrooms) | - | \$500,000 (1) |
| • Open-Air Shelter | \$25,000 (1) | - |
| • Kiosk | \$5,000 (1) | \$5,000 (1) |
| • Playground | \$75,000 (small) | \$150,000 (large) |
| • Seating/Picnic/Rest Area | \$5,000 (small) | \$15,000 (large) |
| • Basketball Court | \$60,000 (1) | \$120,000 (2) |
| • Tennis Court | - | \$150,000 (2) |
| • Pickleball Court | \$40,000 (1) | \$80,000 (2) |
| • Little League Baseball Field | - | \$150,000 (1) |
| • Play Field (without lights or nets) | \$40,000 (1) | \$160,000 (4) |
| • Sidewalks/Multi-Use Path | \$100,000 | \$300,000 |
| • Signage | \$5,000 | \$15,000 |
| • Landscaping and Lighting | \$10,000 | \$40,000 |
| • Turf/Site Work | \$60,000 | \$240,000 |
| • Parking Lot | \$36,000 (12 stalls) | \$144,000 (48 stalls) |
| B. Typical Park Size (based on established City standards) | 5 | 25 |
| C. Total Playground Costs per Acre | \$92,200 | \$103,450 |
| D. Adjacent Road and Utility Improvements Cost per Acre* | \$37,360 | \$16,704 |
| E. Average Improvement Cost per Acre (Rows C+D) | \$129,560 | \$120,154 |
| F. Acres per 1,000 Residents (based on City standard on page 27) | 1.9 | 7.5 |
| G. Percent of Total Acres per 1,000 residents in Row F (Row F/9.4) | 20% | 80% |
| H. Average Improvement Cost per Acre (weighted average of Row E based on Row G = (\$129,560*0.20)+(\$120,154*0.80)) | | \$122,035 |

* = See Appendix D for detailed calculations

Figure 17: Projected Recreation Facilities Fee

| Calculation | Value |
|--|-------------|
| A. Projected Additional Population in 2029 (individuals) | 1,505 |
| B. Projected Additional Dwelling Units in 2029 (dwelling units) | 652 |
| C. Calculated Additional Acres Needed ((Row A/1000)*10) | 15.05 |
| D. Average Park Playground Improvement Cost per Acre Estimate (Row H from Figure 16) | \$122,035 |
| E. Projected Cost of Playground Improvements (Row C*Row D) | \$1,836,627 |
| F. Calculated Playground Improvement Cost per Dwelling Unit (Row E/Row B) | \$2,817 |

Total Impact Fee

In Watertown, impact fees should be imposed on each new dwelling unit unilaterally. By using the fees outlined in Figures 15, 16, and 17 for park lands and playground improvements, **the total recommended park fee per dwelling unit is \$3,325**. In instances where development has dedicated lands, the recommended collected fee should be \$2,817 per dwelling unit. Figure 18 includes the recommended land dedication and fees for both traditional and institutional residential dwellings units.

Figure 18: City of Watertown Recommended Land Dedication and Improvement Fees

| | Traditional Residential Dwelling Unit | Institutional Residential Dwelling Unit (40% of traditional dwelling units) |
|---------------------------------|---------------------------------------|---|
| Recommended Land Dedication | 1,005 sq. ft. | 402 sq. ft. |
| Recommended Fee in Lieu of Land | \$508 | \$203 |
| Recommended Improvement Fee | \$2,817 | \$1,127 |
| Recommended Total Fee | \$3,325 | \$1,330 |

In an effort to address the inequities between the cost of dedicating land within a development and paying the fee in lieu of land dedication, it is the City's policy to reimburse developers who dedicate land for the costs of installing road and utility improvements adjacent to parkland as well as grading and seeding costs. Developers shall be reimbursed \$200 per linear feet of road frontage for installation of road and utility improvements and \$2,000 per acre for grading and seeding improvements. This reimbursement shall only apply to neighborhood and community parks and not to other recreation facilities.

9 IMPACT ON LOW-INCOME HOUSING



Chapter 9: Impact on Low-Income Housing

As part of the public facilities needs assessment process, Wisconsin Statutes 66.0617(4)(a)(3) requires estimating the effect of imposing impact fees on the availability of affordable housing within the community. For this type of analysis, it is first assumed that housing in Watertown is affordable if:

- Costs of the monthly mortgage payment consumes no more than 30 percent of a household's adjusted gross income;
- Homeowners borrow no more than 2½ times the City of Watertown's median household income for a home mortgage (which in 2017 was \$46,094 according to 2013-2017 American Community Survey data); and
- Homeowners would make a minimum down payment of 5 percent of the total home cost.

Based on these assumptions, if someone is spending 2½ times the Watertown population's median household income for a home mortgage (\$115,235) and making a 5 percent down payment, then an affordable house in the City of Watertown would cost approximately \$120,997. (According to 2013-2017 American Community Survey data, the median value of an owner-occupied housing unit in the City of Watertown is \$146,900). Assuming a typical single-family detached housing price of \$120,997, a 5 percent down payment, a 30-year mortgage at an interest rate of 5 percent, and a mortgage amount of \$115,235, the typical monthly mortgage payment is \$619.

The City's imposed fees for parkland, park improvements, and recreation trails would be an integral part of the housing unit mortgage amount. Based on the recommendations above, the park fee added to the home mortgage amount is \$3,325. After adding this fee, the mortgage amount for the typical single-family detached home would increase to \$118,560; and assuming the same 30-year mortgage at an interest rate of 5 percent, the monthly mortgage payment would be \$636. This increase in monthly mortgage payments due to the imposition of the park fee is less than \$20 per month. Therefore, using the assumptions for a home in the City of Watertown, this study finds that the park impact fee requirements will have a minimal effect on the provision of affordable housing in the City.

10 IMPLEMENTATION



Chapter 10: Implementation

The recommendations presented in Chapter 7 will be phased over time. This phasing will be dictated by several factors, including private landowner decisions to develop their property for residential use, by the funding available to the City to make necessary acquisitions or improvements, and by the City's capacity to properly maintain the parks.

There are a number of potential funding sources available to help finance implementation, including state and federal grant programs (listed in Appendix C). It should be noted that funds from many of these grant programs are subject to change due to fluctuations in federal, state, and local budgets. The park and open space improvements recommended in Chapter 7 should also be incorporated into the City-wide capital improvement plans and programs, as recommended in the City's Comprehensive Plan.

Figure 19 outlines the City's current land dedication and improvement fees. The City's fee in lieu of land is lower than communities of similar size in the region. The City should reevaluate parkland dedication requirements, parkland acquisition impact fees, and park improvement fees based on recommendations in this Plan. A commitment to pay these fees should be agreed to as part of Annexation Agreements and should be calculated and applied during the zoning or land division process.

Figure 19: City of Watertown Land Dedication and Improvement Fees, 2019

| | Traditional Residential Dwelling Unit | Institutional Residential Dwelling Unit (40% of Traditional Dwelling Units) |
|--|--|--|
| Land Dedication | 1,005 sq ft | 402 sq ft |
| Fee in Lieu of Land | \$508 | \$203 |
| Recreation Facilities Improvement Fee | \$2,817 | \$1,127 |
| Total Fee | \$3,325 | \$1,330 |

The City should coordinate efforts with other units of government (e.g. Dodge and Jefferson counties), governmental departments and public agencies (e.g. school districts, Wisconsin Department of Transportation, and Wisconsin Department of Natural Resources), and private and non-profit agencies to help fund and implement the recommendations.

Generally, the City of Watertown should continue to utilize its existing planning framework and regulations to implement the recommendations. Additionally, the City should amend its subdivision ordinance to reflect the parkland dedication information and should continue to use the development review process to secure parklands as development occurs.

APPENDICES



Appendix A: Recreation Amenities in Public Parks and Schools, 2019

| | Drinking Water | Rest Rooms | Enclosed Shelter | Open Shelter | Band Shelter | Swimming Pool | Play Equipment | Basketball Courts | Horseshoes | Tennis | Volleyball | Baseball/Softball | Batting Cages | Soccer | Disc Golf | Playfield | Picnic Tables/Grills | Sledding Area | Ice Skating/Hockey | Floral Garden | Nature Study Area | Boating (non-motorized)/Canoeing | Fishing | Hiking | Cross-Country Skiing | BMX Dirt Track | Track |
|------------------------------|----------------|------------|------------------|--------------|--------------|---------------|----------------|-------------------|------------|--------|------------|-------------------|---------------|--------|-----------|-----------|----------------------|---------------|--------------------|---------------|-------------------|----------------------------------|---------|--------|----------------------|----------------|-------|
| Public Parks | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Community Parks: | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Brandt/Quirk Park | X | X | | X | | | X | | | X | | X | X | X | X | X | | | | | X | | | X | X | | |
| Riverside Park | X | X | X | X | X | X | X | X | X | X | X | X | | | | X | X | | | | | X | X | | | | |
| Washington Park | X | X | | | | | X | | | | | X | | | | X | X | | | | | | | | | | |
| Neighborhood Parks: | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Brandenstein Park | X | X | | X | | | X | | | | X | X | | | | X | X | | | | | | | | | | X |
| Clark Park | X | X | | X | | | X | X | | X | X | X | | X | | X | X | | | | X | | X | | | | |
| Deer Trail Park | | | | | | | X | | | | X | X | | X | | X | X | | | | | | | | | | |
| Grinwald Park | X | X | | | | | | | | | | | | X | | X | X | | | | | X | | | X | | |
| Hunter Oaks Park | | | | | | | X | | | | X | X | | X | | X | X | | | | | | | | | | |
| Lincoln Park | X | X | | X | | | X | X | | | X | X | | | | X | X | | | | | | | | | | |
| Mary Rose Park | | | | | | | X | | | | X | X | | X | | X | X | | | | | | | | | | |
| Schaller Park | X | | | | | | X | | | | | | | | | X | X | | | | | | | X | | | |
| South Concord Estates | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Timothy Johnson Park | X | X | | X | | | X | X | | | | X | | X | | X | X | | X | | | | | | | | |
| Union Park | X | X | | X | | | X | X | | | | X | | | | X | X | | | | | | | | | | |
| Special Use Areas: | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| East Water Street Park | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Fannie P. Lewis Park | | | | X | | | | | | | | | | | | | X | | | X | | X | X | | | | |

| | Drinking Water | Rest Rooms | Enclosed Shelter | Open Shelter | Band Shelter | Swimming Pool | Play Equipment | Basketball Courts | Horseshoes | Tennis | Volleyball | Baseball/Softball | Batting Cages | Soccer | Disc Golf | Playfield | Picnic Tables/Grills | Sledding Area | Ice Skating/Hockey | Floral Garden | Nature Study Area | Boating (non-motorized)/Canoeing | Fishing | Hiking | Cross-Country Skiing | BMX Dirt Track | Track | |
|-------------------------------|---|------------|------------------|--------------|--------------|---------------|----------------|-------------------|------------|--------|------------|-------------------|---------------|--------|-----------|-----------|----------------------|---------------|--------------------|---------------|-------------------|----------------------------------|---------|--------|----------------------|----------------|-------|--|
| Kalota Park | | | | | | | | | | | | | | | | | | | | | X | | | | | | | |
| Pet Exercise Area | | | | | | | | | | | | | | | | | X | | | | | | | X | | | | |
| River Walkway | X | | | X | | | | | | | | | | | | | | | | | | | | | | | | |
| Senior Center Grounds | | | | X | | | | | | | | | | | | X | X | | | | | | X | X | | | | |
| Silver Creek | | | | | | | | | | | | | | | | | X | | X | | | X | X | | | | | |
| Skate Park | BMX biking; incline skate, and skateboard | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Tivoli Island | | | | | | | | | | | | | | | | | | | | | X | | | | | | | |
| Veteran's Memorial | | | | | | | | | | | | | | | | | | | | X | | | | | | | | |
| Watertown East Apartment Area | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Second Street (unnamed) | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Heron View Park | | | | | | | | | | | | | | | | | | | | | X | | X | | | | | |
| Heiden Pond/Brickyard | | | | | | | | | | | | | | | | | | | | | | X | X | X | | | | |
| Interurban Trailhead | | | | | | | | | | | | | | | | | | | | | | | | X | | | | |
| Nelson Lane | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Rock River Island | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public Schools | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Douglas Elementary | | | | | | | X | X | | | | | | | | | | | | | | | | | | | | |
| Lincoln Elementary | | | | | | | X | X | | | | | | | | | | | | | | | | | | | | |
| Schurz Elementary | | | | | | | X | X | | | | | | | | | | | | | | | | | | | | |
| Webster Elementary | | | | | | | X | X | | | | | | | | | | | | | | | | | | | | |

| | Drinking Water | Rest Rooms | Enclosed Shelter | Open Shelter | Band Shelter | Swimming Pool | Play Equipment | Basketball Courts | Horseshoes | Tennis | Volleyball | Baseball/Softball | Batting Cages | Soccer | Disc Golf | Playfield | Picnic Tables/Grills | Sledding Area | Ice Skating/Hockey | Floral Garden | Nature Study Area | Boating (non-motorized)/Canoeing | Fishing | Hiking | Cross-Country Skiing | BMX Dirt Track | Track |
|-------------------------|----------------|------------|------------------|--------------|--------------|---------------|----------------|-------------------|------------|--------|------------|-------------------|---------------|--------|-----------|-----------|----------------------|---------------|--------------------|---------------|-------------------|----------------------------------|---------|--------|----------------------|----------------|-------|
| Riverside Middle School | X | | | | | X | | | | X | | X | | | | X | | | | | | | | | | | X |
| Watertown High School | | | | | | | | | | | | X | | X | | X | | | | | | | | | X | | X |
| Private Schools | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Calvary Baptist | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| St. Bernard's | | | | | | | X | X | | | | | | | | X | | | | | | | | | | | |
| St. Henry's | | | | | | | | X | | | | | | | | X | | | | | | | | | | | |
| St. John's | | | | | | | | X | | | | | | | | X | | | | | | | | | | | |
| St. Mark's | | | | | | | X | X | | | | | | | | X | | | | | | | | | | | |
| Trinity Lutheran | | | | | | | | X | | | | | | | | X | | | | | | | | | | | |
| Luther Preparatory | X | | | | | | | X | | X | | X | | X | | X | | | | | | | | | | | |
| Maranatha Bible College | | | | | | | | X | | | | X | | X | | X | | | | | | | | | | | |
| Good Shepard Lutheran | | | | | | | X | X | | | | | | | | X | | | | | | | | | | | |

Appendix B: Acreage of Land Devoted to Park and Recreation Uses by Park, 2019

| Park Name | Unconstrained | Constrained | Total |
|--|---------------|-------------|------------|
| Community Parks: | | | |
| Brandt/Quirk Park | 141.8 | 27.2 | 169 |
| Riverside Park | 26.5 | 10.4 | 36.9 |
| Washington Park | 8.95 | 0 | 8.95 |
| Neighborhood Parks: | | | |
| Brandenstein Park | 4 | 7.7 | 11.8 |
| Clark Park | 4.6 | 0 | 4.6 |
| Deer Trail Park | 6.4 | 0 | 6.4 |
| Grinwald Park | 8.7 | 9.6 | 18.3 |
| Hunter Oaks Park | 4.4 | 0 | 4.4 |
| Lincoln Park | 4.9 | 0 | 4.9 |
| Mary Rose Park | 4.4 | 0 | 4.4 |
| Timothy Johnson Park | 2.9 | 0 | 2.9 |
| Union Park | 1.7 | 0 | 1.7 |
| Schaller Park | 1 | 0.7 | 1.7 |
| West Haven Park | 1.5 | 0 | 1.5 |
| Special Use Areas: | | | |
| East Water Street Park | 0.2 | 0 | 0.2 |
| Fannie P. Lewis Park | 0 | 1 | 1. |
| Kalota Park | 1 | 9.5 | 10.5 |
| River Walkway/Senior Center Grounds | 0.3 | 2.4 | 2.7 |
| Silver Creek | 0 | 0.2 | 0.2 |
| Skate/BMX Park | 0.4 | 2.4 | 2.8 |
| Tivoli Island | 1 | 7.5 | 8.5 |
| Veteran's Memorial | 1 | 0 | 1.0 |
| Watertown Dog Park | 10 | 2.5 | 12.5 |
| Watertown East Apartment Area (undeveloped) | 1.2 | 2 | 3.2 |
| Second Street (unnamed) | 0.06 | 0 | 0.06 |
| Heron View Park | 0 | 0.6 | 0.6 |
| Heiden Pond/Brickyard | 0.2 | 2.2 | 2.4 |
| Interurban Trailhead | 0.1 | 0.1 | 0.2 |
| Nelson Lane | 0 | 0.3 | 0.3 |
| Rock River Island | 0 | 0.5 | 0.5 |
| Grand Total | 237 | 87 | 324 |

Appendix C: State and Federal Grant Program

| Program | Purpose | Funding Details | Deadline | Notes | Administrative Agency | Contact |
|--|--|---|----------|---|-----------------------|---|
| Wisconsin Stewardship Programs | | | | | | |
| Aids for the Acquisition and Development of Local Parks (ADLP) | To acquire or develop public, nature-based outdoor recreation areas and facilities | \$4 million avail. per yr. 50% local match per project | May 1 | <ul style="list-style-type: none"> ▪ A comprehensive outdoor recreation plan is required ▪ Priority for land acquisition ▪ Projects must comply with ADA | Wisconsin DNR | Cheryl Housley, South Central Region 608-275-3218 |
| Urban Greenspace Program (UGS) | To acquire land to provide natural space within or near urban areas, or to protect scenic or ecological features | \$1.6 million avail. per yr. 50% local match per project | May 1 | <ul style="list-style-type: none"> ▪ A comprehensive outdoor recreation plan is required ▪ Projects must comply with ADA | Wisconsin DNR | Cheryl Housley, South Central Region 608-275-3218 |
| Acquisition of Development Rights | To acquire development rights for nature-based outdoor recreation areas and facilities | \$1.6 million avail. per yr. 50% local match per project | May 1 | <ul style="list-style-type: none"> ▪ Funds available to acquire development rights in areas where restrictions on residential, industrial, or commercial developments are in place. ▪ May include enhancements of outdoor recreation. | Wisconsin DNR | Cheryl Housley, South Central Region 608-275-3218 |
| Urban Rivers Grant Program (URGP) | To acquire lands, or rights in lands, adjacent to urban rivers for the purpose of preserving or restoring them for economic revitalization or nature-based outdoor recreation activities | \$800,000 avail. per yr. 50% local match per project | May 1 | <ul style="list-style-type: none"> ▪ A comprehensive outdoor recreation plan is required ▪ Projects must comply with ADA | Wisconsin DNR | Cheryl Housley, South Central Region 608-275-3218 |

| Program | Purpose | Funding Details | Deadline | Notes | Administrative Agency | Contact |
|---|---|---|----------|---|---------------------------------|---|
| Federal Programs | | | | | | |
| Land and Water Conservation Fund (LAWCON) | To acquire or develop public outdoor recreation areas and facilities | <ul style="list-style-type: none"> • 50% local match per project • Land acquisition • Development of recreational facilities. | May 1 | A comprehensive outdoor recreation plan is required | Wisconsin DNR with TEA-21 Funds | Cheryl Housley, South Central Region 608-275-3218 |
| Recreational Trails Act | To provide funds for maintenance, development, rehabilitation, and acquisition of land for motorized, non-motorized, and diversified trails | <ul style="list-style-type: none"> • 50% local match per project • Maintenance and restoration of existing trails • Development and rehabilitation of trailside and trailhead facilities and trail linkages. • Construction of new trails (with certain restrictions on federal lands). • Acquisition of easement or property for trails purchase. | May 1 | <ul style="list-style-type: none"> ▪ Funds may only be used on trails which have been identified in, or which further a specific goal of a local, county, or state trail plan. ▪ Funds may be used on trails that are referenced in a statewide comprehensive outdoor recreation plan | Wisconsin DNR with TEA-21 Funds | Cheryl Housley, South Central Region 608-275-3218 |
| Statewide Multi-Modal Improvement Program (SMIP) | | | | | | |
| Transportation Enhancements Program | Providing facilities for pedestrians and bicyclists. This program provides funding for rehabilitating and operating historic transportation buildings and structures, restoring railway depots, as well as streetscaping “Main Streets” and landscaping near transportation facilities. | <ul style="list-style-type: none"> ▪ Funded through TEA-21 ▪ 80%/20% ▪ 20% required match (funds are not awarded upfront, but are reimbursed). | February | <ul style="list-style-type: none"> ▪ Construction projects must be over \$100,000 ▪ Non-construction projects must be over \$25,000 | WisDOT | Southwest Region 608-246-3800 |

| Program | Purpose | Funding Details | Deadline | Notes | Administrative Agency | Contact |
|--|---|---|--------------------|---|--|----------------------------------|
| Surface Discretionary Grant Program (STP-D) | Provides flexible funds, which can be spent on a wide variety of projects, including roadway projects through the Federal-aid highway system, bridges, transit facilities, and bicycle and pedestrian facilities. | <ul style="list-style-type: none"> Funded through TEA-21 80%/20% 20% required match (funds are not awarded upfront, but are reimbursed). | February | <ul style="list-style-type: none"> Any project that fosters alternatives to single-occupancy vehicle trips Facilities for pedestrians and bicyclists System-wide bicycle planning Construction projects must be over \$100,000 Non-construction projects must be over \$25,000 | WisDOT | Southwest Region 608-246-3800 |
| Federal Transit Administration Grants | | | | | | |
| Section 5309 (old Section 3 discretionary funds) | Transit capital projects; includes intermodal facilities such as bicycle racks on buses and bicycle parking at transit stations; most funds are to be directed toward transit itself. | 20% local match per project | Early Spring | <ul style="list-style-type: none"> Funding for this program is allocated on a discretionary basis Congress/Administration can pick the projects; however, the authorization bill contains a list of specific criteria | WisDOT Bureau of Transit | John Duffe (608) 264-8723 |
| Section 402-Highway Safety Funds | | | | | | |
| Community Programs Empowerment Program Enforcement Program | For bicycle and pedestrian safety, education, and training projects, including helmet promotion and purchases, sponsorship of rodeos, classes, and development of brochures | 20% local match per project Bicycle and pedestrian education and enforcement projects Non-construction projects (e.g.: helmet purchase, brochure development) | October – December | <ul style="list-style-type: none"> Engineering and maintenance work not eligible for funding Communities with higher than average pedestrian and/or bicycle may be contact WisDOT regarding the use of funds | WisDOT Bureau of Transportation Safety | Southwest Region 608-246-3800 |
| Highway Safety Program (Section 403) | Available for bike/ped education. May also be used to develop safety classes for bike/ped offenders | 20%-50% local match per project | February | <ul style="list-style-type: none"> For communities that can document bicycle crashes related to motor vehicle violations Funds new enforcement programs up to \$1,000 | WisDOT Bureau of Transportation Safety | Southwest Region 608-246-3800 |

| Program | Purpose | Funding Details | Deadline | Notes | Administrative Agency | Contact |
|---|---|--|-----------|---|--|--|
| Research Projects | Funds the research needed to substantiate unique local needs for additional safety funding | 20% local match per project | February | <ul style="list-style-type: none"> A study of transit needs on public lands to assess the feasibility of alternative transportation modes (Section 3039) | WisDOT Bureau of Transportation Safety | Southwest Region 608-246-3800 |
| Other Programs | | | | | | |
| Wisconsin Main Street Community Program | Comprehensive downtown revitalization program, which includes streetscape improvements | | No Date | <ul style="list-style-type: none"> General downtown program May benefit trail enhancements through streetscaping | National Main Street Center | Wisconsin Dept. of Commerce, Bureau of Downtown Development 608-266-7531 |
| Surface Transportation-Environment Cooperative Research Program | Evaluate transportation control measures. Improve understanding of transportation demand factors. Develop performance indicators that will facilitate the analysis of transportation alternatives | 20% local match per project | | <ul style="list-style-type: none"> \$ 500,000 available for the development of national bicycle safety education curriculum \$ 500,000 available for grants to a national not-for-profit organization engages in promoting bicycle and pedestrian safety \$ 200,000 available for a study of the safety issues attendant to the transportation of school children to and from school and school-related activities by various transportation modes | FHWA | U.S. Dept. of Transportation 202-366-4000 |
| Urban Forestry Grants | Assistance for tree maintenance, planting, and public awareness | <ul style="list-style-type: none"> \$1,000 to \$25,000 grants awarded with a 50% local match \$450,000 to \$500,000 available annually. Match may include in-kind services and donations. | October 1 | <ul style="list-style-type: none"> Funding is prioritized for communities needing to develop an urban forestry plan, needing worker training, and needing to conduct a street tree inventory | WDNR Urban Forestry | Dick Rideoyt (608) 267-0843 |

| Program | Purpose | Funding Details | Deadline | Notes | Administrative Agency | Contact |
|--|--|--|---|---|--|--|
| Hazard Elimination Program | Program designed to survey hazardous locations, or projects regarding any publicly owned bicycle or pedestrian pathway or trail and safety-related traffic calming measure, as well as improvements to railway-highway crossings. | 10% local match per project. | June | <ul style="list-style-type: none"> Communities are encouraged to start working with the District Office. The project must exemplify that the benefits will outweigh the costs of accidents. | WisDOT-Bureau of State Highway Programs funded by TEA-21 | Southwest Region 608-246-3800 |
| Private Donations | Local donations, fundraising and sponsorship opportunities by businesses and/or individuals | | | <ul style="list-style-type: none"> | | |
| Aquatic Restoration Programs | | | | | | |
| Aquatic Invasive Species (AIS) Prevention and Control Grants | Share costs of aquatic invasive species education programs, such as education, prevention, planning, early detection and response, established population control, maintenance and containment, and research and demonstration projects. | Up to 75% state funding for projects; maximum amount varies by type of project | July 1 st of even-numbered years | Awarded on a competitive basis | Wisconsin Department of Natural Resources | Heidi Bunk 262-574-2130 Heidi.Bunk@wisconsin.gov |
| River Protection Grants | Includes both river management grants, as well as land/easement acquisition grants. | Up to 75% state funding for projects; maximum amount varies by type of project | July 1 st of even-numbered years | Awarded on a competitive basis | Wisconsin Department of Natural Resources | Heidi Bunk 262-574-2130 Heidi.Bunk@wisconsin.gov |

Appendix D: Park Improvement Fee Calculations

The following is the calculation methodology for Figure 16, Row D.

Figure 20: Road and Utilities Improvements Calculation

| Calculation | Neighborhood | Community |
|--|--------------|-----------|
| A. Typical Park Size (based on established Watertown standards) in Acres | 5 | 25 |
| B. Typical Park Size in Square Feet | 217,800 | 1,089,000 |
| C. Conceptual Road Frontage on Two Sides in Linear Feet ($\sqrt{\text{Row B} \times 2}$) | 934 | 2,088 |
| D. Road and Utilities Improvement Cost per Linear Foot | \$400 | \$400 |
| E. Parkland Portion (Half) of Road and Utilities Improvement Cost per Linear Foot | \$200 | \$200 |
| F. Road and Utilities Improvement Cost for Typical Park (Row E * Row C) | \$186,800 | \$417,600 |
| G. Road and Utilities Improvement Cost per Acre for Typical Park (Row F / Row A) | \$37,360 | \$16,704 |