

ELKHORN

CITY OF ELKHORN COMPREHENSIVE OUTDOOR RECREATION PLAN 2020 - 2025

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Table of Contents

Acknowledgements	ii
Chapter 1: Introduction and Background Information	1
Introduction.....	2
Background Information	2
General Regional Context	2
Natural Resources	2
Population and Demographics	4
<i>Figure 1.1: Population Trends</i>	4
<i>Figure 1.2: City of Elkhorn Population Projections</i>	5
<i>Figure 1.3: Age Distribution, 2018</i>	6
<i>Figure 1.4 Population Pyramid, 2010-2018</i>	6
<i>Figure 1.5: Racial Distribution, 2018</i>	7
<i>Figure 1.6: Hispanic or Latino Origin, 2018</i>	7
<i>Figure 1.7: City of Elkhorn Occupational Distribution, 2010-2018</i>	8
<i>Figure 1.8: Household Characteristics, 2018</i>	8
<i>Figure 1.9: Household Characteristics Continued, 2018</i>	9
<i>Figure 1.10: Public Health Context</i>	9
<i>Figure 1.11: Public Health Context</i>	9
Review of Existing Plans	10
Other Initiatives	12
Chapter 2: Existing Park and Recreational Facilities	13
Community Parks	14
Neighborhood Parks.....	14
Special Use Parks.....	14
Multi-Use Trails	15
Public Schools.....	15
Private Schools.....	15
Walworth County and WalCoMet Recreational Facilities	15
Elkhorn Recreation Department Staffing	15
<i>Map 1: Existing Park and Recreational Facilities</i>	17
Chapter 3: Public Participation and Goals, Objectives, and Policies	19
Public Participation	20
Goals, Objectives, and Policies.....	21
Goals	21
Objectives.....	21
Policies.....	21
Chapter 4: Park and Recreation Standards	23
National Standards and Comparable Municipality Standards.....	24
<i>Figure 4.1. Comparable Community Analysis</i>	25
Customized Elkhorn Park Standards.....	25
<i>Figure 4.2. City of Elkhorn Park Standards</i>	25
Recommended Recreational Facilities and Characteristics	26
Geographical Distribution of Service Areas.....	30
<i>Map 2: Existing Neighborhood and Community Park Service Areas</i>	31

Chapter 5: Analysis of the Existing Park and Open Space System..... 33

- Quantitative Analysis 34
 - Figure 5.1: Total Parkland by Type..... 34*
 - Figure 5.2 Existing Recreational Facilities, 2020..... 34*
- Qualitative Analysis..... 35
- Geographic Analysis 35
- Review of the Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) 36
- Future Park System Needs 36
 - Figure 5.3 Park Acreage Needs, 2030..... 36*
 - Figure 5.4 Park Acres Needs, 2040 36*

Chapter 6: Recommended Park and Open Space Improvements 37

- Recommended Additional Parklands 38
- Collaborate with Private Entities on Future Facilities 40
- Recommended On – and Off – Street Trails..... 40
- Recommended Improvements to Existing Parks..... 40
- Recommended Administrative Initiatives..... 41
- Tasch Park Conceptual Site Plan..... 42
 - Alternative 1 45*
 - Alternative 2..... 46*
 - Alternative 3..... 47*
 - Tasch Park Conceptual Site Plan..... 48*
- Map 3: Future Park and Recreational Facilities 49**

Chapter 7: Estimated Cost Projections for Future Facilities 51

- Estimated Cost Projections for Future Park and Recreational Facilities 52
 - Figure 7.1: Projected Parkland Dedication and Fee-in-Lieu of Land Dedication..... 52*
- Estimated Cost Projections for Future Playground Improvements..... 53
 - Figure 7.2: Projected Improvements by Park Type 53*
 - Figure 7.3 Road and Utility Improvements..... 53*
 - Figure 7.4 Projected Recreation Facilities Fee 53*
- Total Impact Fee..... 54
 - Figure 7.5: City of Elkhorn Identified Land Dedication and Improvement Fees 54*

Chapter 8: Impact on Low-Income Housing 55

Chapter 9: Implementation 57

- Funding/Financing Needs Assessment and Capital Improvements Programming..... 58
- Community Coordination..... 58
- Grant Funding..... 58

Appendices 59

- APPENDIX A: EXISTING PARK INVENTORY MATRIX 61
- APPENDIX B: STATE AND FEDERAL GRANT PROGRAMS..... 63
- APPENDIX C..... 67

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 (2020-2025).

This Plan is also intended to incorporate and refine the previous findings and recommendations presented in the City's 2011 Comprehensive Outdoor Recreation Plan, while also mirroring those found in the 2016 City of Elkhorn Comprehensive Plan.

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 to reflect 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, during the next update of the City's Comprehensive Plan.



Background Information

General Regional Context

The City of Elkhorn is located in southeast Wisconsin in central Walworth County. The Towns of Sugar Creek and Lafayette border the City to the north and the Towns of Delavan and Geneva border the City to the south. Elkhorn is located approximately 45 miles southwest of Milwaukee, 62 miles southeast of Madison, and 27 miles east of Janesville. The City encompasses approximately 8 square miles.

Natural Resources

A survey of Elkhorn'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.

Ecological Landscape

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The City of Elkhorn falls entirely within the Southeast Glacial Plains Ecological Landscape, which is largely composed of glacial materials deposited during the Wisconsin Ice Age. Understanding the distinct attributes of Elkhorn's ecological landscape will be important when identifying future land management and park locations. Attributes of this ecological landscape are identified in the following sections.

Topography

The topography of southeastern Wisconsin was shaped over 10,000 years ago during the most recent period of glacial activity. The City of Elkhorn now sits in the middle of what was once known as the Michigan tongue, one of many glaciers that once covered the area. The Michigan tongue descended south to an extent that corresponds roughly to what is now Lake Michigan. A large portion of this glacier diverged and pushed southward into Walworth County. This segment of the glacier is now known as the Delavan lobe. As a result of this glacial activity, the landscape is characterized by glacial till plains, moraine ridges, and lakes Comus, Como, Delavan, and Geneva.

Watersheds and Water Bodies

The City of Elkhorn and its planning area are located in two different watersheds. The Fox River Watershed and Rock River Watershed that both tributary to the Mississippi River system.

Service Water

There are numerous natural and manmade lakes in the vicinity. The largest include: Lauderdale Lakes, located approximately 6 miles north of downtown Elkhorn, Silver Lake, a shallow lake located approximately 3 miles north of downtown, Wandawega Lake, Lake Geneva (approximately 6 miles south of the City) and Delavan Lake (an impoundment of Jackson Creek located approximately 3 miles southwest of the City). All of these areas are characterized by significant existing resort development. Within and adjacent to the City are four (4) small lakes: a private pond located between Hwy NN and Highway 12, a private pond located at I-43 and Highway 12, and Elkhorn Lake located in the City's Babe Mann Park, and the Liebsle Office Park Pond, a City-owned pond.

Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies nearly all of the water for domestic, commercial, and industrial uses in the City of Elkhorn.

The quality and availability of groundwater in the City is generally good. However, groundwater availability and quality may become an important issue for Walworth County. Over the past 20 years, the number of high-capacity wells in the southeast Wisconsin region has increased to accommodate growth. Such deep wells not only threaten to deplete the aquifer, but also disturb areas of the aquifer in which natural contaminants are found in higher concentrations, such as radium, arsenic, lead, fluoride, and iron. Depletion of deep groundwater aquifers is already a growing concern for a number of communities in the more developed areas of eastern Wisconsin such as Waukesha and Milwaukee County.

In the rural areas located immediately around the City, a potential groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.



Wetlands

According to the Wisconsin DNR Wetland Inventory Maps, wetland habitats exist most prominently along Jackson Creek on the City's southside and in small pockets on the City's far east and west sides. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Much of the land in the environmental corridors designated by SEWRPC is comprised of wetlands and associated floodplains.

Environmental Corridors and Isolated Natural Resource Areas

According to Southeastern Wisconsin Regional Planning Commission (SEWRPC), environmental corridors and isolated natural resource areas consist of the following elements: 1) lakes, rivers, and streams, and their associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) remnant prairies; 5) wildlife habitat areas; 6) wet, poorly drained, or organic soils; 7) rugged terrain and high-relief topography; 8) existing park and open space sites; 9) potential park and open space sites; 10) sites of historic and archaeological value; 11) significant scenic areas and vistas; and 12) natural and scientific areas. Primary environmental corridors include a wide variety of these resource elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Secondary environmental corridors generally connect with primary environmental corridors, and are at least 100 acres in size and one mile in length. Isolated natural resource areas contain some of these resource and resource-related elements, are separated physically from environmental corridors by intensive urban or agricultural land uses, and are at least 200 feet in width.

Environmental corridors generally lie along major stream valleys, around major lakes, and in the moraine areas of southeastern Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodplains and shorelands are contained within these corridors. Protection of environmental corridors from intrusion by incompatible land uses, and thereby from degradation and destruction, should be an essential planning objective for the preservation of open natural spaces. These corridors should be preserved and protected as natural, open land uses.

These corridors are shown on Map 1 and are located along Jackson Creek and north of the City along Sugar Creek. It is City and SEWRPC policy to discourage or limit development within areas that have been identified as an environmental corridor. Under the Shoreland Zoning Ordinance, Walworth County intends to protect and restore environmentally sensitive areas and biological diversity, minimize disturbance to existing vegetation, and maintain environmental corridors as identified by SEWRPC.

Population and Demographics

Population

Over the past thirty years, the City has experienced a wide range in population changes. Figure 1.1 shows the City's population from 1990-2018. These numbers are compared to population trends for neighboring communities, Walworth County, and the State of Wisconsin. Between 2000 and 2010, the City's population grew by approximately 28 percent, which was much faster than all neighboring communities, the county, and the state. However, between 2010-2018 the City saw dramatically different results. Due to the Great Recession in 2008 and slow economic recovery since, the City's population, along with some of the neighboring communities, the county, and the state, have been stagnant. This is a common trend in many small to mid-sized communities throughout the state.

FIGURE 1.1: POPULATION TRENDS

	1990	2000	2010	2018	2000-2010	2010-2018
City of Elkhorn	5,337	7,305	10,084	9,907	28%	-2%
City of Delavan	6,073	7,956	8,463	8,338	6%	-1%
City of Lake Geneva	5,979	7,148	7,651	7,962	7%	4%
City of Burlington	8,851	9,936	10,464	10,758	5%	3%
Walworth County	75,000	93,759	102,228	103,718	8%	1%
Wisconsin	4,891,769	5,363,675	5,686,986	5,813,568	6%	2%

Source: U.S. Census Bureau, 1990-2010 Census and 2014-2018 American Community Survey 5-Year Estimates.

Prediction of the rate of future population growth is challenging and somewhat inexact. It should be noted that Elkhorn's actual future population will depend on social and economic trends, market conditions, attitudes toward growth, and development regulations. Figure 1.2 below depicts seven population projection methods. These sets of projections were prepared for this Plan and by the Wisconsin Department of Administration. All are projected through 2040.

FIGURE 1.2: CITY OF ELKHORN POPULATION PROJECTIONS

	2010	2018	2020	2025	2030	2035	2040
Compounded Growth 1990-2018⁽²⁾	10,084	9,907	10,844	12,607	14,656	17,038	19,808
Compounded Growth 2000-2018⁽²⁾	10,084	9,907	10,507	11,588	12,781	14,097	15,548
Compounded Growth 2010-2018⁽²⁾	10,084	9,907	9,842	9,734	9,628	9,523	9,419
Linear Growth 1990-2018⁽¹⁾	10,084	9,907	10,397	11,213	12,029	12,845	13,661
Linear Growth 2000-2018⁽¹⁾	10,084	9,907	10,341	11,063	11,786	12,509	13,232
Linear Growth 2010-2018⁽¹⁾	10,084	9,907	9,841	9,730	9,619	9,509	9,398
WisDOA Population Projection⁽³⁾	10,084	-	10,770	11,560	12,260	12,540	12,670

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

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

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 1990-2018, 2000-2018, and 2010-2018.** 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 3% growth.
- **Linear Growth Rate 1990-2018, 2000-2018, 2010-2018.** 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 163 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 Elkhorn’s population will be between 9,398 – 19,8080 in 2040, ranging between a decrease of 488 people and an increase of 9,901 people. Considering the wide range of population growth scenarios, the City will use the linear growth rate projection between 1990-2018 to calculate future parkland needs. The 13,661 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 2016 Comprehensive Plan projected 2040 population was 26,961, which far exceeds this plan’s 2040 population projection of 13,661. The difference is a result of the stagnant population trends experienced in the City since 2010 and different projection methods used.

Age Distribution

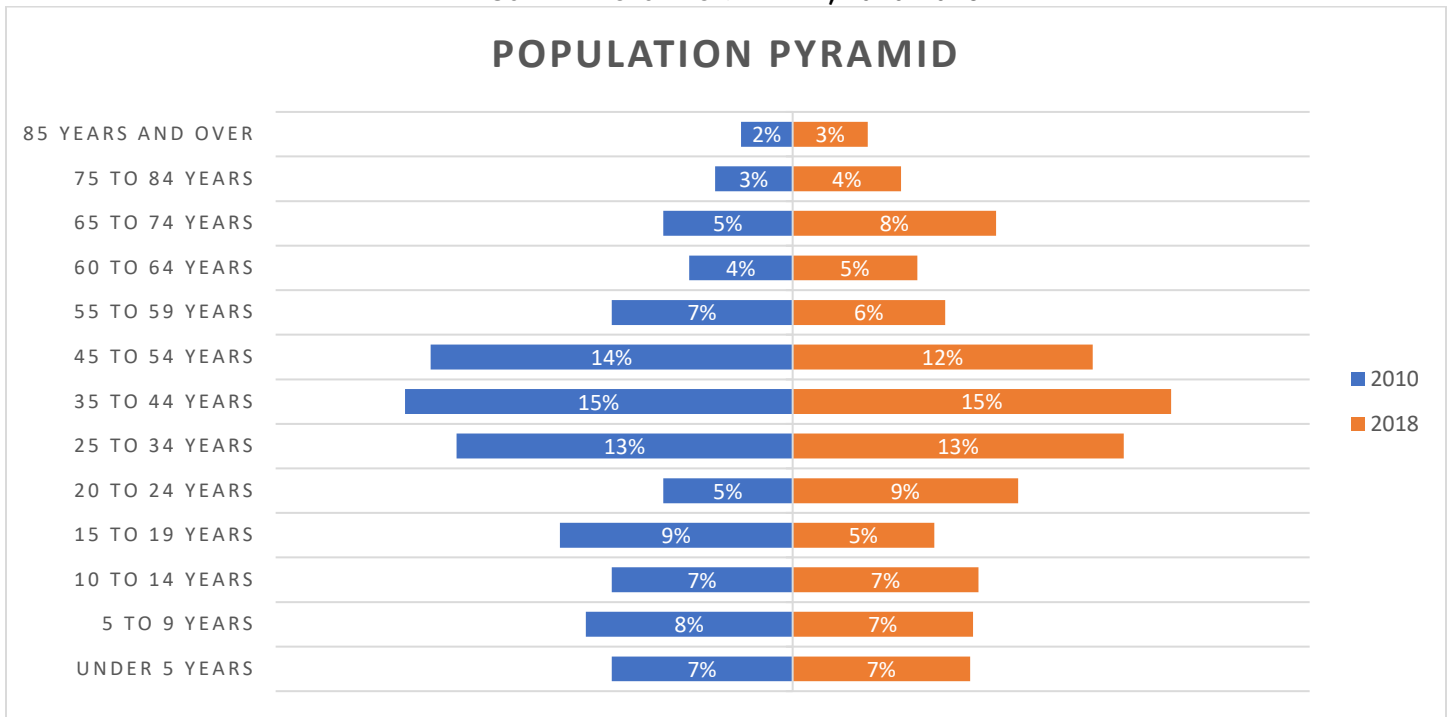
Figure 1.3 presents information about age demographics in the City. Overall, Elkhorn is characterized by changing demographics. Currently, approximately 15% percent of the population is over 65 and its median age is 36.8, both have risen since 2010. Additionally, 24% of the City’s population is under 18, which decreased since 2010. These trends, like those experienced in many of the neighboring communities, the county, and the state are reflective of the increasingly larger aging population. However, Elkhorn remains the youngest population in terms of median age of all the other jurisdictions compared, outside of Delavan.

FIGURE 1.3: AGE DISTRIBUTION, 2018

	Median Age	Percent Under 18	Percent Over 65
City of Elkhorn	36.8	24%	15%
City of Delavan	36.7	26%	16%
City of Lake Geneva	40.2	24%	17%
City of Burlington	40.0	24%	15%
Walworth County	39.4	21%	18%
Wisconsin	39.2	22%	17%

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

FIGURE 1.4 POPULATION PYRAMID, 2010-2018



Source: U.S. Census Bureau, 2010 Census and 2014-2018 American Community Survey 5-Year Estimates.

Racial Distribution

Elkhorn is characterized by a predominately “White” population, as the neighboring communities, Walworth County, and the State of Wisconsin (Figure 1.5). These data depict a relatively homogeneous population.

In Figure 1.6, the percentage of the population that identified as being of Hispanic or Latino Origin is shown. 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 U.S. Census 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.

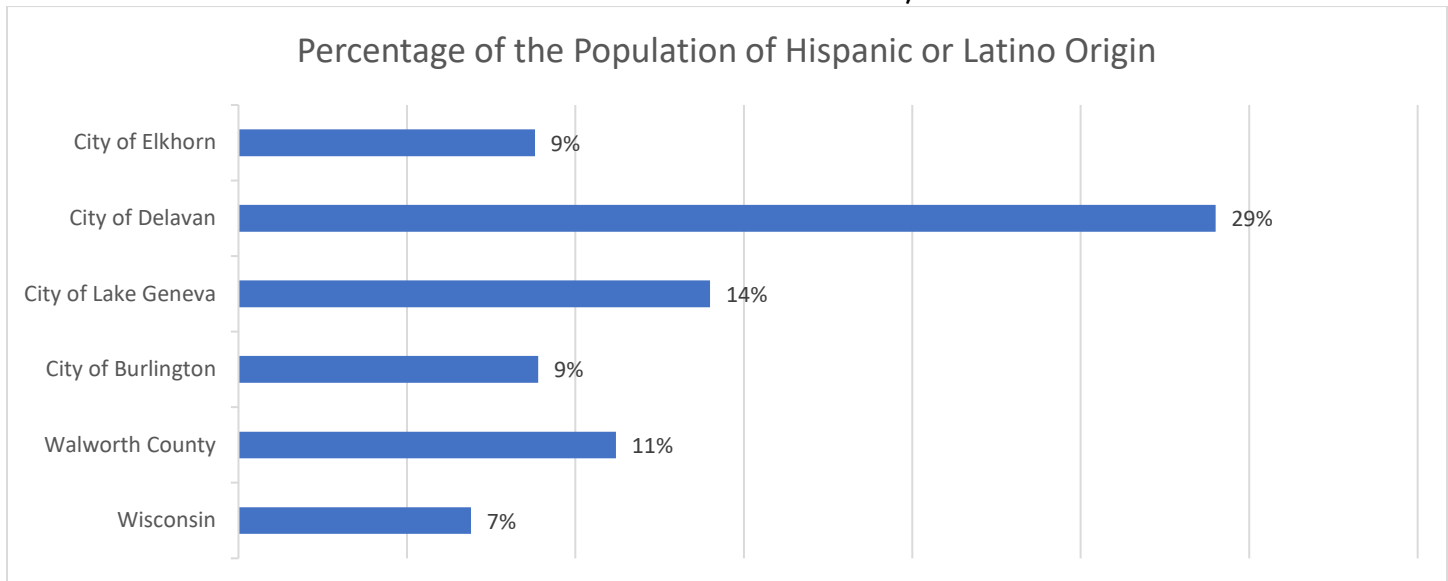
Elkhorn has approximately the same percentage of people who identified as being of Hispanic or Latino origin as the overall state and the City of Burlington, however the other surrounding communities and Walworth County overall have larger percentages, especially the City of Delavan. It is important to consider this demographic in providing recreational services and in the development of new recreational opportunities.

FIGURE 1.5: RACIAL DISTRIBUTION, 2018

	White	African American	American Indian	Asian	Other
City of Elkhorn	93%	1.4%	0.1%	0.9%	1.9%
City of Delavan	89%	1.0%	0.0%	2.0%	6.0%
City of Lake Geneva	91%	0.0%	1.0%	2.0%	2.0%
City of Burlington	96%	0.7%	0.0%	0.4%	0.7%
Walworth County	93%	0.6%	0.2%	1.0%	2.2%
Wisconsin	85%	6.4%	0.9%	2.8%	2.0%

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

FIGURE 1.6: HISPANIC OR LATINO ORIGIN, 2018

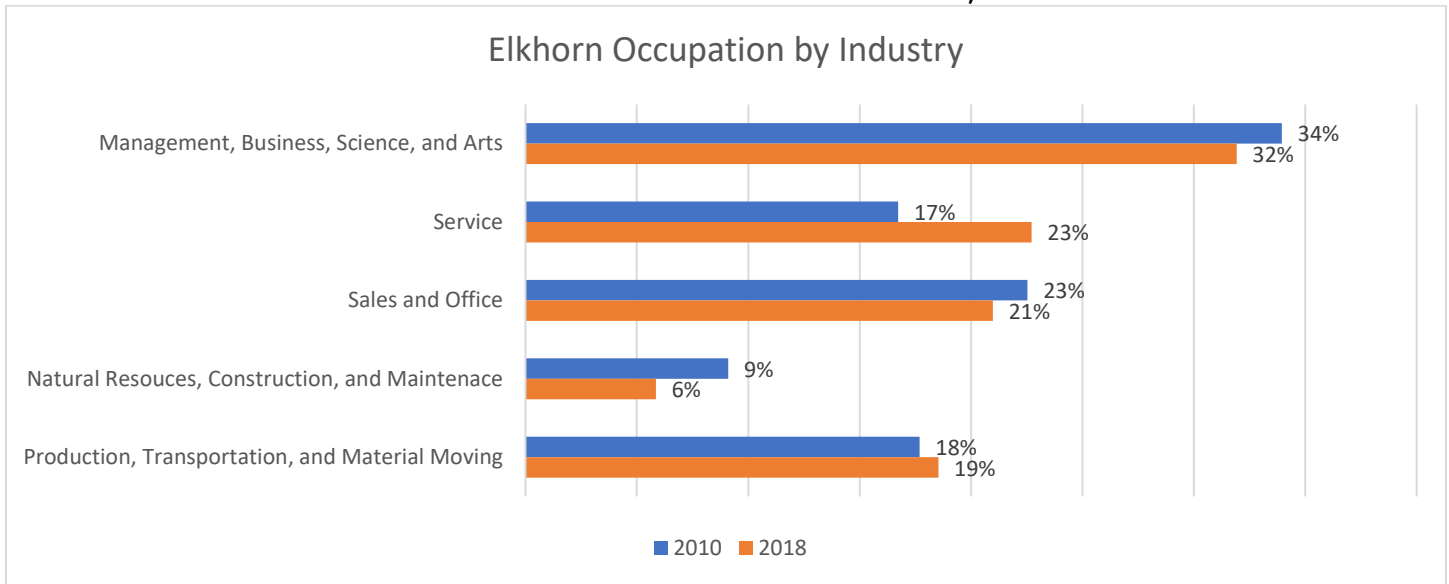


Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Employment Characteristics

The City’s relatively close proximity to the many urban centers of the Milwaukee Metro Area and several other similar sized communities in Walworth County provides a wide variety of employment opportunities for Elkhorn residents. As of 2018, over 30% of Elkhorn’s employed population age 16 and older worked in the management, business, science, and arts occupations. Between 2010-2018, the most significant increase was in service sector occupations. Figure 1.7 shows the City’s occupational distribution over that time period.

FIGURE 1.7: CITY OF ELKHORN OCCUPATIONAL DISTRIBUTION, 2010-2018



Source: U.S. Census Bureau, 2010 Census and 2014-2018 American Community Survey 5-Year Estimates.

Household Characteristics

In 2018, the average household size in Elkhorn was 2.4 persons per household. As shown in Figure 1.8, the average household size in the City was comparable to most of the neighboring communities, Walworth County, and the State. Furthermore, the City had a lower proportion of owner-occupied housing than the Walworth County and the State, in addition to a much lower percentage of vacant housing units. Walworth County and some of its municipalities are unique in that they are made up of a large proportion of vacation or second homes where residents do not live all year round. This accounts for the large overall vacancy rate for the County and the City of Lake Geneva. Together, these figures could mean that there is a built-up demand for new housing in the Elkhorn for both owner-occupied and rental units. When planning for future park needs and locations, these trends are important to consider.

Other household characteristics and trends to note are the owner-occupied home values, housing costs per month for both owners and renters, and household incomes. In 2018, Elkhorn had a median household income nearly identical to the County’s overall average and higher than several surrounding communities. Additionally, Elkhorn’s median owner-occupied housing units is also very comparable to many of the surrounding communities, but lower than the County and State’s overall averages. In calculating and ultimately setting future park fees, these figures are key components of the analysis and in the decision to impose fees.

FIGURE 1.8: HOUSEHOLD CHARACTERISTICS, 2018

	Total Housing Units	Percent Vacant Housing Units	Percent Owner Occupied Housing Units	Average Household Size
City of Elkhorn	4,065	3%	56%	2.4
City of Delavan	3,419	7%	54%	2.6
City of Lake Geneva	4,400	21%	52%	2.2
City of Burlington	4,730	5%	57%	2.4
Walworth County	51,993	22%	68%	2.5
Wisconsin	2,710,718	13%	67%	2.4

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

FIGURE 1.9: HOUSEHOLD CHARACTERISTICS CONTINUED, 2018

	Median Owner-Occupied Home Value	Median Owner-Occupied Costs per Month with a Mortgage	Median Gross Rent	Median Household Income
City of Elkhorn	\$176,700	\$1,443	\$832	\$59,475
City of Delavan	\$143,600	\$1,251	\$828	\$47,848
City of Lake Geneva	\$180,900	\$1,460	\$927	\$49,580
City of Burlington	\$176,500	\$1,578	\$905	\$59,627
Walworth County	\$196,400	\$1,511	\$861	\$61,106
Wisconsin	\$188,500	\$1,387	\$847	\$59,209

Source: U.S. Census Bureau, 2014-2018 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 Walworth County and surrounding counties. This information is important to assessing how healthy Elkhorn is today and areas of focus for the future.

FIGURE 1.10: PUBLIC HEALTH CONTEXT

	Overall Health Outcome Ranking*	Percentage of Adult Obesity
Walworth County	35 out of 72	29%
Jefferson County	16 out of 72	30%
Rock County	65 out of 72	36%
Waukesha County	4 out of 72	26%
Wisconsin	N/A	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 1.11: PUBLIC HEALTH CONTEXT

	Diagnosed Diabetes*	Largest Cause of Death**	Life Expectancy***
Walworth County	6%	Heart Disease (205 per 100,000)	79.1
Jefferson County	4%	Cancer (197 per 100,000)	80.5
Rock County	10%	Cancer (208 per 100,000)	78.2
Waukesha County	8%	Cancer (190 per 100,000)	81.5
Wisconsin	9%	Heart Disease (199 per 100,000)	79.6

*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 Elkhorn Comprehensive Outdoor Recreation Plan (2011)

The previous City of Elkhorn Comprehensive Outdoor Recreation Plan provided the framework for this plan. Several components of the analysis and recommendations have been mirrored and updated through this planning process. The 2011 plan was an update of the 2004 Outdoor Recreation Plan.

A few of the high priority recommendations from the 2011 Comprehensive Outdoor Recreation Plan include:

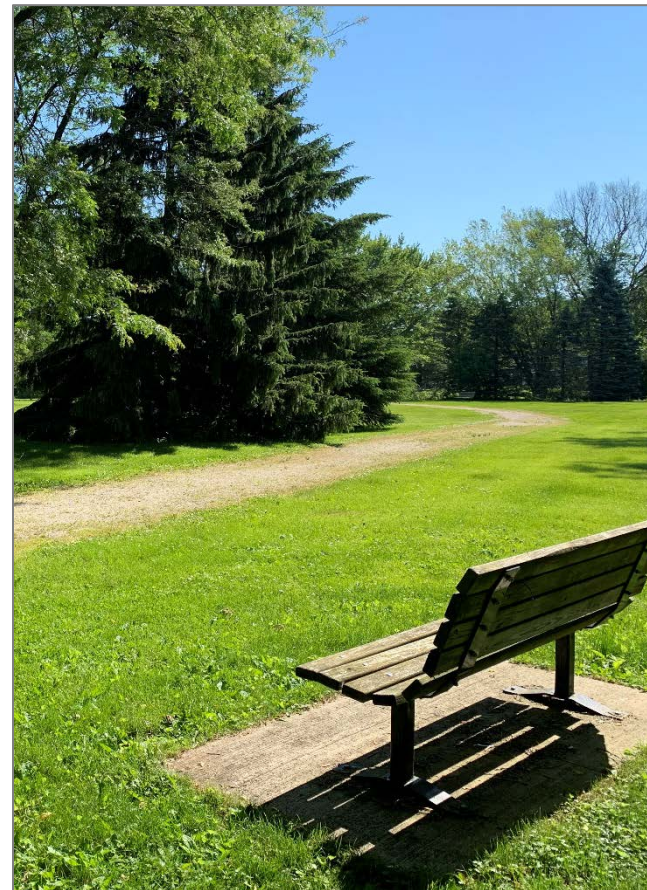
- Identification and establishment of pedestrian and bicycle facilities for connectivity to parks, neighborhoods, schools and destinations. (Bike-Pedestrian Path \$20,000)
- Harris Park Land Acquisition and Lighting Project. (\$75,000)
- Acquisition of lands for active recreation needs, particularly baseball/softball fields. (\$100,000)
- Geneva Street Park – Trails, Amenities (\$75,000)
- Sunset Park Aquatic Facility (\$5,000,000)

City of Elkhorn Comprehensive Plan (2016)

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 low-density residential development is to the north on both the east and west side of US 12. Some additional long-range traditional neighborhood development is proposed for the City's east side toward the I-43 and STH 11 interchange. There are also two significant areas of planned mixed use development northwest of the I-43 and STH 67 interchange (in the City's existing boundaries) and south of the I-43 and US 12 interchange (outside of the City's existing boundaries). Planned mixed-use development is intended to be a mix of residential, commercial, employment, public or any number of compatible uses and varying densities.

There are also several recommendations within the 2016 Comprehensive Plan that directly correlate to recommendations in this Plan:

- The Future Transportation Plan recommends improving connectivity and accessibility in Elkhorn. In addition, to providing for safe and accessible pedestrian and bicycle connections, the most significant recommendation is to connect existing arterials to those of future sub-divisions. Recommended new bicycle infrastructure includes:
 - Future roadway on-street bicycle facilities on Lincoln Street (STH 67), on West Walworth Street, South Church Street, and outside of the existing municipal boundaries along East Geneva Street (CTH NN), STH 11, and CTH H.
- Three recommended new park locations (1 Neighborhood and 2 Community) along Potter Road, between Hazel Ridge Road and CTH H, and on the southwest side of the I-43 and STH 67 interchange.
- Future livable/complete neighborhoods that include high quality parks, schools, and community facilities within walking distance.
- To acquire additional park and conservation land, where appropriate.



Walworth County Land and Water Resource Management Plan: 5-Year Work Plan (2016-2020)

This plan is a strategic update to the 2010 Walworth County Land and Water Resource Management Plan. Specifically, it lays out a 5-Year Work Plan (2016-2020) for implementing the goals of the plan. Several of the goals directly relate to preservation, protection, and mitigating negative impacts on natural resources. Each goal has individual related objectives, action items, responsible parties, targets, costs, and funding. The seven goals of the Work Plan are:

- Protect Walworth County Lakes, Streams, Wetlands and Groundwater from Agricultural Runoff Pollution.
- Protect Walworth County Streams, Lakes, Wetlands, Groundwater and other Environmental Resources from the Adverse Impact of Urban Development & Nonmetallic Mining.
- Prevent the Introduction and Dispersal of Aquatic Invasive Species (AIS) in Walworth County Lakes, Streams and Wetlands.
- Preserve Walworth County's Productive Agricultural Lands.
- Preserve and Restore Walworth County's Environmental Corridors, Natural Areas, Critical Species Habitat Sites, Wetlands, Springs, Floodplains and Groundwater
- Protect Walworth County Watersheds by Seeking Collaboration and Supporting Partnerships.
- Initiate Solution-based Information and Education Outreach Programs to Land Users, Youth, Residents, Businesses, and Elected Officials to Encourage the Use of Sustainable Conservation Practices.

Walworth County Park and Open Space Plan 2014

This plan was also written by SEWRPC and adopted by the County Board of Supervisors in 2014. As of the writing of this plan, it too was being updated. It documents a full inventory of the parks system, objectives, principals, and standards for the future, in addition to establishing future standards and park-specific plans. It mirrors the recommendations of the Walworth County Comprehensive Plan and identifies the same key sites for acquisition.

Multi-Jurisdictional Comprehensive Plan for Walworth County

In 2019, SEWRPC and Walworth County completed an update of the Walworth County Comprehensive Plan. It is a combination of a county-wide plan and specific land use plans for each Township and municipality. The plan provides county data and projections, an existing conditions report, inventory of regional plans, a county-wide land use plan, and future implementation plan.

Specifically, it identified key sites for acquisition in and around the City of Elkhorn that have natural areas of local significance or have critical species habitat:

- Jackson Creek Wetlands (southern end of the City along Jackson Creek)
- Elkhorn Railroad Prairie Remnant (near Babe Mann Park)

To note, as of 2020, Walworth County does not a Bicycle and Pedestrian Plan.

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)

Walworth County is designated as a Silver-level Wisconsin 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 County's health initiatives in Elkhorn includes: Walworth County Breast Feeding Coalition, Drug and Alcohol Coalition, Delavan-Darien Community Alliance, Ground Water Quality, Healthy Eating, Active Living, Oral Health Coalition, and the Walworth County Suicide Prevention Education and Awareness Coalition.

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 this plan.



2

EXISTING PARK AND RECREATIONAL FACILITIES



Chapter 2: 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 2020, the City owns and maintains 7 developed Neighborhood and Community Parks totaling approximately 87 unconstrained acres.

Community Parks

1. **Sunset Park:** This is a completely developed 26.8 acres park that serves as the City's primary recreation facility and provides facilities for formal, active recreation and organized sports. The park is located in the west-central portion of the city and includes a recreation center, 4 baseball/softball diamonds, an area for soccer, 2 tennis courts, swimming pool, a band shell, basketball courts, playgrounds, sledding area, restrooms, and open shelter.
2. **Babe Mann Park:** Occupying 51 acres (23 unconstrained acres) in the City's southeastern industrial area, this park encompasses Elkhorn Lake, a 28-acre spring fed lake that was a former quarry. The park is partially improved with a crushed gravel walking path loop around the lake, a pavilion, picnicking areas, playfield, and an informal boat launch. Motorized water-craft are only allowed by special permit from the City.
3. **Rotary Soccer Complex:** This is a 26.6-acre (22 acres unconstrained) park located in the far southern portion of the City. It is mostly developed with four regulation adult sized soccer fields, a concession stand, and a small playground. The park is the primary soccer facility in the City and hosts many tournaments that attract people from around the region.

Neighborhood Parks

1. **Tasch Park:** This is a partially improved 2.3-acre park. The park has a hard surface basketball/game court, a small playground, little league baseball field, and a play field.
2. **Market Street Park:** This is a 2-acre park site located at the northeastern edge of the City in the newly developing residential neighborhood. It has an open shelter, play equipment, and picnicking area.
3. **Broad Street Playground:** This is a small tot-lot (0.3 acres) serving the City's northern neighborhoods. The park has a small play apparatus for younger children, and several park benches.
4. **Harris Field:** Located between the School District's Administration Building, the Walworth County Fairgrounds, and the Elkhorn Area High School, this 11.2-acre site is completely developed as a baseball/softball complex, and jointly used by school teams and city recreation programs. The fields are jointly used by both the School District and City.

Special Use Parks

1. **Temlitz Nature Park:** Located in the west central neighborhood, this 3.3-acre site (2.5 acres unconstrained) lies next to the Mt. Olivet and Elkhorn Cemeteries. The park has a gravel walking path. There is a small pond which is part of a drainage complex/environmental corridor system. The Temlitz Nature Park is intended for passive recreation activities.
2. **First National Bank Plaza (Pocket Park):** This small (less than an acre), unique downtown plaza located on Wisconsin Street across from the County Courthouse provide a way-stop and social gathering place for visitors and patrons of downtown businesses and events. The site is maintained by the City, but not owned by it.
3. **White River Trailhead:** This 5.5-acre site is owned by the City and is located off of CTH H at the far western end of the White River Multi-Use Trail. It offers parking and an information kiosk for cyclists. The trailhead is maintained by Walworth County.
4. **Jackson Creek Conservancy:** This 23.7-acre site (4 acres unconstrained) follows Jackson Creek as it winds through the southern section of the City. It provides passive recreational opportunities, however it is not owned or maintained by the City (Kettle Moraine Land Trust). Because of this, this park and its total acres were not counted in the totals listed above.



Multi-Use Trails

1. White River Bike Trail: This 19-mile trail follows a former rail corridor as it travels from Elkhorn to Dover in Racine County, with a short gap in Burlington. The trail is operated by Walworth and Racine counties.

Public Schools

1. Westside Elementary School is located on the City's west side. It has play equipment, basketball courts, and playfields.
2. Jackson Elementary School is located in the central portion of Elkhorn. It has play equipment, basketball courts, and baseball/softball fields.
3. Elkhorn Area Middle School is located on the City's eastside. It has play equipment, basketball courts, playfields, walking paths, and picnicking areas.
4. Elkhorn Area High School is located on the City's east. It has an open shelter, tennis courts, baseball/softball fields, playfields, and picnicking areas.
5. Elkhorn Options Virtual Charter School is located just north of the Westside Elementary School. It has two ball fields and recreational open space.

Private Schools

1. First Lutheran Church and School is located in the western part of Elkhorn. It has play equipment and basketball courts.

Walworth County and WalCoMet Recreational Facilities

1. The Walworth County Fairgrounds is located adjacent to the Elkhorn Area Middle School and High School on approximately 96.8 acres. It has a dirt racetrack and several multi-purpose buildings on-site.
2. Veteran's Park surrounds the Walworth County Court House and is the civic focal point of downtown Elkhorn. It has several benches, picnic tables, and open space areas.
3. Rotary Soccer Complex is located in the southern portion of the City. Most of the park (as described above) is owned by the City, but an additional 6.5 acres (1.7 unconstrained acres) adjacent to the City-owned portion are owned by the Walworth County Metropolitan Sewage District (WalCoMet).

Elkhorn Recreation Department Staffing

The Park, Recreation, and Forestry Department is staffed by 3 full time and approximately 70 part time personnel, 68 of which are mostly in recreational programming and/or management roles, while 5 are generally park maintenance staff. As of 2020, 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 2020 Park and Recreation Agency Performance Benchmarks Field Report, the national average of full-time park employees per 10,000 people in a jurisdiction is 8.1. This is higher than Elkhorn'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 its recommended to maintain the existing level of service.

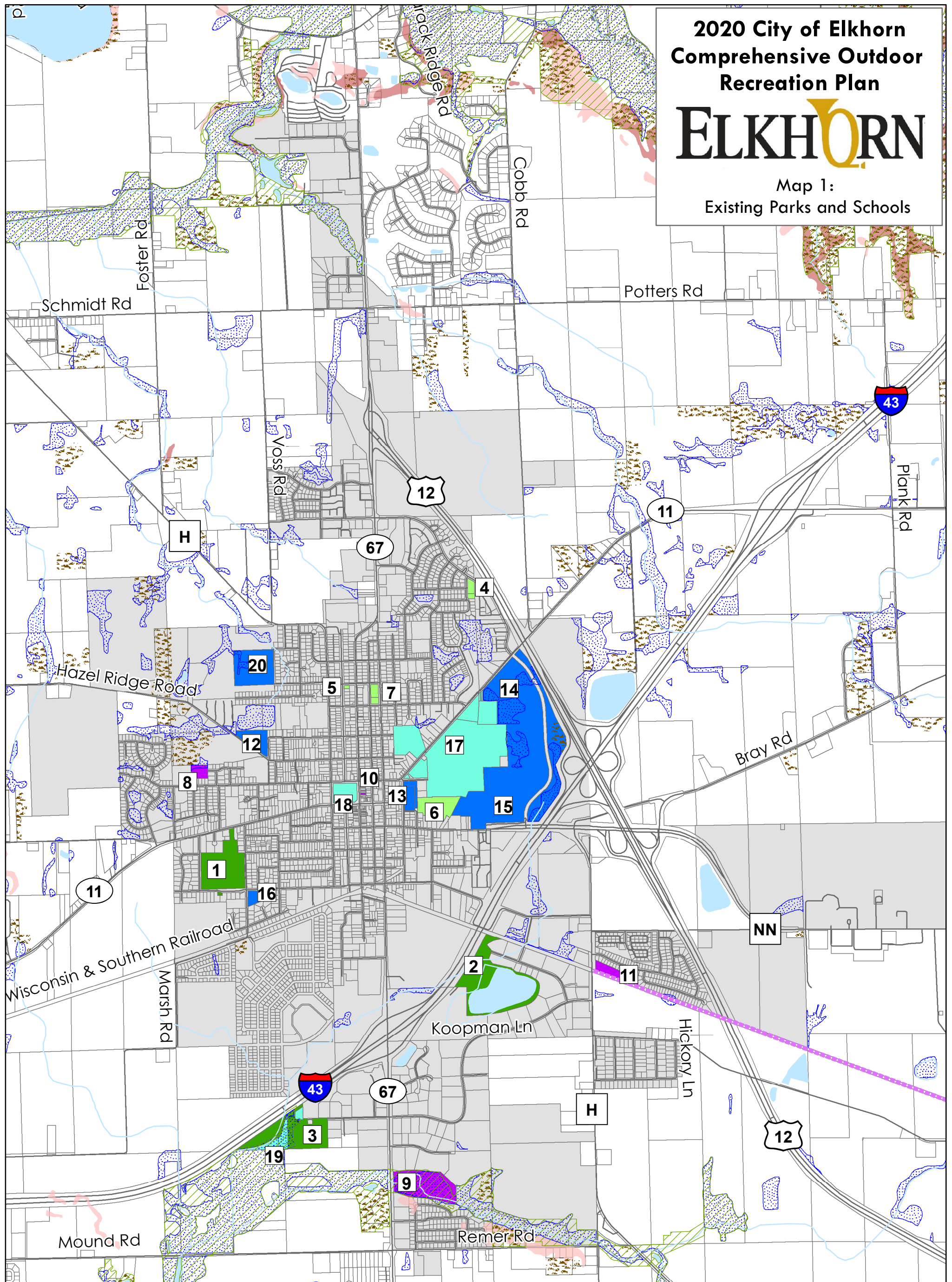


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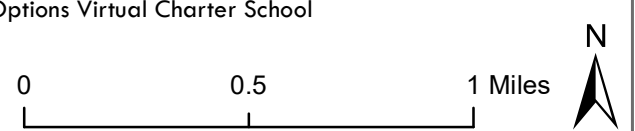
2020 City of Elkhorn Comprehensive Outdoor Recreation Plan

ELKHORN

Map 1:
Existing Parks and Schools



<ul style="list-style-type: none"> ----- White River Trail Schools Neighborhood Park Community Park Special Use Park County Rec. Facilities City of Elkhorn 	<ul style="list-style-type: none"> SEWRPC Environmental Corridors Water Wetlands Woodlands Steep Slopes 12%-20% Steep Slopes 20%+ 	<p>Community Parks</p> <ol style="list-style-type: none"> 1. Sunset Park 2. Babe Mann Park 3. Rotary Soccer Complex <p>Neighborhood Parks</p> <ol style="list-style-type: none"> 4. Market Street Park 5. Broad Street Playground 6. Harris Field 7. Tasch Park <p>Special Use Parks</p> <ol style="list-style-type: none"> 8. Teglitz Nature Area 9. Johnson Creek Conservancy 10. First National Bank Plaza (Pocket Park) 11. White River Trailhead 	<p>Schools</p> <ol style="list-style-type: none"> 12. Westside Elementary School 13. Jackson Elementary School 14. Elkhorn Area Middle School 15. Elkhorn Area High School 16. First Lutheran Church and School 20. Elkhorn Options Virtual Charter School 	<p>County Rec. Facilities</p> <ol style="list-style-type: none"> 17. Fairgrounds 18. Veteran's Park 19. Rotary Soccer Complex (portion)
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Adopted: December 21, 2020
Source: V&A, Walworth County, WisDNR, SEWRPC



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3

PUBLIC PARTICIPATION AND GOALS, OBJECTIVES, AND POLICIES



Chapter 3: Public Participation and 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.

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 Park and Recreation Advisory Board meetings, one Plan Commission meeting, and one City Council meeting.

At various stages throughout the planning process, the Park and Recreation Advisory Board provided input. In May 2020, the board was introduced to the plan and gave feedback on the City's key issues and topics moving forward, in addition to gathering feedback for the development of the conceptual site plan. Following that meeting, the group also reviewed Draft 1 of the plan in July 2020 and Draft 2 in September 2020. On September 16, 2020, the plan was recommended by the Park and Recreation Advisory Board to the Plan Commission for adoption. All meetings were held virtually and were open to the public.

The Plan Commission held a public hearing on October 1, 2020 where the plan was adopted via resolution. The City Council also adopted the plan via resolution on December 21, 2020. All meetings were open to the public.

The summary of the comments received at these meetings include:

- Elkhorn needs more park space and the locations need to be easily accessible via walking from neighborhoods throughout the community. There are gaps in the park coverage right now.
- The City is very dependent on Sunset Park right now and needs to diversify park amenities better.
- New park features or improvements needed includes: lights on playfields and ball diamonds, pickleball and tennis courts, more shelters, improved drainage in the existing playfields, concession stand upgrades, new splashpad, improved wayfinding signage to local parks, and new or upgraded playgrounds.
- Improving the relationship with the County Fairgrounds and maintaining partnerships with the School District and other local recreational groups.
- Work with Walworth County to share and improve recreational resources in the community.
- Increase the availability of winter recreational opportunities.
- Utilize the number of undeveloped properties within the City's existing municipal boundaries to accommodate new parkland.
- Add a new skatepark, basketball court, shelter, and outdoor ice rink to Tasch Park. (See Conceptual Site Plan)

Goals, Objectives, and Policies

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 Parks and Recreation Advisory Board 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 improvements and expanded facilities in existing parks and undeveloped City-owned properties, in addition to the development of new parks in key locations.

Objectives

1. Ensure that at least one park and recreational facility is within a safe and comfortable walking distance for all Elkhorn residents, generally within $\frac{1}{4}$ - $\frac{1}{2}$ mile.
2. Increase the diversity of recreational opportunities available (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.
3. Provide quality public outdoor recreation sites and adequate open space lands for each planned residential neighborhood.
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. In addition, focusing on developing several City-owned parcels that could be used for additional parks.
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 $\frac{1}{4}$ 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. 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 uses, and natural resource features.
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.
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 Elkhorn's 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, wayfinding signage, and other materials.
12. The City should explore opportunities to work in collaboration with the School District and Walworth County 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 Elkhorn 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 to follow the Comprehensive Plan 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 and Walworth County on future planning of bicycle routes, trails, and infrastructure to promote connectivity throughout the area.
19. Participate in Walworth County's update of their Comprehensive Outdoor Recreation Plan.
20. Develop a City-wide Bicycle and Pedestrian Plan to further prioritize active transportation facilities, connections, and utilization. Prioritize the connection of the White River Trail to the park system, downtown, and other regional multi-use trails.
21. Work with the Police Department, the School District, and other local groups to develop bicycle and pedestrian educational programs like bicycle rodeos and other trainings to increase safety and utilization of trails, paths, sidewalks, and streets.
22. Implement the City's Sidewalk Improvement and Maintenance Program to prioritize upgrading existing sidewalks and infilling gaps in the sidewalk network.
23. Prioritize new facilities and upgrades to existing facilities through the City's 5-Year Capital Improvements Plan.
24. Develop a partnership with the local non-profits and private businesses to help in the long-term maintenance and upgrading of facilities.
25. Seek becoming a designated Wisconsin Healthy Community and work with Walworth County to maintain its Silver-level Wisconsin Healthy Community status.
26. The City should explore developing new facilities, infrastructure, and programming for outdoor winter recreational opportunities.

4

PARK AND RECREATION STANDARDS



Chapter 4: 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 section details the new local standards for park and recreational facilities. A version of these standards was first outlined in the 2011 Elkhorn Comprehensive Outdoor Recreation Plan. During the 2020 update, the standards were revised to best fit Elkhorn. A calculation of community-specific standards is more likely to identify those park system deficiencies that would not otherwise be captured by universal or national standards. Furthermore, a locally derived standard does a better job of considering the quality of the park system as well as the quantity of park lands provided.

Within each park category description below, it is recommended that the City use the new local standards per 1,000 residents as its park acreage goal over the life of this Plan. For a full description of each park type see Chapter 2: Existing Park and Recreation Facilities.

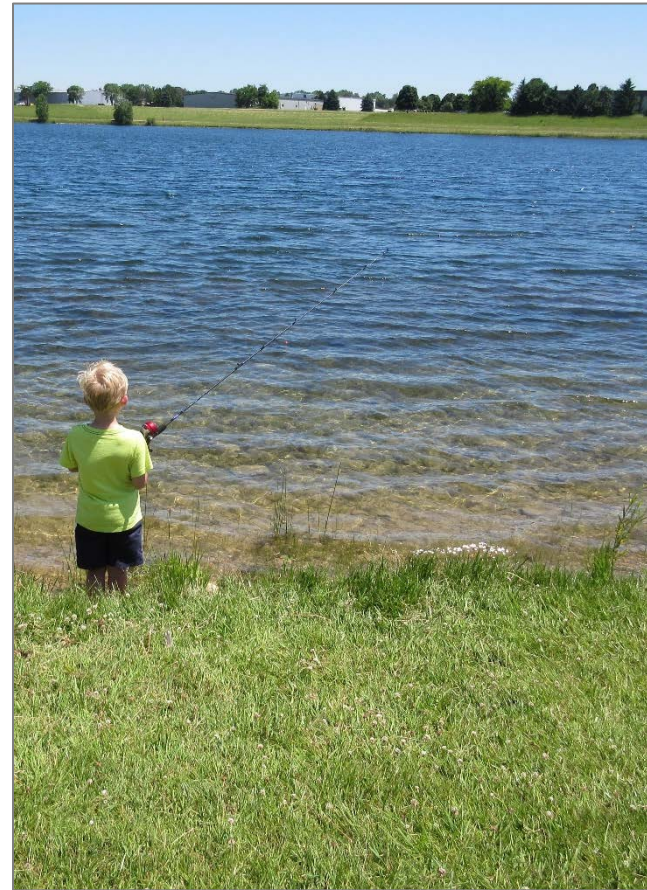
National Standards and Comparable Municipality Standards

To understand the role the Elkhorn Park System should play in providing park and recreation services, it is useful to understand the role that a municipal park system plays. It is also important to understand how municipal park services are different from national, state, or county services.

- **National Parks** are scattered throughout the United States with massive tracts of land that serve as vacation destinations or wilderness areas. They are run by the Department of Interior of the United States government. There are no National Parks in Walworth County.
- **State Parks** exist as conservation areas, scenic drives, or as weekend getaways, typically away from population centers. State Parks are often designed to encourage tourism, but their primary purpose is to serve residents of their respective states. The largest State Park in Walworth County is the Kettle Moraine State Forest located south of Whitewater. There are also multiple State-owned Wildlife, Habitat, and Natural Areas scattered throughout the Walworth County.
- **County Parks** function to fill in the gaps that municipal and state governments do not serve. The gaps can include serving a municipal function in portions of the county with municipalities too small to have enough resources to provide parks, conserving large areas of open space that municipalities cannot, or as a tourist venue for people from outside the county. Overall, there are several examples of county parks throughout Walworth County including Veteran's Park (in Elkhorn), Natureland Park, White River Park, Price Park Conservancy.
- **Municipal parks** exist to serve residents of municipalities, sometimes on an hourly basis, as hosts for active athletic or recreation programs. The two most common types of municipal parks are Neighborhood and Community. Neighborhood parks are usually 5-10 acres in size and have a 1/3 miles service radius. Community parks are larger (20-50 acres) and typically serve are larger portion of the community with a 1/2 miles service radius.

On an annual basis, the National Recreation and Park Association (NRPA) compiles data from around the U.S. on park and recreational departments and services provided. In 2020, the NRPA released its latest version of the Park and Recreation Agency Performance Benchmarks. It is important to compare the services that Elkhorn provides to the national averages as a benchmark for analysis. A few of the most applicable metrics include:

- On average, 9.9 acres of park land is provided per 1,000 residents in a jurisdiction.
- On a per park basis, there are an average of 2,281 residents per park.
- Per 10,000 residents, an equivalent 8.1 full-time employees on average are employed in each parks and recreation department.



Another method in evaluating the existing Elkhorn Parks System is comparing it to other similar sized municipalities throughout southeastern Wisconsin. In Figure 5.1, seven other municipalities were selected that ranged in size between 7,962 – 12,429 in total population. Generally, Elkhorn compares favorably with the other similar sized municipalities in terms of total unconstrained parkland acres and unconstrained acres per 1,000 residents. However, Elkhorn falls short related to the total number of Neighborhood and Community Park sites and residents per park comparatively. It is important to keep this comparison in mind when considering the future need for additional parkland and park sites, especially in terms of attracting and retaining residents.

FIGURE 4.1. COMPARABLE COMMUNITY ANALYSIS

Municipality	2018 Population	Number of Parks (Mini, Neighborhood, or Community)	Residents Per Park	Total Acres (includes constrained acres)*	Acres Per 1,000 Residents
City of Lake Geneva	7,962	12	663.5	84	10.6
City of Jefferson	7,964	8	995.5	86.2	10.8
City of Delavan	8,338	11	758.0	148.8	17.8
City of Elkhorn	9,907	7	1,415.3	120**	12.1**
Village of Oregon	10,215	18	567.5	196.7	19.3
City of Burlington	10,758	16	672.4	92	8.6
City of Whitewater	11,737	16	733.6	156.3	13.3
City of Fort Atkinson	12,429	8	1,553.6	88	7.1
Average of Comparable Communities	9,913.8	12	919.9	121.5	12.5

*Some communities listed in this analysis have a significant number of constrained acres that make up the total parkland acres documented in their respective Comprehensive Outdoor Recreation Plan. Not all communities distinguish constrained from unconstrained acres, so both were considered in this analysis to provide a consistent data point for all communities.

**The City of Elkhorn's total unconstrained parkland acres is 87 and 8.8 total unconstrained acres per 1,000 residents.

Source: V&A, City of Oregon, City of Delavan, City of Lake Geneva, City of Jefferson, City of Burlington, City of Whitewater, and City of Fort Atkinson.

While it is important to evaluate Elkhorn based on both national averages and similar-sized southeastern Wisconsin municipalities, it is difficult to do a one-to-one comparison between communities and parks departments. This is because of the variability in community priorities, department structure, amenities, distribution of county and state parks, and the amount natural resources in the area. Since there are so many variables, this plan will use customized local standards modified from previously established standards to determine the existing service gaps and future needs.

Customized Elkhorn Park Standards

Overall, the City has consistently maintained the standard of approximately 9 park acres per 1,000 residents dating back to the 2011 Comprehensive Outdoor Recreation Plan. This figure has stayed relatively the same since 2011 because of the stagnant population change over that time period and no new additional park acres were acquired. Because of the projected future increase in the population over the next 10-20 years, the acres per resident standard is expected to decrease over the planning period. If the City wishes to maintain the standard, additional park land will need to be acquired. Below in Figure 4.2 is the breakdown of the City's Neighborhood and Community parkland acres per 1,000 resident's standards using Elkhorn's 2018 total population.

FIGURE 4.2. CITY OF ELKHORN PARK STANDARDS

	2020 Total Unconstrained Acres	2020 Total Unconstrained Acres Per 1,000 Residents	Elkhorn Parkland Standard Per 1,000 Residents	Total Unconstrained Acres Needed to Meet Existing Population	Additional Unconstrained Acres Needed to Meet Parkland Standard
Neighborhood Parks	15.7	1.6	2.0	19.8	4.2
Community Parks	71.7	7.2	8.0	79.3	7.5
Total	87.4	8.8	10.0	99.1	11.7

Source: V&A

The existing Total City Parkland is separated into two categories: constrained and unconstrained. The constrained areas are a combination of existing water bodies, 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.

The existing facilities in the City do not meet the local standards for both Community and Neighborhood Park, however in both instances the City is close to meeting the standards. In total, the City's existing 8.8 acres per 1,000 resident's standard narrowly misses meeting the 2020 standard of 10 acres per 1,000 residents, which is the recommended NRPA's ratio and national average. In order to meet the standard approximately 12 new acres of parkland needs to be acquired. While the standards indicate a shortage of Neighborhood Parkland and Community Parkland, the difference needed to meet the 2020 standards is obtainable with the addition of one new Neighborhood Park or one new Community Park.

It is also important to note that Elkhorn has a number of School District and County owned outdoor recreational facilities within the City. While these were not analyzed in establishing local standards because these lands do not function the same way as City-owned facilities (availability of use, times they open to the public, facility type, etc.), it should be noted this presents a unique attribute of Elkhorn where there are additional developed recreational facilities outside of just Neighborhood and Community Parks.

Recommended Recreational Facilities and Characteristics

Neighborhood Park

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.

Basic Facilities & Activities:

- Active recreation facilities such as playground equipment, playfields (softball, soccer, football, etc.), tennis courts, volleyball courts, basketball courts, shuffleboard areas, horseshoe courts, and ice-skating rinks.
- Passive recreation facilities such as internal trails (with connections to larger regional system), picnic/sitting areas, general open space, and nature study area.
- Service buildings for shelter, storage, restrooms
- Landscaped areas which provide buffering and shade
- Lighting for security at night. Lighting must be designed to be direct cut-off and not spill into adjacent properties.
- Adequate on-street and off-street parking spaces

Desirable Site Characteristics:

- Suited for intense development
- Easily accessible to the neighborhood population
- Geographically centered with safe walking and biking access.
- May be developed as a shared school-park facility

Community Park

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.

Basic Facilities & Activities:

- Active recreation facilities such as playground equipment, playfields (softball, soccer, football, etc.), tennis courts, volleyball courts, basketball courts, shuffleboard areas, horseshoe courts, ice skating areas, swimming pools, swimming beaches, archery ranges, disc golf areas
- Passive recreational facilities such as walking trails, picnic/sitting areas, and nature study areas, individual and group picnic/sitting areas, general open space and unique landscapes/features, natural study areas, and ornamental gardens.



- 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
- Service buildings for shelter, storage, restrooms
- Landscaped areas which provide buffering and shade
- Lighting for security at night. Lighting must be designed to be direct cut-off and not spill into adjacent properties.
- Adequate off-street parking spaces

Desirable Site Characteristics:

- Suited for intense development
- May include natural areas, such as water bodies or wooded areas
- Easily accessible to the neighborhood population
- Easily accessible for walking and biking

Special Use Parks and Facilities

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 amphitheatres, 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.

Basic Facilities & Activities:

- 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
- Historic/Cultural/Social – historic downtown areas, performing arts parks, arboretums, ornamental gardens, performing arts facilities, indoor theaters, public buildings, zoo, and amphitheatres

Desirable Site Characteristics:

- Variable, depending on use

Conservancy Areas

General Description:

Permanently protected areas of environmental significance or sensitivity, generally with limited opportunities for recreational use. Acquisition of conservancy areas often has secondary benefits such as flood control or enhancement of adjacent private property values. May include water bodies, floodplains, wetlands, shorelines and shoreland setback areas, drainageways, stormwater management basins, environmental corridors, wildlife habitat, areas of endangered plant or animal species, prairie remnants or restoration areas, scenic vistas, or environmentally constrained lands or open spaces as recommended in other adopted components of the Village’s Comprehensive Plan. May also be appropriate for utilities and secondary recreational uses, such as trails.



Basic Facilities & Activities:

- Passive, nature-based, low impact recreational facilities

Desirable Site Characteristics:

- Variable, depending on resource being protected.

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 Village or the school district, but are open to all neighborhood residents.

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

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 areas 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 dedicated 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)

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.

Desirable Design Criteria for Multi-Use Paths:

- In urban areas, paths should be a minimum of 10feet 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 10feet 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

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.



Geographical Distribution of Service Areas

Map 2 depicts the service area of each park type based on its location within the City. This analysis is utilized to determine the existing service coverage of the Park System in addition to forming the basis of the recommended new park locations as discussed in Chapter 6.

Park service areas were divided into two different distances based on their size, number of amenities, and ability to serve multiple recreational functions:

- 1/3 mile for Neighborhood Parks
- 1 mile for Community Parks

In most municipalities Neighborhood Park service areas range between 1/4 – 1/3 mile because of the need to accommodate all modes of transportation access, especially people who may not own or be able to operate a vehicle (children, handicapped individuals, the elderly, etc.). A 1/4 – 1/3 mile is seen as representative distance of mobility or how far most individuals can walk comfortably depending on age, health, and other factors.

A 1-mile service area was used for Community Parks because these parks are comparatively 2-3 times larger in size and offer many more recreational opportunities than a Neighborhood Park. Additionally, Community Parks often draw residents from around the community rather than from a single neighborhood.

An additional consideration to the size of the is access barriers (large roadways, natural features, bridges, etc.) Elkhorn's service areas were modified to reflect the limited access for an individual walking or biking due to high-traffic volumes or unsafe crossing locations. Those roadways included: I-43, US12, STH 11, STH 67, Mound Road, and CTH NN/Geneva Street.

Using these service areas, Map 2 identifies service gaps in the northern, western, southern, and central portions of the City. However, the service area gap on the western side of Elkhorn is within close proximity to both West Side Elementary School and Temnitz Nature Area which are not included in this analysis. It is reasonably presumed that these neighborhoods are currently served by those two facilities. Additionally, the neighborhood on the southern extend of the City is in a similar situation in being adjacent to the Jackson Creek Conservancy, however Special Use Parks were not included in this analysis. This neighborhood is still underserved in terms of access to a developed park.

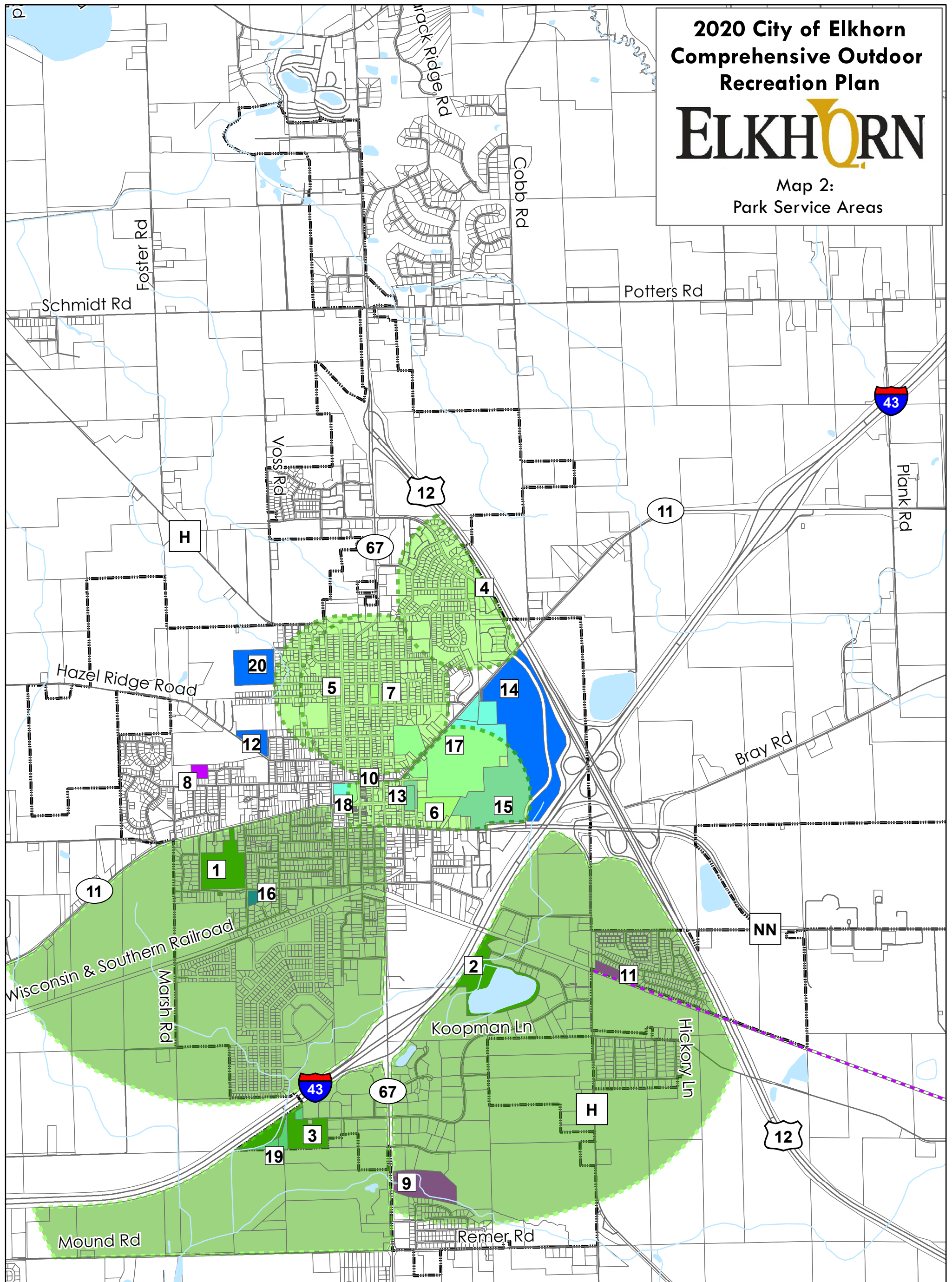
Nearly all development in the City north of the intersection of West Market Street and STH 67 is not served by a developed park. This is a direct result of the more sporadic and linear development pattern that extends north to Evergreen Country Club (Town of Lafayette). This makes it difficult to serve the pockets of development in the area.

In the central part of the City, there is another service gap shown. This area was identified not because of physical distance to a park, but rather the existing barriers to nearby facilities. Presumably, the residents that live in this neighborhood could potentially access Harris Park, Jackson Elementary, or the High School with a vehicle, but it would be difficult for anyone walking or biking to accessing these facilities having to cross Geneva Street.

2020 City of Elkhorn Comprehensive Outdoor Recreation Plan

ELKHORN

Map 2:
Park Service Areas



- - - White River Trail
- Neighborhood Parks - 1/3 mile Service Area
- Community Parks - 1 mile Service Area
- Schools
- Neighborhood Park
- Community Park
- Special Use Park
- County Rec. Facilities
- Water
- City of Elkhorn

Community Parks

1. Sunset Park
2. Babe Mann Park
3. Rotary Soccer Complex

Neighborhood Parks

4. Market Street Park
5. Broad Street Playground
6. Harris Field
7. Tasch Park

Special Use Parks

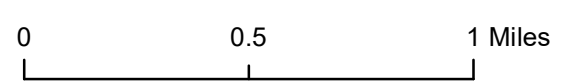
8. Teglitz Nature Area
9. Johnson Creek Conservancy
10. First National Bank Plaza (Pocket Park)
11. White River Trailhead

Schools

12. Westside Elementary School
13. Jackson Elementary School
14. Elkhorn Area Middle School
15. Elkhorn Area High School
16. First Lutheran Church and School
20. Elkhorn Options Virtual Charter School

County Rec. Facilities

17. Fairgrounds
18. Veteran's Park
19. Rotary Soccer Complex (portion)



Adopted: December 21, 2020
Source: V&A, Walworth County, WisDNR, SEWRPC



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5 ANALYSIS OF THE EXISTING PARK AND OPEN SPACE SYSTEM



Chapter 5: Analysis of the Existing Park and Open Space System

This section presents an analysis of how well the City of Elkhorn’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 and Chapter 4);
- 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 6.

Quantitative Analysis

FIGURE 5.1: TOTAL PARKLAND BY TYPE

Park Types	Existing Total Acres	Existing Constrained Acres	Existing Unconstrained Acres
Neighborhood Parks	15.7	0	15.7
Community Parks	104.4	32.7	71.7
Total Neighborhood and Community Parks	120.1	32.7	87.4
Special Use Areas*	32.8	20.5	12.2
Total of all Park Types	152.9	53.2	99.6

*The First National Bank Plaza (Pocket Park) and Johnson Creek Conservancy are included in these totals but are not owned by the City of Elkhorn.
Source: V&A

The existing Total City Parkland is separated into two categories: constrained and unconstrained. The constrained areas are a combination of existing water bodies, 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.

In Chapter 4, the total number of unconstrained acres for Neighborhood and Community Parks and the number of acres per 1,000 residents were determined. In total, the City of Elkhorn provides 8.8 park acres per 1,000 residents. This is relatively the same as the 2011 Comprehensive Outdoor Recreation Plan because of the stagnant population change over that time period. However, because constrained acres were removed from the total parkland acres, the figures are somewhat lower. Overall, 10 park acres per 1,000 residents remains the City’s standard for parkland per 1,000 residents even though the City doesn’t currently meet the standard.

Figure 5.2 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 5.2 EXISTING RECREATIONAL FACILITIES, 2020

Facility	Number of Existing Facilities in the City
Baseball/Softball Fields	7
Playfields (soccer, football, lacrosse, etc.)	5
Basketball Courts	3
Tennis Courts	0
Volleyball Courts	0
Play Equipment	6
Park Shelters	3
Outdoor Swimming Pool	1

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 Elkhorn 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
- 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 Schools or County 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 and specialty County 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. The City should continue to work with Walworth County and the Elkhorn School District on future park development in the Elkhorn area as well as continuing to work on connecting the City to regional trail systems (White River Trail).

Geographic Analysis

The location and distribution of parks and recreational facilities also provides a good indicator of how well the existing park system is meeting the needs of the City's residents. To illustrate this distribution, Maps 2 depicts the service areas of the City's developed parks. These service areas are based on the local standards identified in Chapter 4.

The area served by a park is influenced by several factors. These include the size of the park, location, transportation access, and natural or manmade barriers. Displaying park service areas based on these factors suggests locations where additional park facilities might be necessary to serve residents.

Map 2 depicts the service area of each park type based on its location within the City. This analysis is utilized to determine the existing service coverage of the Park System in addition to forming the basis of the recommended new park locations as discussed in Chapter 6.

Generally, the City is well-covered with Community and Neighborhood Parks in the areas where the majority of residents live. However, there are existing service gaps in the northern, western, southern, and central portions of the community. If Elkhorn continues to grow in these areas, there may be opportunities to fill these existing gaps with the addition of new parkland.

Overall, 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 – 2 acres per 1,000 persons for Neighborhood Parks and 8 acres per 1,000 persons for Community Parks.

Based on these standards, Figures 5.3 and 5.4 shows the minimal additional park acreage that will be needed to accommodate the City’s projected population in 2030 and in 2040. The 2030 projection will be used in Chapter 6 to determine recommended parkland dedication and impact fee requirements. The 2030 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.

Based on the population projections detailed in Chapter 1, the City is expected to grow by 2,122 residents by 2030 and 3,754 residents by 2040. If the established standards for parkland acres per 1,000 residents is maintained at its existing ratio, over the next twenty years, the City will need to acquire new Neighborhood and Community Parks. By 2030, it is recommended that the City acquire a minimum of 8 new acres of Neighborhood Parkland and 12 new acres by 2040 to meet the level of service established in the local standards. Additionally, by 2030, it is recommended that the City acquire 25 new acres of Community Parks, and by 2040, 38 new acres. To note, in order for the City to meet the total 10 acres of parkland per 1,000 standards for all developed parks (Neighborhood and Community combined) 33 total acres need to be acquired by 2030 and 49 by 2040. It is realistic to assume that the City could achieve these figures, however it is important to continuously consider budgetary constraints, growth patterns, and the willingness of landowners to sell.

FIGURE 5.3 PARK ACREAGE NEEDS, 2030

	2020 Total Unconstrained Acres	2020 Total Acres Per 1,000 Residents	Elkhorn Parkland Standard Per 1,000 Residents	Total Acres Needed to Meet 2030 Projected Population*	Additional Acres Needed to Meet Parkland Standard
Neighborhood Parks	15.7	1.6	2.0	24.1	8.4
Community Parks	71.7	7.2	8.0	96.2	24.5
Total	87.4	8.8	10.0	120.3	32.9

*Projected City of Elkhorn population in 2030 = 12,029

Source: V&A

FIGURE 5.4 PARK ACRES NEEDS, 2040

	2020 Total Unconstrained Acres	2020 Total Acres Per 1,000 Residents	Elkhorn Parkland Standard Per 1,000 Residents	Total Acres Needed to Meet 2040 Projected Population*	Additional Acres Needed to Meet Parkland Standard
Neighborhood Parks	15.7	1.6	2.0	27.3	11.7
Community Parks	71.7	7.2	8.0	109.3	37.6
Total	87.4	8.8	10.0	136.6	49.3

*Projected City of Elkhorn population in 2040 = 13,661

Source: V&A

6

RECOMMENDED PARK AND OPEN SPACE IMPROVEMENTS



Chapter 6: 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 a total of 49 combined new acres of Neighborhood and Community Parkland be added. 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 4. 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-mile radius. The proposed community park is listed and is depicted on Map 3:

1. Far East Side: As identified in the 2016 City of Elkhorn Comprehensive Plan, the area on the far east side of the City (east of the I-43) is planned for future residential development. During the development of this new neighborhood, a Community Park should be added to serve future residents. (C1)
2. Northeast Side: Another new neighborhood (identified in the 2016 Comprehensive Plan) is planned for the far northeast side of the City south of Potter Road. It is additionally recommended that during the development of this neighborhood that a Community Park should be added to service future residents. (C2)
3. South Side: Near the I-43/STH 67 interchange, there are two currently undeveloped parcels within the City's existing municipal boundaries that together total 24 acres. One of the parcels is already owned by the City. This site has great existing transportation access and would be an ideal location for a Community Park. (C3)
4. Far West Side: Just north of Hazel Ridge Road there is a 116 acres parcel that is currently undeveloped and within the City's existing municipal boundaries. This site could accommodate a combination of passive and active outdoor recreation space and serve existing and future residents on this side of the community. (C4)



Neighborhood Parks

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 1/3 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:

1. Hazel Ridge: Two existing City-owned parcels totaling approximately 7.5 acres are being used by the Public Works Department. This land could be repurposed for an additional active or passive recreational opportunity that would not require the acquisition of any new land by the City. (N1)
2. Jackson Creek Conservancy: Along Jackson Creek on the Elkhorn's far south side, there are multiple properties owned by the Kettle Moraine Land Trust and Town of Delavan. However, there is a parcel that is currently privately owned that presents a gap in the environmental corridor. It is recommended that coordination between these groups and possible acquisition of additional land by the City could help further connect the environmental corridor and provide passive recreational options in the future to be developed on all of these parcels. (N2)
3. East Centralia Street and South Lincoln Street: Near this intersection there are several state-owned properties that were formally a rail corridor. In particular, the 0.25-acre property on the northwest corner of the intersection of East Centralia Street and South Lincoln Street could be a possible opportunity for a very small-scale Neighborhood Park in the future to serve the existing residents of this area with minimal land acquisition costs. (N3)
4. East of STH 12: On the north side of the City, just east of STH 12 is an undeveloped property within the City's existing municipal boundaries. The area is planned for future residential development and a new Neighborhood Park should be incorporated in the development. (N4)
5. Voss Road: Adjacent to the existing neighborhood between Hidden Trail Road and Market Street there is an area planned for future residential development west of Voss Road. This would be an ideal location for a new Neighborhood Park to serve both the existing neighborhood and future development. (N5)
6. CTH H (southside): There are two existing developed neighborhoods directly north and south of the While River Trailhead. The area in between these neighborhoods is currently undeveloped and is planned for future residential development. During the development of this area, a new Neighborhood Park should be included to accommodate the existing and new residents. (N6)
7. Hazel Ridge Road: To the south of Hazel Ridge Road on the City's far west side is a large undeveloped parcel within Elkhorn's existing municipal boundaries. It is also planned for future residential growth. As development occurs, a Neighborhood Park should be included to fill an existing service gap in the City and provide recreational opportunities for the new residents. (N7)
8. CTH H (northside): North of the intersection of CTH H and Voss Road is an additional undeveloped area planned for future residential growth that has existing residential neighborhoods to the north and south. The addition of a new Neighborhood Park in this location would help fill an existing service gap and provide recreational access as the City continues to grow north. (N8)
9. Sugar Creek: Just beyond the northern extend of Elkhorn is Sugar Creek that runs east and west. This environmental corridor is an ideal location for a passive recreational option that could serve the existing residents of this area. (N9)
10. Cobb Road: East of Cobb Road there are large tracts of undeveloped areas planned for future residential development. Additionally, a small intermittent stream runs through the area. As the area develops, the addition of a new Neighborhood Park adjacent to the stream should be incorporated in the future development of this neighborhood. (N10)
11. Bray Road: Beyond the City's far eastern extent is an area planned for future residential development north and south of Bray Road. While the proposed Community Park (C1) will help serve the future development north of Bray Road, it is recommended that a Neighborhood Park be included on the south side of the road to accommodate the future growth in that area.



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 the land area 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.

Special Use Parks

The City currently has a wealth of special use parks including the First National Bank Plaza, Jackson Creek Conservancy, Temnitz Nature Area, and the White River 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 highest priority new special use facilities identified through the planning process was the addition of more outdoor winter recreational activities (ice skating, cross country skiing trails, ice fishing, etc.). In particular, an ice-skating facility was one of the most discussed future new facilities. It is recommended that the City either integrate outdoor ice skating into an existing park (see Tasch Park Conceptual Plan) or partner with Walworth County to develop an indoor ice rink. The most inexpensive of these options would be utilizing an existing park site and natural temperatures to develop a new outdoor ice rink. However, possibly using an existing building at the Walworth County Fairgrounds for an indoor ice rink could also be relatively inexpensive if it was a joint effort of both the City and County, and it could become a new recreational draw for the community to increase tourism and host events. It is recommended that generally, the City pursue additional winter recreational opportunities over the next 5-years and work with Walworth County to explore partnership options.

Another Special Use facility identified through the planning process was a splash pad. Again, this facility could be an option for an existing park (Sunset Park) or could be a stand-alone facility in a new park. The first option is cheaper because of the existing infrastructure already in place and no new cost for land acquisition, however, to more uniformly distribute recreational opportunities throughout the community, a new splash pad at one of the identified future Neighborhood or Community Park locations is also recommended.

In order to provide the most flexibility in the potential implementation of these large-scale projects, neither the ice rink nor the splash pad 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.

Collaborate with Private Entities on Future Facilities

The City intends to collaborate with Walworth County, nonprofits, and private groups to provide additional recreation facilities and enhance existing facilities to complement the City's park system. For example, this could be the development of an indoor ice rink as discussed above, increased utilization of County land and facilities for City recreational facilities or programming, connection and enhancement of the Jackson Creek Conservancy lands, or upgrades within existing parks (playfields, lights, benches, bike racks, etc.). The City should continue to work with Walworth County, nonprofits, and private groups to further the goals of all entities, leverage available resources, and increase public health community-wide.

Recommended On – and Off – Street Trails

The City of Elkhorn has one existing on-street bicycle facility along Proctor Drive that connects the existing the White River Trailhead to Babe Mann Park. The City of Elkhorn should continue to enhance its bike and pedestrian recreational facilities. Map 3 depicts future on- and off-street recreation trails, many of which were proposed in the 2016 City of Elkhorn Comprehensive Plan. The most significant addition in this Plan is the proposed off-street trail that is shown around the outside of the City's boundaries. Elkhorn is bounded by Sugar Creek to the north and Jackson Creek to the south. Both areas would be well suited for off-street trails. Additionally, there are natural wetlands, drainageways, and woodlands on the east and west sides of the City's planning area. Altogether, it is recommended that the City works to connect these areas via off-street trails to complete a full network surrounding the community. The most significant barriers to this will be crossing I-43 and US 12. In these areas, it is recommended that the City work with the WisDOT to accommodate trail crossing through existing culverts or during reconstruction projects in the future. While it will take many years to construct this trail, as development occurs in future growth areas, off-street trails should be included to further this effort.

Recommended Improvements to Existing Parks

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

1. All City Parks: Improve inclusiveness through increased ADA accessibility and incorporation of more sensory-friendly elements.
2. The following list contains future plans and considerations for the continued development of other parks in the community:

- Sunset Park: upgrade the existing bandshell per the recommendations of the Sunset Park Bandshell Assessment (2020), upgrade the existing dugouts and basketball courts, new concession stands, lights on fields, improved drainage of the fields, new splash pad, new open-air shelter, new storage building, and new bathrooms.
 - Harris Field: Upgrade and improve the off-street path that connects the two schools together through the park, new lighted playfields and new concession stands, upgraded bleachers, fencing, and scoreboard/announcer box, and improve drainage on playfields.
 - First National Bank Plaza: New programming such as coffee talks, yoga, and other multi-generational opportunities. Additionally, upgrade the existing sundial and improve benches and lighting.
 - Broad Street Playground: upgrade drainage and playground.
 - Rotary Soccer Complex: new playground and signage.
 - Temlitz Park: upgrade the walking path, expand the parking lot, and develop new nature-based recreational programming.
 - Market Street Park: upgrade the existing playground surface.
 - Babe Mann Park: implement the recommendations of the Master Plan completed in 2018.
 - New asphalt walking path
 - New heated shelter
 - New fishing pier and kayak launch
 - Resurfacing and redesigning the existing parking lot
 - New connection to the White River Trailhead
 - Task Park: see the Conceptual Site Plan below.
3. Monitor the local demand for pickleball, tennis, and bocce ball in the City. If demand increases in the future, consider the installation of dedicated pickleball/tennis courts or open areas for bocce ball within existing parks.
 4. Develop new community gardens throughout the City to provide a new multi-generational recreational amenity.
 5. Increase wayfinding signage throughout the City to improve resident and visitor awareness of park and recreation locations. Additionally, improve signage at the entrance to many existing facilities to help increase park usability.
 6. Any future remodeling, renovation, or new construction of a City facility should consider the incorporation of renewable energy sources and sustainable building practices.



Recommended Administrative Initiatives

1. Consider developing a Playground Management Plan to proactively plan for facility upgrades and maintenance of playgrounds and equipment.
2. 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 should be integrated into the capital improvements program.
3. The Park and Recreation Department should work closely with the Plan Commission to locate neighborhood parks when Detailed Neighborhood Plans are prepared for residential growth areas in the City's Comprehensive Plan.
4. Continue to participate in county planning efforts, particularly through implementation of the Walworth County Comprehensive Outdoor Recreation Plan and any future Walworth County Bike and Pedestrian Plans.
5. Improve communication with park users about available facilities and programming through the City's website and social media channels. As part of this effort, consider developing a park user group database where the City could provide interested individuals with news, updates, and event information.
6. Annually review this Plan as a Parks and Recreation Advisory Board meeting to track progress and set priorities for the upcoming year.
7. Explore opportunities for the possible creation of a "Friends of Elkhorn Parks" group that could help in maintaining parks, hosting recreational activities, and securing private funding.
8. Encourage and partner with local corporations to support their employees in seeking out volunteer positions and supporting projects.

Tasch Park Conceptual Site Plan

Through this planning process, a more in-depth analysis was done for site and facility improvements at Tasch Park. This park currently provides some recreational opportunities in the form of a basketball court, little league baseball field, playground, and open space area. Due to the central location of the park and the opportunity for increased use and development of the site, a conceptual site plan was developed for Tasch Park. During the development of this Plan, it was undetermined what the future of the former City Public Works Department Garage would be. This site, located directly to the west of the existing park, could potentially redevelop into a private development, continue to be used by the City for a different function, or become a part of Tasch Park. Because of the multitude of options, this analysis assumed that only the existing land being used for Tasch Park would be utilized for possible new facilities. To note, all three alternatives below include 30 additional parking stalls in the location of the existing parking area.

For a detailed breakdown of the estimated costs for each facility identified in each alternative see Appendix C.

Alternative 1 – Multi-Use Field Area

This alternative moves the existing basketball court to the south end of the park, adds an additional basketball court, adds a new small shelter north of the existing playground, and provides enough space between the existing little league field and basketball courts for a small multi-use field area that could be repurposed in the winter as an outdoor ice skating rink. Approximate cost of this alternative is \$350,000.

Alternative 2 – Skate Park

This option again moves the existing basketball court to the south end of the park and adds a new basketball court adjacent to it. A new shelter is also added south of the existing playground. The key new feature of this alternative is the addition of a skatepark just north of the basketball courts to provide a completely new recreational amenity to the Elkhorn Parks System. The other new amenity featured in this alternative is a winter outdoor ice skating rink. Approximate cost of this alternative is \$573,400.

Alternative 3 – Tennis and Pickleball Courts

Alternative 3 includes the relocation of the existing basketball court to the southern end of the park and the addition of a new small shelter north of the existing playground equipment. The most significant new amenity that this alternative provides is the addition of 4 full sized tennis courts and 8 pickleball courts in the current open space area in the middle of the park. The approximate cost of Alternative 3 is \$885,000.

Chosen Alternative

Of these three alternatives, Alternative 2 was selected by City staff and the Park and Recreation Advisory Board as the future conceptual site plan for Tasch Park. It was determined the City needed to retain the existing playground, basketball court, and little league field because these facilities were currently being heavily utilized by residents. Additionally, it was determined that the most favorable new amenities for the park to include were a skatepark, basketball court, and temporary outdoor winter ice rink (example from Whitewater, WI pictured). Alternative 2 best fit the community's future needs for the site because it provided two new amenities that the City does not currently offer: a skatepark and a full-sized outdoor winter ice skating and hockey rink. Both were viewed as recreational needs that would be utilized by residents, if developed. The largest new park feature proposed is the skate park. In developing the conceptual site plan, the existing skatepark from Middleton, Wisconsin's Quarry Skatepark (pictured below) was used as the model for the size and costs associated with the proposed new skatepark in Elkhorn. The conceptual site plan for Tasch Park, using a slightly modified version of Alternative 2, is shown below. In order to develop this park into the community's vision as shown in the conceptual site plan, it was estimated that the total cost would be \$561,400.





There are several different opportunities that the City could leverage in seeking the money needed to develop Tasch Park with the desired amenities and be able to sustainability maintain it long-term. These include:

- Business sponsorship or naming rights
- Public/private partnership
- Capital Improvements Planning
- Partner with Walworth County, the School District, or other local institutions
- Private donations
- Seek matching grants
- Implementation of park impact fees
- Assistance from the private development of the former City Public Works Department Garage
- Park and recreational programming user fees

Another important aspect of the park to be determined prior to future investment in the new facilities will be the use of outdoor lighting. As shown in the conceptual site plan, both basketball courts include outdoor lighting. Currently, there are no outdoor lighting facilities at Tasch Park. However, if it is determined that the basketball courts, skatepark, ice rink, shelter, or little league field need lighting to provide additional time for recreational activities to take place, it is recommended that the lighting have a minimal negative impact on the surrounding residential neighborhoods. In any case, the surrounding neighborhood should be consulted prior to the development of any new outdoor lighting at Tasch Park.

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Park Concept Alternative 1

Elkhorn, Wisconsin

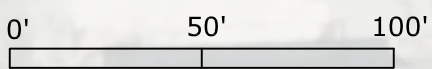
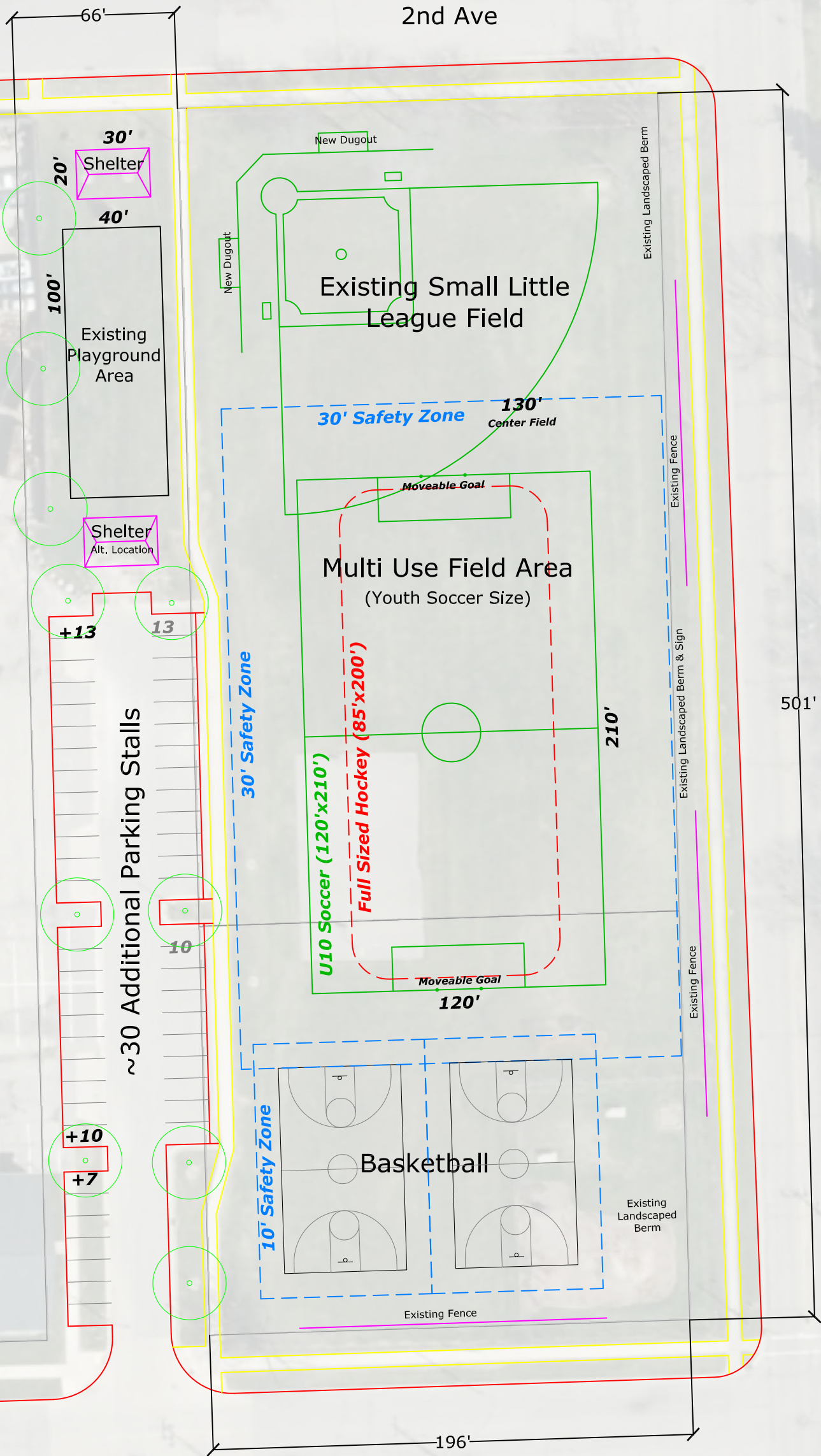
Lincoln St

2nd Ave

1st Ave

501'

196'



Adopted: December 21, 2020
Vandewalle & Associates

Park Concept Alternative 2

Elkhorn, Wisconsin

Lincoln St

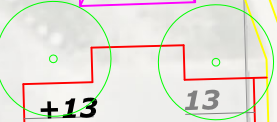
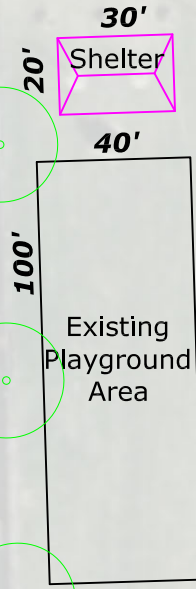
2nd Ave

1st Ave

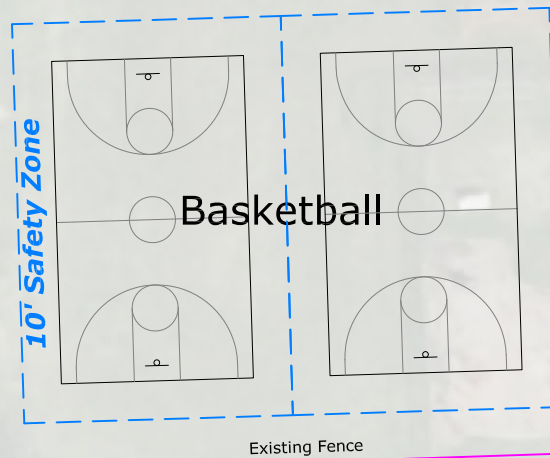
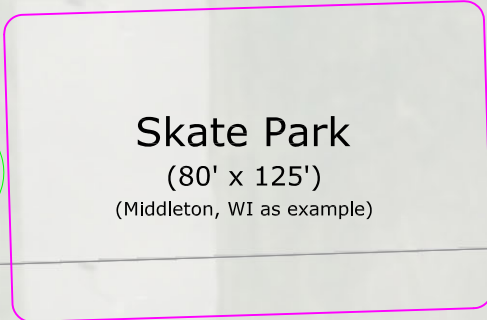
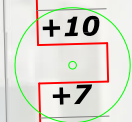
501'

196'

66'



~30 Additional Parking Stalls



0' 50' 100'

Adopted: December 21, 2020
Vandewalle & Associates

Park Concept Alternative 3

Elkhorn, Wisconsin

Lincoln St

2nd Ave

1st Ave

501'

196'

66'

30'
Shelter

20'

40'

100'

Existing
Playground
Area

Shelter
Alt. Location

+13

13

+10

10

+10

+7

~30 Additional Parking Stalls

New Dugout

New Dugout

Existing Small Little
League Field

130'
Center Field

Existing Landscaped Berm

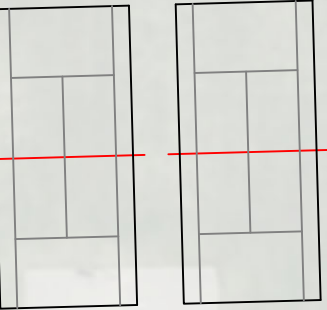
Existing Fence

Existing Landscaped Berm & Sign

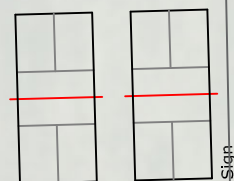
Existing Fence

Existing
Landscaped
Berm

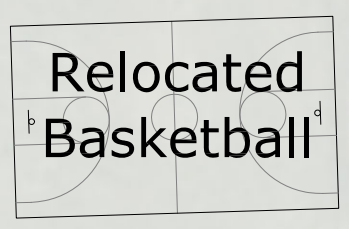
Existing Fence



Tennis Courts

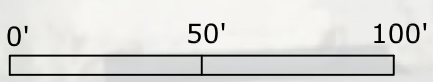


Pickleball
Courts



Relocated
Basketball

10' Safety Zone



Adopted: December 21, 2020
Vandewalle & Associates

Tasch Park Concept Plan

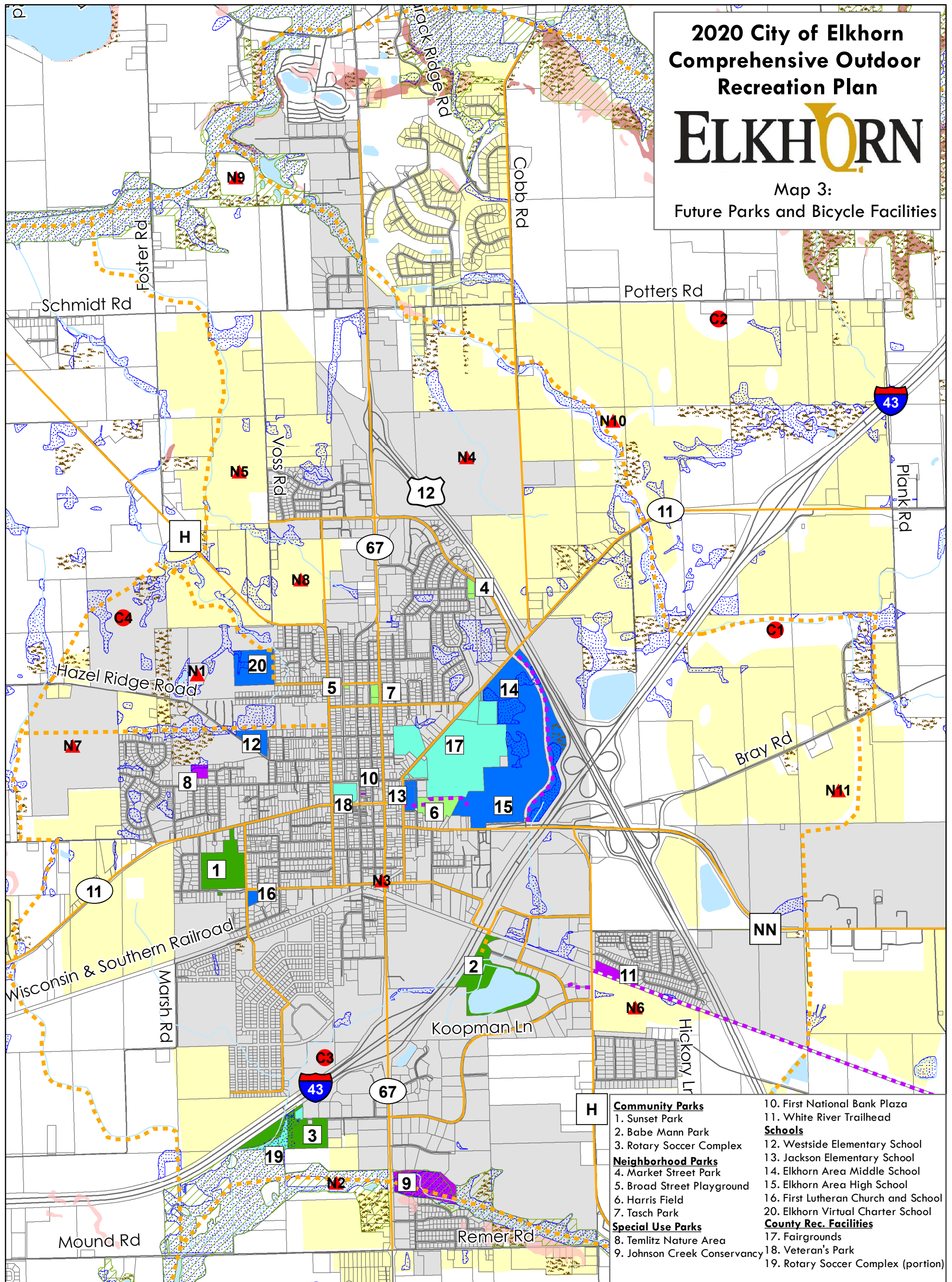
Elkhorn, Wisconsin



2020 City of Elkhorn Comprehensive Outdoor Recreation Plan

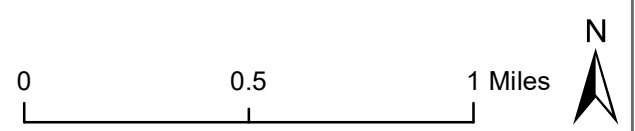
ELKHORN

Map 3:
Future Parks and Bicycle Facilities



- | | |
|------------------------------|--------------------------------------|
| Community Parks | 10. First National Bank Plaza |
| 1. Sunset Park | 11. White River Trailhead |
| 2. Babe Mann Park | Schools |
| 3. Rotary Soccer Complex | 12. Westside Elementary School |
| Neighborhood Parks | 13. Jackson Elementary School |
| 4. Market Street Park | 14. Elkhorn Area Middle School |
| 5. Broad Street Playground | 15. Elkhorn Area High School |
| 6. Harris Field | 16. First Lutheran Church and School |
| 7. Tasch Park | 20. Elkhorn Virtual Charter School |
| Special Use Parks | County Rec. Facilities |
| 8. Temnitz Nature Area | 17. Fairgrounds |
| 9. Johnson Creek Conservancy | 18. Veteran's Park |
| | 19. Rotary Soccer Complex (portion) |

- | | | |
|---------------------------------|------------------------|--------------------------------|
| Planned Community Park | Neighborhood Park | SEWRPC Environmental Corridors |
| Planned Neighborhood Park | Community Park | Water |
| Planned On-Street Bikeways | Special Use Park | Wetlands |
| Existing Off-Street Trails | Schools | Woodlands |
| Planned Off-Street Trails | County Rec. Facilities | Steep Slopes 12%-20% |
| Future Residential Growth Areas | City of Elkhorn | Steep Slopes 20%+ |



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7 ESTIMATED COST PROJECTIONS FOR FUTURE FACILITIES



Chapter 7: 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 Elkhorn to collecting these fees through an ordinance.

Estimated Cost Projections for Future Park and Recreational Facilities

Based on a projected population growth of 2,122 persons by the year 2030 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 \$466,840 (in 2020 dollars) by 2030 for park land acquisition to accommodate the projected increase in population. Assuming the addition of 1,040 households, a fee-in-lieu of land dedication of \$449 per new dwelling unit would meet this demand (fee-in-lieu of land dedication was not calculated in the 2011 plan). The alternative dedication of 889 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 7.1: PROJECTED PARKLAND DEDICATION AND FEE-IN-LIEU OF LAND DEDICATION

Calculation	Value
A. Projected Additional Population in 2030*	2,122 residents
B. Projected Additional Households in 2030**	1,040 households
C. Calculated Additional Acres Needed to accommodate New Residents ((Row A/1,000)*10)	21.2 acres
D. Calculated Land Dedication Requirement per Household in Acres (Row C/Row B)	0.0204 acres
E. Land Cost per Acre Estimate (Based on average cost per acre listed for comparable land sales in the area)	\$20,000 per acre
F. Projected Cost of Land Acquisition (Row C*Row E)	\$424,400
G. Legal, Engineering, and Design Costs (Row F*10%)	\$42,440
H. Total Land Acquisition Cost (Row F + Row G)	\$466,840
I. Calculated Fee-in-Lieu of Land Dedication per Household (Row H/Row B)	\$449
J. Alternative Land Dedication per Household in Square Feet (Row D*43,560)	889 sqft

Estimated Cost Projections for Future Playground Improvements

FIGURE 7.2: PROJECTED IMPROVEMENTS BY PARK TYPE

Calculation	Neighborhood Park	Community Park
A. Total Cost of Play Equipment	\$578,000	\$2,587,000
• 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	-	\$200,000 (1)
• Play Field (without lights or nets)	\$100,000 (1)	\$400,000 (4)
• Sidewalks/Multi-Use Path	\$100,000	\$300,000
• Signage	\$5,000	\$15,000
• Landscaping and Lighting	\$10,000	\$40,000
• Turf/Site Work	\$75,000	\$300,000
• Parking Lot	\$18,000 (12 stalls)	\$72,000 (48 stalls)
B. Typical Park Size (based on national standards)	5 acres	20 acres
C. Total Playground Costs per Acre	\$115,600	\$129,350
D. Adjacent Road and Utility Improvements Cost per Acre (Figure 7.3)	\$37,335	\$16,697
E. Average Improvement Cost per Acre (Rows C+D)	\$152,935	\$146,047
F. Acres per 1,000 Residents (based on City standard)	2 acres	8 acres
G. Percent of Total Acres per 1,000 residents	20%	80%
H. Average Improvement Cost per Acre (weighted average of Row E based on Row G = $(\$152,935*0.20) + (\$146,047*0.80)$)	\$147,425	

FIGURE 7.3 ROAD AND UTILITY IMPROVEMENTS

	Neighborhood Parks	Community Parks
A. Typical Park Size (based on established national standards) in Acres	5 acres	25 acres
B. Typical Park Size in Square Feet	217,800 sqft	108,900 sqft
C. Conceptual Road Frontage on Two Sides in Linear Feet ($\sqrt{\text{Row B}*2}$)	933'	2,087'
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)	\$186,676	\$417,421
G. Road and Utilities Improvement Cost per Acre for Typical Park (Row F/Row A)	\$37,335	\$16,697

FIGURE 7.4 PROJECTED RECREATION FACILITIES FEE

Calculation	Value
A. Projected Additional Population in 2030	2,122 residents
B. Projected Additional Households in 2030	1,040 households
C. Calculated Additional Acres Needed $((\text{Row A}/1000)*10)$	33 acres
D. Average Park Playground Improvement Cost per Acre Estimate (Row H from Figure 7.2)	\$147,425
E. Projected Cost of Playground Improvements (Row C*Row D)	\$4,865,009
F. Calculated Playground Improvement Cost per Household (Row E/Row B)	\$4,678

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 7.2, 7.3, and 7.4 outlines the collectable playground costs associated with each future park type in Elkhorn. A cost of \$4,678 per dwelling unit would be required to cover the costs associated with playground improvements.

Total Impact Fee

In Elkhorn, impact fees should be imposed on each new dwelling unit unilaterally. By using the fees outlined in Figures 7.1, 7.2, 7.3, and 7.4 for park lands and playground improvements, **the total identified park fee per dwelling unit is \$5,127.** In instances where development has dedicated lands, the identified collected fee should be \$4,678 per dwelling unit. Figure 7.4 includes the identified land dedication and fees for traditional residential dwellings units.

To note, in the 2011 Elkhorn Comprehensive Outdoor Recreation Plan, park impact fees were presented. These fees per dwelling unit were considerably lower those than those calculated in this Plan. One of the main reasons for this difference is the more detailed, sourced, and updated park improvement fee figures used in 2020.

FIGURE 7.5: CITY OF ELKHORN IDENTIFIED LAND DEDICATION AND IMPROVEMENT FEES

	Traditional Residential Dwelling Unit
A. Identified Land Dedication	889 sqft
B. Identified Fee-in-Lieu of Land	\$449
C. Identified Improvement Fee	\$4,678
D. Identified Total Impact Fee (Row B+C)	\$5,127

8

IMPACT ON LOW-INCOME HOUSING



Chapter 8: 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 Elkhorn 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 Elkhorn's median household income for a home mortgage (which in 2018 was \$55,475 according to 2014-2018 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 Elkhorn population's median household income for a home mortgage (\$148,688) and making a 5 percent down payment, then an affordable house in Elkhorn would cost approximately \$156,122. (According to 2014-2018 American Community Survey data, the median value of an owner-occupied housing unit in the City is \$176,700). Assuming a typical single-family detached housing price of \$156,122 a 5 percent down payment, a 30-year mortgage at an interest rate of 5 percent, and a mortgage amount of \$148,688, the typical monthly mortgage payment is \$798.

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 \$5,127. After adding this fee, the mortgage amount for the typical single-family detached home would increase to \$153,814; and assuming the same 30-year mortgage at an interest rate of 5 percent, the monthly mortgage payment would be \$826. This increase in monthly mortgage payments due to the imposition of the park fee is approximately \$27 per month or a 3% monthly increase. Therefore, using the assumptions for a home in Elkhorn, this study finds that the park impact fee requirements will have a minimal effect on the provision of affordable housing in the City.

9 IMPLEMENTATION



Chapter 9: Implementation

The recommendations presented in Chapter 6 will be implemented over time. This 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 B). 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.

Funding/Financing Needs Assessment and Capital Improvements Programming

The park and open space improvements recommended in this Plan should continue to be incorporated into the City's capital improvement plan and programming. The City has successfully maintained and improved its existing park and open space system and facilities by outlining the general schedule within which public improvements are proposed to be undertaken. The CIP has a proven track record in leveraging available resources through improved timing of projects, and coordinating City projects with those of other public or private entities. The capital cost associated with the recommendations of this Plan are found in Chapter 7.

An additional funding resource that the City of Elkhorn can utilize is the implementation of Park Impact Fees. Figure 7.5 outlines what the City's land dedication and improvement fees should be in order to provide adequate new parkland and amenities to serve the population of Elkhorn as it continues to grow and evolve. As of 2020, the City did not impose fee-in-lieu of land dedication fees, improvement fees, or impact fees. It is recommended that the City explore establishing these types of fees in the future. Any fees imposed would significantly increase the funds available to implement the recommendations of this Plan, in addition to maintaining and improving the level of park and recreational services provided. If established, these fees should be agreed upon as part of an Annexation Agreement and should be calculated and applied during the zoning or land division process. This would require amending the City's Subdivision Ordinance to reflect the parkland dedication information and fees.

Community Coordination

The City should coordinate efforts with other units of government (ex. Walworth County, adjacent Townships, etc.), governmental departments and public agencies (ex. school districts, Wisconsin Department of Transportation, and Wisconsin Department of Natural Resources), and private and non-profit agencies (ex. The Nature Conservancy, Land Trust of Walworth County, Kettle Moraine Land Trust, etc.) to help fund and implement the recommendations presented in this Plan. Generally, the City of Elkhorn should continue to utilize its existing planning framework and regulations to implement the recommendations in this Plan. The City's Subdivision Ordinance and development review process, in particular, provides opportunities to secure parklands as development occurs.

Grant Funding

As stated earlier, this plan update was prepared in accordance with guidelines outlined by the Wisconsin Department of Natural Resources (WisDNR) to qualify the City for grant funds through the Federal Land and Water Conservation Fund (LAWCON), the State Acquisition and Development of Local Parks Program (ADLP), and the State of Wisconsin the Knowles-Nelson Stewardship Program. This plan must be updated every five years to ensure that it reflects the current needs of Elkhorn and retains its WisDNR certification. A listing of available grant programs is found in Appendix B.



A PPENDICES



Appendix A: Existing Park Inventory Matrix

Appendix B: State and Federal Grant Programs

Appendix C: Cost Calculation Tables

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APPENDIX A: EXISTING PARK INVENTORY MATRIX

	Drinking Water	Rest Rooms	Recreation Center	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	Walking Path/Hiking Trail	Cross-Country Skiing	BMX Dirt Track	Track
Public Parks																											
Community Parks:																											
• Sunset Park	X	X	X	X	X	X	X	X				X				X	X	X							X		
• Babe Mann Park	X	X		X												X	X				X	X	X	X	X		
Neighborhood Parks:																											
• Tasch Park							X	X				X				X											
• Market Street Park				X			X										X										
• Broad Street Playground							X																				
• Harris Field	X	X		X			X					X	X				X										
• Rotary Soccer Complex	X	X		X			X							X			X										
Special Use Parks/Conservancy:																											
• Temlitz Nature Area																						X			X		
• First National Bank Plaza																	X			X							
• Johnson Creek Conservancy																						X					
• White River Trailhead																											
Multi-Use Trails																											
• White River Bike Trail																									X		
Public Schools																											
• Westside Elementary School							X	X						X													
• Elkhorn Area Middle School							X	X						X		X	X			X	X				X		
• Elkhorn Area High School	X			X						X		X		X		X	X										
• Jackson Elementary School							X	X				X															
• Elkhorn Options Virtual Charter School												X															
Private Schools																											
• First Lutheran Church							X	X																			

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APPENDIX B: STATE AND FEDERAL GRANT PROGRAMS

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
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 in required	Wisconsin DNR with TEA-21 Funds	Cheryl Housley, South Central Region 608-275-3218

Program	Purpose	Funding Details	Deadline	Notes	Administrative Agency	Contact
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
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

Program	Purpose	Funding Details	Deadline	Notes	Administrative Agency	Contact
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
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					
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 C

To note, all costs are for planning purposes only. Construction costs may vary.

Source: Vandewalle & Associates, 2020

Alternative 1			
Item	Approximate Cost	Assumptions	Total
Open Air Shelter	\$25,000	1	\$25,000
Playground Enhancements	\$20,000	1	\$20,000
Dugouts added to Existing Little League Field	\$5,000	1	\$5,000
Basketball Court	\$60,000/Court	2	\$120,000
Basketball Court Lighting	\$30,000	1	\$30,000
Youth (U10) Sized Soccer/Play Field (without lights or nets)	\$25,000/Field	1	\$25,000
Existing Basketball Court Demo	\$5,000	1	\$5,000
Signage	\$5,000	1	\$5,000
Miscellaneous Landscaping & Lighting	\$10,000	1	\$10,000
Shade Trees	\$600	11	\$6,600
Small Seating/Picnic Area	\$5,000	1	\$5,000
Sidewalk (none added)		0	\$0
Parking Lot	\$3,000/stall	30	\$90,000
Total Cost			\$346,600

Alternative 2			
Item	Approximate Cost	Assumptions	Total
Open Air Shelter	\$25,000	1	\$25,000
Playground Enhancements	\$20,000	1	\$20,000
Dugouts added to Existing Little League Field	\$5,000	1	\$5,000
Basketball Court	\$60,000/Court	2	\$120,000
Basketball Court Lighting	\$30,000	1	\$30,000
Skate Park	\$250,000	1	\$250,000
Existing Basketball Court Demo	\$5,000	1	\$5,000
Signage	\$5,000	1	\$5,000
Miscellaneous Landscaping & Lighting	\$10,000	1	\$10,000
Shade Trees	\$600	14	\$8,400
Small Seating/Picnic Area	\$ 5,000	1	\$5,000
Sidewalk (none added)		0	\$0
Parking Lot	\$3,000/stall	30	\$90,000
Total Cost			\$573,400

Alternative 3			
Item	Approximate Cost	Assumptions	Total
Open Air Shelter	\$25,000	1	\$25,000
Playground Enhancements	\$20,000	1	\$20,000
Dugouts added to Existing Little League Field	\$5,000	1	\$5,000
Basketball Court	\$60,000/Court	1	\$60,000
Basketball Court Lighting	\$30,000	1	\$30,000
Tennis Court	\$75,000/Court	4	\$300,000
Pickle Ball Court	\$40,000/Court	8	\$320,000
Existing Basketball Court Demo	\$5,000	1	\$5,000
Signage	\$5,000	1	\$5,000
Miscellaneous Landscaping & Lighting	\$10,000	1	\$10,000
Shade Trees	\$600	14	\$8,400
Small Seating/Picnic Area	\$5,000	1	\$5,000
Sidewalk (none added)		0	\$0
Parking Lot	\$3,000/stall	30	\$90,000
Total Cost			\$883,400

Conceptual Site Plan			
Item	Approximate Cost	Assumptions	Total
Open Air Shelter	\$25,000	1	\$25,000
Dugouts added to Existing Little League Field	\$5,000	1	\$5,000
Basketball Court	\$60,000/Court	2	\$120,000
Basketball Court Lighting	\$3,500	12	\$42,000
Skate Park	\$250,000	1	\$250,000
Existing Basketball Court Demo	\$5,000	1	\$5,000
Miscellaneous Landscaping & Lighting	\$10,000	1	\$10,000
Shade Trees	\$600	14	\$8,400
Sidewalk (198' long and 5' wide)	\$6/sf	990 sf	\$6,000
Parking Lot	\$3,000/stall	30	\$90,000
Total Cost			\$561,400

RESOLUTION NO. 20-24

ADOPTION OF CITY OF ELKHORN
2020 COMPREHENSIVE OUTDOOR RECREATION PLAN

WHEREAS, the Comprehensive Outdoor Recreation Plan has been completed and thoroughly reviewed by the Park and Recreation Advisory Board at three regular meetings; and

WHEREAS, a Public Hearing on October 1, 2020 was held before the Plan Commission to review and adopt the Comprehensive Outdoor Recreation Plan; and


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

NOW, THEREFORE BE IT RESOLVED, that the City of Elkhorn Common Council does hereby go on record to adopt the 2020 Comprehensive Outdoor Recreation Plan for the City of Elkhorn; and

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

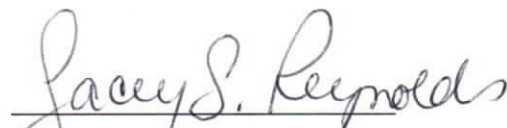
Adopted this 21st day of December, 2020.

APPROVED:



Bruce Lechner, Mayor

Attest:


Lacey Reynolds, City Clerk

CITY OF ELKHORN PLANNING COMMISSION

RESOLUTION 20-24

ADOPTING CITY OF ELKHORN COMPREHENSIVE OUTDOOR RECREATION PLAN, 2020-2025

WHEREAS, the City of Elkhorn, 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 Elkhorn; and

WHEREAS, the City of Elkhorn 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 comprehensive outdoor recreation 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 Comprehensive Outdoor Recreation Plan; and

WHEREAS, the consultants have been working with the City staff and the City of Elkhorn Parks and Recreation Advisory Board to prepare the attached *2020 City of Elkhorn Comprehensive Outdoor Recreation Plan*.

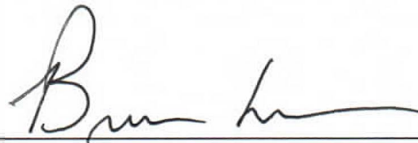
WHEREAS, on September 16, 2020 the City Park and Recreation Advisory Board approved of the *2020 City of Elkhorn Comprehensive Outdoor Recreation Plan* to serve as the City's updated plan; and

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 66.23(3)(b) of the Wisconsin Statutes, the City of Elkhorn Planning Commission hereby recommends the attached *2020 City of Elkhorn Comprehensive Outdoor Recreation Plan*, to serve as the City's updated plan.

BE IT FURTHER RESOLVED that the attached *2020 City of Elkhorn Comprehensive Outdoor Recreation Plan* is recommended to replace the *City of Elkhorn 2011 City of Elkhorn Comprehensive Outdoor Recreation Plan*.

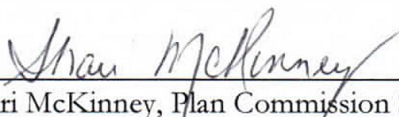
BE IT FURTHER RESOLVED that the Planning Commission transmit a copy of this Resolution to the City Council.

Resolution Adopted: October 1, 2020



Bruce Lechner, Plan Commission Chairman

ATTEST:



Shari McKinney, Plan Commission Secretary