



Village of Spencer Outdoor Recreation Plan 2018-2022



Acknowledgements

Village of Spencer Council Members

Pauline Frome, President

Bill Hoes
Jerry Wienke
Wayne Hagen

Harry Toufar
Jeremy Carolfi
Tom Schafer

Paul Hensch, Village Administrator-Clerk/Treasurer

Spencer Parks & Buildings Committee

Harry Toufar, Chairperson
Tom Schafer
Jerry Wienke

Staff for this plan

Paul Hensch, Village Administrator-Clerk/Treasurer
Fred Heider, AICP, NCWRPC Planner

Adopted: December 2017

This plan was prepared under the direction of the Village of Spencer by the North Central Wisconsin Regional Planning Commission.

For more information contact:

NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
210 McCLELLAN STREET, SUITE 210
WAUSAU, WI 54403

Phone: 715-849-5510



www.ncwrpc.org

TABLE OF CONTENTS

CHAPTERS

1. INTRODUCTION	1
A. Purpose.....	1
B. Provisions For Updating Plan	1
C. Reference Plans.....	2
2. BACKGROUND OF SPENCER.....	4
A. Introduction.....	4
B. Natural Environment	4
C. Demographics.....	5
D. Economic Development.....	6
3. EXISTING RECREATION FACILITIES.....	7
4. OUTDOOR RECREATION NEEDS ASSESSMENT.....	9
A. Introduction.....	9
B. Public Participation.....	9
C. Needs Driven Park Planning.....	10
1. Level Of Service.....	11
2. Park Service Areas	13
5. OUTDOOR RECREATION GOALS & OBJECTIVES.....	16
6. RECOMMENDATIONS & CAPITAL IMPROVEMENTS.....	17
A. Recommendations.....	17
B. Capital Improvements 2018-2022	20
7. IMPLEMENTATION STRATEGIES	21

ATTACHMENTS

- A. Park Design and Location Criteria
- B. Facility Development Standards
- C. Outdoor Recreation Online Survey Results
- D. Federal and State Outdoor Recreation Funding Programs
- E. Bike Parking Guidelines
- F. Bike Route Signs and Road Improvements for Bicycling

MAPS

- Map 1 Recreation Facilities
- Map 2 Park Service Areas
- Map 3 Possible McMillian Bike Loop

Chapter 1 INTRODUCTION

This Outdoor Recreation Plan (ORP) was prepared pursuant to Wisconsin Statute §23.30 Outdoor Recreation Program. This section serves "to promote, encourage, coordinate, and implement a comprehensive long-range plan to acquire, maintain, and develop for public use, those areas of the state best adapted to the development of a comprehensive system of state and local outdoor recreation facilities and services..."

Submission of this adopted ORP to the Wisconsin Department of Natural Resources establishes eligibility for the local unit of government to apply for a variety of Federal and State Aids for outdoor recreation (Chapter NR 50.06(4), Wisconsin administrative code).

A. PURPOSE

The primary purpose of this outdoor recreation plan is to provide continued direction toward meeting the current and future recreation needs of the Village of Spencer.

Adoption of this plan by the Spencer Village Board and subsequent acceptance by the Wisconsin Department of Natural Resources (WDNR) will continue the City's eligibility for Land and Water Conservation Fund (LAWCON), and Stewardship Fund money.

Non-profit groups, foundations, and the general public may also use this document to coordinate their own private efforts for developing outdoor recreation facilities.

B. PROVISIONS FOR UPDATING PLAN

Plan amendments are common and should be considered part of the planning process. They frequently represent good implementation or plan usage and should be acceptable for consideration by local decision makers.

Annual review of the plan recommendations and capital improvement list by the Spencer Parks and Buildings Committee will keep this plan current. This review may also occur after a large turn over in elected officials after an election.

Process:

1. Spencer Parks and Buildings Committee reviews plan and takes a vote on what changes to make.
2. Those changes and a copy of the meeting minutes are forwarded to the DNR's Community Financial Assistance staff in Eau Claire. Submission of the minutes and changes automatically constitutes DNR grant eligibility for those changes.

Establishing a **full plan update every five years** will assure that the plan reflects changes in the recreational needs of the county, and will extend the city's eligibility for grant programs for another 5 years.

Submission of 1) the revised plan, and 2) the City Council resolution approving the plan, to the DNR is the final step to extending the ORP for another 5 years. DNR approval of the ORP will come if the correct process was followed.

C. REFERENCE PLANS

Each plan listed below affects outdoor recreation near the Village of Spencer:

Village of Spencer Comprehensive Plan 2017-2037

The Spencer Comprehensive Plan was updated in 2017. This document covers all types of development that may occur throughout Spencer, and encourages the Village to continue updating the Village's Comprehensive Outdoor Recreation Plan to maintain park facilities that residents want.

State Trails Network Plan

This 2003 document clarifies the Wisconsin Department of Natural Resources (WDNR) role and strategy in the provision of all types of trails. The plan identifies a series of potential trail corridors that would link existing trails, public lands, natural features, and communities. This statewide network of interconnected trails would be owned and maintained by municipalities, private entities, and partnerships of the two. Preserving transportation corridors, such as old rail lines, is specifically discussed as a very important strategy in the creation of recreational and alternative transportation corridors.

One Segment affects Spencer:

Segment 64—Ladysmith to Marshfield

This potential trail corridor is a combination of rail line and highway right-of-way that continues into Northern Region as Segment #64 to Ladysmith. This segment passes through numerous wildlife areas and several small communities.

NCWRPC Note: This is still an active rail line passing through Spencer.

Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2011-2016

NOTE: This plan is being updated in 2016-2017.

Every five years, the Wisconsin DNR publishes a SCORP as required by the Federal Land and Water Conservation Fund Act of 1965. At its core, this SCORP is used to help allocate federal funds equitably among local communities, but the document also transcends many levels of outdoor recreation discussion and policy. At the national level, this SCORP recognizes the America's Great Outdoors (AGO) initiative, which is based on the idea that the protection of the country's natural heritage is a non-partisan objective shared by all Americans. The AGO encourages state and local communities to develop local conservation and recreation initiatives.

This document shows a clear vision of how preserving and improving recreation opportunities in Wisconsin fits within a broader national initiative of conservation and recreation.

Marathon County Outdoor Recreation Plan 2008-2013

NOTE: This plan is out of date. Not sure when it will be updated.

The county outdoor recreation plan is primarily responsible for Marathon County Parks and Forest Units. No projects were listed in the Spencer area.

North Central Wisconsin Regional Bicycle Facilities Network Plan, 2004

NOTE: This plan is being updated in 2016-2017.

North Central Wisconsin Regional Planning Commission created this document to guide the development of an interconnected bikeway system for the North Central Wisconsin Region at the county level. Potential trails are identified and an improvement description was created for each county that trails exist in to facilitate implementation.

Once finished, review what may apply in the Village of Spencer for projects and policies.

Wisconsin Land Legacy Report 2006-2056

This report is a comprehensive inventory of the special places that will be critical to meet future conservation and outdoor recreation needs for the next fifty years. Some of the questions asked to guide creation of this report were: Which lands and waters remain unprotected that will be critical for conserving our plants and animals and their habitats? What gaps exist now (and will likely emerge in the future) in providing abundant and satisfying outdoor recreation? How can we most effectively build upon the state's existing investment in protected lands to fill conservation and recreation gaps? What special places will our children and grandchildren wish we had protected? The study focused on identifying what of our state or regionally significant green infrastructure remains to be protected.

The report recommends protection of these lands by using federal, state, and local funding opportunities; along with possibly creating new kinds of incentives for landowners, working to draft comprehensive plans, or offering different types of technical assistance.

Each Legacy Area near Spencer is summarized below with 5 stars representing the highest level for that category:

BW Big Eau Pleine River and Woods

Size	Medium
Protection Initiated	Limited
Protection Remaining	Substantial
Conservation Significance	☆☆
Recreation Potential	☆☆☆

CG Central Wisconsin Grasslands

Size	Large
Protection Initiated	Moderate
Protection Remaining	Moderate
Conservation Significance	☆☆☆☆
Recreation Potential	☆☆☆

NCWRPC Note: Neither of these Legacy Areas are within the 1.5-mile extraterritorial boundary of the Village.

Chapter 2 BACKGROUND OF SPENCER

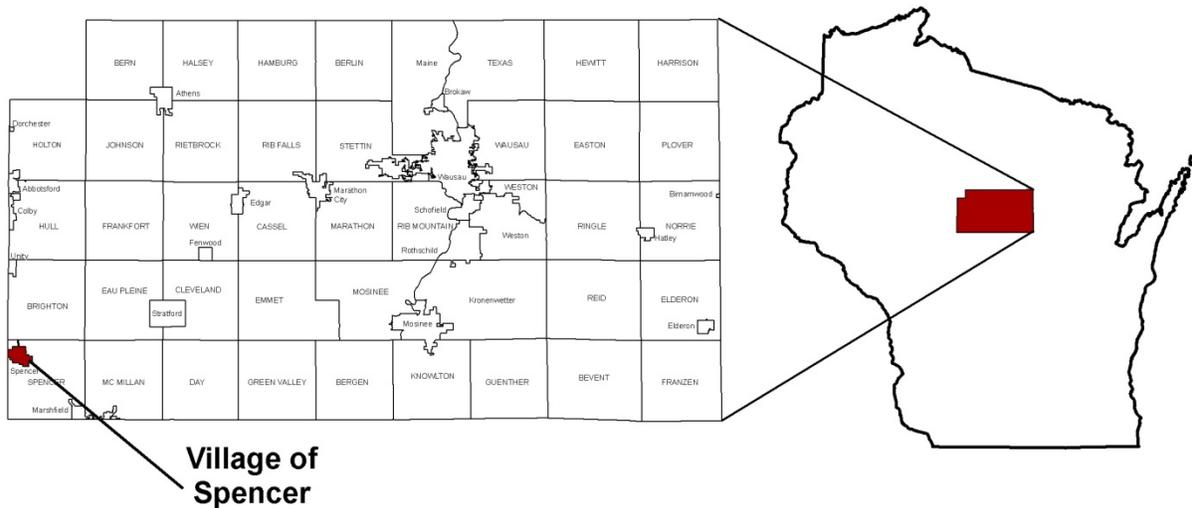
A. INTRODUCTION

This section provides a basic feel for what the Village of Spencer looks like physically, demographically, and economically. Potential opportunities and limitations start with understanding an area.

B. NATURAL ENVIRONMENT

The Village of Spencer is located on the western edge of Marathon County where the topography is relatively flat. A massive wetland, the size of the Village, exists directly northwest of the Village, which is the headwaters of the South Fork Popple River. To the southeast about 2 miles begins the McMillan Marsh State Wildlife Area. Un-named creeks exist in the Village leading to these two wetland complexes. Active farms and woodlots surround the Village.

Figure 1 Location of Spencer



C. DEMOGRAPHICS

In 2015, about 1,932 people lived in the city, which is a 7 person increase in population since 2010. See Table 1.

According to WDOA’s Demographic Services Center, Marathon County’s population growth rate was comparable to the rate in Wisconsin as a whole. Additionally, Marathon County and Wisconsin are similar in their components of change, natural population change, and net migration. Natural population changes (the difference between births and deaths) attributed to about 2% to Marathon County’s increase. Net migration (the difference of residents moving in and out of Marathon County) accounted for about a 1.1% decline in population. (WDOA)

Table 1: Population

Minor Civil Division	2010	2015	2010-2015 Net Change	2010-2015 Proportional Change
Village of Spencer	1,925	1,932	7	0.4%
Marathon County	134,063	135,341	1,278	1.0%
Wisconsin	5,686,986	5,753,324	66,338	1.2%

Source: U.S. Census 2010; WDOA Demographic Services Center

The unemployment rate in Marathon County is comparable to the state rate and has been generally lower than the national rate. Marathon County experiences seasonal unemployment rate fluctuations due in part from jobs in the Leisure & Hospitality, and Construction sectors. (WDOA)

In 2010, Spencer’s Census population was 1,925. Projections in Table 2 from the Wisconsin Department of Administration’s (WDOA) Demographic Services Center show Spencer gaining 105 people (5.4%) from 2015-2040.

Table 2: Spencer Population Projections

2010 Census	2015 Projections	2020 Projections	2025 Projections	2030 Projections	2035 Projections	2040 Projections
1,925	1,945	2,000	2,035	2,060	2,065	2,050

Source: U.S. Census, & WDOA Demographic Services Center

Spencer’s 2015 population consists of 98.3% white, non-Hispanic, residents; 0.2% black residents; 1.1% American Indian residents, and 0.4% some other race residents per the 2010 U.S. Census, American Community Survey.

Table 3 shows that Spencer has a higher percentage of residents under 17 years old than Marathon County by 2 percentage points. Spencer’s midrange and older population groups are similar to the County percentages.

Table 3: Age of Population, 2015

	Village of Spencer	Marathon County	Wisconsin
17 and Younger	524 (25.8%)	32,037 (23.7%)	1,309,323 (22.8%)
18 to 65 years old	1,198 (59.0%)	82,188 (60.8%)	3,584,597 (62.4%)
65 and older	308 (15.2%)	20,952 (15.5%)	848,197 (14.8%)
Total Population	2,030	135,177	5,742,117
Median Age	38.1	40.5	39.2

Source: 2015 ACS, U.S. Census.

D. ECONOMIC DEVELOPMENT

In 2015, about 1,040 people in Spencer, 16 years and over, were in the labor force, which represents a participation rate of 66 percent.

The Village’s median household income in 2015 was \$49,432, and the per capita income was \$21,512.

The average wage in 2015 for all workers in Marathon County was \$41,643, which is 95% of Wisconsin’s average. (OEA, WDWD)

Of the 966 workers who lived in Spencer in 2015, 81.7 percent drove alone to work, 6.7 percent carpooled, 5.5 percent walked, 1.2 percent took other means, and 4.9 percent worked at home. The mean travel time to work was 18.2 minutes.

The Trade, Transportation, & Utilities; Manufacturing; and Education & Health Services sectors have the largest share of jobs in Marathon County. Together, these sectors accounted for over 66 percent of jobs in 2014. From 2013 to 2014, the Education & Health Services sector saw the greatest increase with a gain of 1,720 jobs, a 13.4 percent increase. The Other Services sector saw the largest decrease at 245 jobs, a 12.7 percent decrease. Marathon County gained a total of 2,637 jobs. (OEA, WDWD)

The share of total jobs by industry sector is projected to change little through 2022. The Manufacturing sector is projected to have the largest decline in share of jobs even with an increase in employment. From 2012 to 2022, the share of jobs in the Manufacturing sector is projected to decrease from 16.2 percent to 15.3 percent. The share of jobs in the Education & Health Services sector is projected to have the largest gain. (OEA, WDWD)

Chapter 3 **EXISTING RECREATION FACILITIES**

The Village of Spencer maintains a park system that consists of about 11.4 acres. Public schools also have playgrounds that are generally open to the public after school hours. All parks and playgrounds are shown on Map 1.

Each park classification description (in each text box) is from the Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP), 2011-2016, and is in Attachment A.

Linear Parks

Linear Parks are trails that may have various lengths. (See Attachment A.)

Snowmobile Trails – Marathon County has approximately 884-miles of designated snowmobile trails. Some snowmobile trails are open in winter to ATVs, but not UTVs. Snowmobile trails are accessible from points within the Village.

ATV Trails – There are two ATV/UTV areas in Marathon County. The Burma Forest Trails (11 miles of trails) and the Edgar-Fenwood Trail (9.75 miles long).

Mini Parks

Mini Parks: Generally less than 5 acres, these parks are special areas that serve a concentrated or limited population or specific group such as tots or senior citizens. One prominent feature or recreation facility like a playground may be present as the purpose of this park. The **service area** for this park **if a playground exists** generally is a ½ mile radius, and a population of 2,000-3,000 people. (See Attachment A.)

Haslow Park – This 3/4-acre park is located at the corner of Depot Street and Haslow Street. Park facilities include a basketball hoop, shelter, and play equipment.

Madison Street Park – This 1/3-acre park is located on the corner of Madison and Buse Streets. Park facilities include a basketball court and play equipment.

Veterans Park – This 1/3-acre park is located on the corner of Hwy 13 and Hwy 98/C. Park Facilities include a memorial to veterans and a gazebo.

The following **public school** has outdoor recreation facilities that are available to the public outside of school hours:

Spencer Elementary School – The school has 1.3 acres of open space with playground equipment.

Neighborhood Parks

Neighborhood Parks: Centrally located spaces of 5 to 25 acres that serve as the recreational and social focus of the neighborhood are good neighborhood parks. Active and passive recreational activities in this park classification include field, court, and ball games; skating; crafts; and picnicking. Facilities may also include a playground, wading pool, ball field, multi-activity field, ball diamond, tennis courts, skatepark, and shelter. Trees, open fields, and undeveloped natural areas are also desirable components of neighborhood parks. The service area for this park generally is a 1 mile radius, and a population of 2,000-5,000 people. (See Attachment A.)

Lions Park – This 5-acre park is located at 109 Park Street, next to Village Hall. Park facilities include 2 tennis courts, a skateboard ramp, half-court basketball hoops, a volleyball court, gazebo, shelter, and play equipment.

ARC Park – This 5-acre park is located at 501 North LaSalle Street. Park facilities include a lighted softball diamond with bleachers and concession stand, 2 volleyball courts; and play equipment.

The following **public school** has outdoor recreation facilities that are available to the public outside of school hours:

Spencer High School – The school has 2 ball diamonds, parking lot, and a football/soccer stadium on about 19 acres of land.

Chapter 4

OUTDOOR RECREATION NEEDS ASSESSMENT

A. INTRODUCTION

Recreational needs within the Village were identified by collecting public input, reviewing past plans (page 2), creating a park Level Of Service assessment, and using the Parks & Building Committee, and Village Staff's local knowledge of current park conditions.

B. PUBLIC PARTICIPATION

Informal Public Input

In the regular course of business Spencer's staff receive public input about the parks. That input and their professional experience will also shape what changes are implemented.

Summary of Survey Responses

*Below is an overview of the outdoor recreation survey that was created for this ORP. See **Attachment C** for a more detailed survey response summary.*

In 2015 the Village of Spencer advertised the survey link to all Village residents.

82 responses were received to the Survey. Respondents were allowed to skip questions, so several questions had smaller response groups.

Key Findings of the ORP Survey:

- The most frequent outdoor recreational activities respondents participated in:
 1. Walking/hiking 80 responses
 2. Bicycling on trails 32 responses
 3. Wildlife viewing 25 responses

- The most frequently visited park facilities over the past 12 months:
 1. Wildlife/Nature Areas 34 responses
 2. Picnic areas 28 responses
 3. Playground equipment 26 responses
 4. Bicycle trails 24 responses

- The most adequately available park facilities within the Village of Spencer:
 1. Playground equipment 45 responses
 2. Sports fields (soccer, football, & baseball) 25 responses
 3. Picnic areas 23 responses

- The top potential outdoor recreation facilities that should be developed in Spencer:
 - Walking trails 49 responses
 - Bicycle trails 48 responses
 - Jogging/Running Paths 27 responses
 - Wildlife/Nature Area Reception Areas 23 responses

C. NEEDS DRIVEN PARK PLANNING

Since the 1960's, an accepted practice has been to adopt a uniform national land standard, such as 10 acres per 1000 population, for park planning. A standard amount of land for parks and recreation nationwide is no longer recognized as universal for a park. A standard land measure is still used to determine how much land is needed for a specific use like a baseball diamond. Facility standards are used for this purpose. The number of baseball diamonds and other facilities are not the same among similar sized communities nationally; therefore a Level of Service needs to be created locally.

Park and Recreation Designs
Attachments A & B

The various attributes (e.g. acreage, location, and amenities) of each park classification are described in these attachments. Use these designs as one part of determining if community-wide needs are being met in the parks.

Besides creating a Level of Service for each park classification, other measures such as geographic distribution of each park type and universal accessibility of facilities are also used to determine the adequacy of a community's parks.

Universal accessibility is making facilities (e.g. tables, drinking fountains, and restrooms) accessible to people with limited mobility. Americans with Disabilities (ADA) standards are followed when purchasing or modifying facilities for universal accessibility. Each park description starting on page 10 lists specific park facilities. If changes to park facilities are necessary to make them ADA compliant, then they will be listed as recommended improvements in Chapter 6 under "Capital Improvements."

1. Level of Service

A Level Of Service (LOS) approach is used to identifying if enough park land exists for a community's needs. This revised approach is defined by the community's needs rather than an arbitrary acreage-per-1000-people standard. The LOS is generated locally for each park classification (i.e. mini, neighborhood, or community). Public input is collected, and the needs for a particular park, or whole park classification, are determined. If the public is content with the existing parks within a park classification, then the LOS is applied to the whole population. If the public determines that individual parks need more facilities in them, then a particular park needing additional land may become reclassified into the next larger classification. When the community grows in population the LOS is used to calculate how many additional parks are needed.

Park Acreage

The size of a park is determined by three criteria:

1. Physical geography. Does the site have steep hills, woodlands, or wetlands? Such natural features are useful for exploration, conservation, aesthetic buffers, and unprogrammed lands.
2. Park facilities. What activities are allowed or will be allowed? How much land is needed for each use? This is determined by applying the park Level of Service (LOS) to lands where the village is growing. If a community is not growing in population, then the LOS does not change, but different uses may become desired over time, so facilities will need replacement.
3. Unprogrammed buffers. How much land within the park is needed to separate different uses or future expansion? The amount of land needed to separate uses varies by what combination of uses exist, and recreation professionals can provide the best review per each park. Future expansion, if any, is shown where the community may have placed future parks on the *Official Map* [developed under Sec 62.23(6)(b) Wis. Stats.] and on the *Future Land Use Map* in the *Spencer Comprehensive Plan*.

Park acreage in TABLE 4 shows how Spencer's park system compares with state standards for the size of each park as grouped by classification. The average park sizes for Spencer follow in the State Comprehensive Outdoor Recreation Plan (SCORP) recommendations for each classification, but some parks in each classification are smaller than SCORP recommendations.

Table 4		
Park Sizes, 2015		
Classification	SCORP Recommendation	Spencer average park size
Mini	0.5 – 5* acres	0.47 acres
Neighborhood	5 – 25 acres	5 acres

Source: WDNR, & NCWRPC

*SCORP states that a mini park is 0.5-1.5 acres, but a gap from 1.5-5 acres exists, so that gap was added to the mini park size.

In Table 5, school facilities were also used as part of Spencer’s Level Of Service. Parks are listed by classification starting on page 8 of this plan.

Spencer’s Census populations were 1,925 in 2010, and 1,932 in 2015. The Wisconsin Department of Administration is projecting that Spencer’s population will increase to 2,000 by 2020, and a projected increase to 2,035 by 2025.

$$\text{LOS by classification} = \frac{\text{Park acres per classification}}{(\text{City Population} \div 1,000 \text{ population served})}$$

Park Classification	2010		2015		Projected 2020	
	Total Acres	Acres per 1,000 people	Total Acres	Acres per 1,000 people	Total Acres	Acres per 1,000 people
Mini	2.71	1.41	2.71	1.40	2.71	1.36
Neighborhood	29	15.10	29	15.01	?	?
Total	31.71	16.51	31.71	16.41		

Source: NCWRPC

Spencer had a citywide Level Of Service (LOS) of 16.41 in 2015. The LOS decreased from 2010 to 2015 due to population gain without adding any parks.

TABLE 5, Projected 2020 is not possible to predict at this time. Spencer has some unserved residential areas, shown on Map 2. The Recommendations Chapter identifies what may be done to solve these deficiencies.

The LOS calculated in TABLE 5 is only adequate if public comment proves that more park land is not needed. School facilities were also included as part of Spencer’s Level Of Service. Public comment may state that different uses are desired within specific parks, but that may not affect LOS if the land area for those new uses replaces the old uses, or if unused land within existing parks is used. Chapter 6 will show what projects are planned to improve the parks.

2. Park Service Areas

Parks must be close to where residents live for people to consider a park useful. **Map 2** illustrates how well the Village of Spencer's parks (and school playgrounds) serve the various areas of the Village.

All neighborhood parks include a playground which exists in mini parks, so neighborhood parks are identified on Map 2 with both mini park and neighborhood park service areas.

Map 2 shows:

- **Mini park service area:** ½-mile radius;
 - Any park or school with a playground fits this category.
- **Neighborhood park service area:** 1 mile radius;
 - The combined middle school and high school recreational area serves as a neighborhood park, but also serves the whole community.

Results

Residential areas that are not served by mini parks:

- About 35 houses in the South Grant Street area of the Village, are just outside of Haslow Park's service area.

Recommendation: If additional housing is developed in the same area, then some of the potential residential land should be reserved for a future 5-acre park.

- About a dozen houses along Spruce and East Cedar Streets are just outside of the Madison Street Park service area.

Recommendations:

First, add a sidewalk along the east side of CTH V from Cedar St north to the CTH V sidewalk at Willow Drive;

Second, if additional housing is developed in this area of East Cedar Street, then some of the potential residential land should be reserved for a future 5-acre park.

Insert Map 1 – Recreation Facilities in Spencer

Insert Map 2 – Park Service Areas in Spencer

Chapter 5

OUTDOOR RECREATION GOALS & OBJECTIVES

The development of an efficient outdoor recreation plan depends upon establishing specific recreation and open-space goals and objectives from public participation. These goals and objectives will provide general direction to the Village of Spencer staff for outdoor recreation purposes over the next 5 years.

Goal 1 – Provide ongoing maintenance and new facilities.

Objectives

1. Continue upgrading facilities to reasonably accommodate the elderly and disabled.
2. Upgrade existing features in each park per the lists under: Capital Improvements, and the general Recommendations starting on page 18.

Goal 2 – Become a more bicycling and walking friendly community.

Objectives

1. Cooperate with neighboring municipalities to connect Spencer to Marshfield.
2. Create a Spencer bike and pedestrian path loop using existing roads and off-road paths through and surrounding the Village.
3. Consider making all roads classified as *collector* or *arterial*, pedestrian and bicycle friendly.
4. Consider requiring bicycle parking at all employers.
5. Continue requiring pedestrian accommodations in new and redeveloped areas.

Goal 3 – Continue to encourage public support for existing facilities

Objectives

1. Work with Spencer Community Booster to make improvements at ARC Park.
2. Work with the community to help foster donations for improvements to the Veteran's Park.
3. Work with the Dog Park Committee to help raise fund for the Dog Park improvements.

Chapter 6

RECOMMENDATIONS & CAPITAL IMPROVEMENTS

Recommendations and Capital Improvements are strategies for satisfying issues identified. Although it is unlikely that all recommendations presented in this plan will be undertaken in the next five years, they should be recognized as causes for action if the opportunity or need arises.

A. RECOMMENDATIONS

New Nature Park

Spencer residents have wanted a nature-based park within their community for many years. “Wildlife viewing” was the third most frequent outdoor activity of survey respondents.

Recommendation: Create a natural park in the southwest corner of Spencer. Possible amenities include walking paths, wetland boardwalk, benches, picnic shelter, and restrooms.

New Parks for Future Residential

Parks must be close to where residents live for people to consider a park useful. Map 2 illustrates how well the Village of Spencer’s parks serve the various residential areas of the Village. Two residential areas of Spencer are not served by parks, because they are farther than ½ mile away from the nearest playground. See page 13 “Results” for more analysis.

Recommendation: Consider reserving parkland per page 13 “Results” on the Comprehensive Plan’s Future Land Use Map, and consider creating an Official Map (developed under Sec 62.23(6)(b) Wis. Stats.) to make sure buildings are not built where parks are desired.

Connect Spencer to Marshfield via Bike Route

The Spencer ORP Survey showed that about 39% of respondents bicycle on trails. Residents have asked the Village for a trail to connect to Marshfield – possibly one that is scenic. Riding on the shoulder of STH 13 is not enjoyable due to 55 mph traffic driving so close.

Recommendation:

Short term: Work with the Town of Spencer and the City of Marshfield to sign local roads as a bike route between Spencer and Marshfield.

Long term: Work with various property owners to possibly acquire trail easements between Spencer, McMillian Marsh, and Marshfield.

Insert Map 3 – Potential McMillian Marsh Bike Loop

Walking & Biking Loop Route

The Spencer ORP Survey showed that about 97% of respondents walk for pleasure.

During the Comprehensive Planning process, the Village decided that a loop route around the Village should be created to walk and bike on.

Recommendation: Provide bicycle and pedestrian accommodations on all the streets that are planned to serve as part of the loop route. See **Attachment F**.

Improve Walking & Biking Accommodations on LaSalle Street

Parts of LaSalle Street do not have sidewalks, or a paved parking lane or paved shoulder that could be used for bicycling. As is shown on Map 1, LaSalle Street is the main north-south road that connects the heart of Spencer with the Proposed Trail Corridor.

Recommendation: Provide bicycle and pedestrian accommodations on all of LaSalle Street. See **Attachment F**.

Bicycle Friendly Community

Becoming a more bicycle friendly community will improve resident's enjoyment of Spencer area.

There are 4 levels of bicyclists. The "interested but concerned" level contains about 60% of people, and they generally think that their route is not safe to ride, so they don't ride very often, and definitely do not ride when the weather is bad. This is the largest group of bicyclists, so catering to them will increase the number of people biking in a community. "Interested but concerned" people feel more comfortable riding when some level of separation from vehicles is provided.

Recommendation:

1. Provide bike riding educational opportunities for riders and drivers.
2. Sidewalk riding is dangerous for pedestrians in downtowns and at every driveway crossing. Only sidewalks that don't cross many driveways should be encouraged for bicycling.
3. Wherever symbols are painted on roads, don't use glass beads in the paint, because they are slippery.
4. Provide bike parking at destinations to encourage more daily utility riding, in addition to recreational riding.

Bicycle Friendly Parking

For bikes to be used more often for transportation, everyday destinations like work, school, stores, offices, and restaurants must be within a convenient biking distance. Spencer is topographically a flat community, which makes it easier to bike. Destinations are close, but most destinations don't have bike racks for parking.

Installing bike racks in each park would provide secure parking for residents and visitors. A set of bicycle parking recommendations from the Association of Pedestrian and Bicycle Professionals (APBP) is included in **Attachment E**. The amount of space

needed for a bike rack, and how to determine good bike rack designs are included in those guidelines.

Recommendation:

1. Consider creating a bicycle parking ordinance to require bike parking at every employer.
2. Consider installing upgraded bicycle parking (**Attachment E**) at Village Hall and every park.
3. Use the *Bike Parking Guidelines* in **Attachment E** when purchasing a bike rack, so that it allows a bicyclist to use a U-lock to secure their front tire and bike frame to a rack, and keeps the bike upright while locked.

B. CAPITAL IMPROVEMENTS 2018-2022

Capital improvements to parks are the addition of labor and materials that improve the overall value and usefulness of that park. Routine maintenance is considered the normal cycle of repair and upkeep for existing facilities and is traditionally funded through the Village's operations budget. For example, upgrading an outdoor restroom facility for universal access would qualify as a capital improvement, while repainting an outdoor restroom is considered routine maintenance.

Projects listed below are subject to receiving Village budgetary approval or private group fundraising. Short term and permanent fixes to make each park ADA accessible are identified among other improvements listed below:

All listed projects may not be completed.

Lions Park

- Add to the Lions shelter to create a 3 season shelter.
- Develop a concession stand.
- Resurface tennis courts/ add pickelball.

ARC Park

- Remodel bathrooms.
- Implement archery range.

Veterans Park

- Add benches to park.

Overall Capital Projects

- Develop Bicycle path around the Village
- Create a Bicycle route to Marshfield
- Develop a new park in the Apple/Grant Street Area
- Develop a Splash pad

Chapter 7

IMPLEMENTATION STRATEGIES

There are a variety of strategies available for implementing this plan. These strategies include using land use tools and government programs to realize attainment of this plan's goals and objectives.

Public Access to Waterways

State regulations for subdivisions require dedication of public access when the land along waterways is platted.

LAKE AND STREAM SHORE PLATS [236.16(3) WISCONSIN STATUTES]

- (a) All subdivisions abutting on a navigable lake or stream shall provide public access at least 60 feet wide providing access to the low watermark so that there will be public access, which is connected to existing public roads, at not more than one-half mile intervals as measured along the lake or stream shore except where greater intervals and wider access is agreed upon by the Department of Natural Resources, and excluding shore areas where public parks or open-space streets or roads on either side of a stream are provided.

NR 1.93 Access in platted subdivisions. Under s.236.16 (3), Wis. Stats., the DNR has authority to recommend wider access at less frequent intervals than are prescribed in the statutes. The DNR shall consider waiver of the 60-foot access requirement only where the DNR determines:

- (1) It will be advantageous to public interests in navigable water;
- (2) Adequate space for access users and adequate buffering for private property is assured by access wider than 60 feet where possible; and
- (3) The access that would result provides an equal or greater opportunity for public access than would be provided by dedication at statutorily prescribed intervals and the 60-foot width.

Park Dedication

Subdivision regulations can be used to require residential land subdividers to dedicate a portion of subdivided land for permanent park and open space use. Neighborhood parks may be acquired in this manner in newly developing residential areas. Local landowners should also be encouraged to dedicate land to their communities for recreational uses. Numerous small town memorial parks have been acquired through the generosity of local citizens. If citizens are made aware of community needs, this form of private action may continue to enrich the public resources of some communities.

Conservation Subdivisions

Conservation subdivisions are characterized by common open space and clustered compact lots. A variety of housing types or the same type of housing may be allowed. The purpose of a conservation subdivision is to protect farmland or natural resource open spaces while allowing for the maximum number of residences under current community zoning and subdivision regulations. In some cases a greater density

(density bonus) may be offered in the local ordinance to encourage this approach. Generally, this tool is used for parcels 40 acres and larger, or where the community maps natural resource corridors or natural features that they want to preserve. A conservation subdivision maintains the same level of overall density as a conventional subdivision, but individual lot sizes are smaller, and the community receives open space.

Use of Easements

Open space and public recreation use of private land may be acquired by easement. With an easement, certain rights are granted to the public for a specific period of time and the private owner is compensated for that public use. In purchasing an easement, the public body acquires a right either to use the land in a specific manner or to restrict the use to which an owner may put their land. For example, the rights to establish public hiking or fishing access to a waterway may be purchased through an easement.

Leases

Leases may be used as measures to use or protect land until more permanent measures may be found. By leasing parcels of land, the land remains on the community's tax rolls and can be renegotiated or non-renewed by the property owner if the monetary prospects for another use proves overpowering.

Another leasing method involves outright purchase of land by the community. The community then leases the land to a private party or organization with use restrictions placed on the land. Under this method, the community receives some monetary return on its investment and retains control over the use of the land.

Program Costs

A community should carefully watch operations and maintenance costs when setting up a parks program. A too ambitious acquisition and/or development program can easily lead to annual costs larger than the community can afford to meet. Recreation facilities like golf courses and swimming pools, for example, require large annual maintenance investments to continue.

Capital Improvements

Community officials should develop five year capital improvements programs for recreation that reflect implementation of proposals made in their plans and the priorities they place on them. To be functional, the program must be flexible and be subjected to annual review.

In developing a recreation program, care should be taken that the annual cost of maintenance does not exceed an amount the community can afford to pay. Too often, an ambitious program can lose community support as a result of prohibitive maintenance costs.

Monetary Aid Programs

State and federal financial and technical aid programs are designed to assist communities with meeting recreational needs. A list of these programs exists in

Attachment D.

The Stewardship Fund is a state provided comprehensive aid program for the promotion of resource conservation and outdoor recreation opportunities. It consists of several state and federal aid programs such as Local Park Aids and LAWCON, combined with new programs, such as the Urban Rivers Program. For additional information go online to the Wisconsin Department of Natural Resources.

A requirement for application to the Stewardship Fund is for the local community to have a DNR approved comprehensive outdoor recreation plan. The Village of Spencer Outdoor Recreation Plan is designed to meet that requirement. For additional information contact:

Community Financial Assistance
Wisconsin Department of Natural Resources
West Central Region office in Eau Claire, WI

Besides state and federal aid programs, there are other sources of funding such as private foundations, trust funds, and civic and recreation organizations.

Lifetime Activities

Community and school officials responsible for recreation should place greater emphasis on land areas and facilities that can support "lifetime" recreational activities. Falling into this category are activities like golf, tennis, all target sports, horseshoes, cross country skiing, skating, running, volleyball, handball, badminton, back packing, and canoeing. Many schools have programs aimed at teaching recreational activities that people can participate in for a lifetime.

Winter Activities

All communities should provide winter outdoor recreation facilities. Skating and sliding sports (sledding, tobogganing, and skiing) can generally be provided without large investments. Skating, for example, can be as involved as providing rinks for ice hockey or as simple as flooding a small area of a school playground. Likewise, merely blocking off a lightly traveled street with a suitable slope can frequently provide a sliding area.

Specialized Facilities

Encourage development of specialized facilities by the private sector. Specialized facilities such as golf clubs, intensive use ATV areas, and ski resorts can be an important adjunct to public recreational facilities. Quality and availability for public use should be emphasized.

Municipal and School District Cooperation

Promote cooperation between municipalities and school districts in meeting recreational needs. With good planning, cooperation may take the form of joint land acquisition and/or facilities development cost sharing. Increased municipal use of existing school facilities during non-school hours should also be encouraged.

Senior Citizen Involvement

Involve senior citizens in community park development and beautification, and provide recreational facilities for their use. Although senior citizens often compose a significant proportion of the total community's population, they are often neglected in

recreational planning. Benches placed near neighborhood parks and play areas and non-intensive sports facilities such as horseshoe pits located in community parks help to provide a place for the senior citizens. Small, passive use parks and gardens located near nursing and retirement homes should also be encouraged. In addition, senior citizens can provide invaluable assistance in beautifying parks and open spaces and can thereby become more involved in community group life.

Service Group Involvement

Involve organized service groups in park and recreation development, including development of competitive sports areas and neighborhood parks. Traditionally, service groups and recreation organizations, such as Lions Club, V.F.W., softball leagues, and snowmobile clubs have played an active role in the development of such facilities. Continued volunteerism of this type should be encouraged. In addition, service groups could help to meet the need for neighborhood facilities by supplementing municipal financial resources by providing organization and volunteer labor.

Community Beautification

All communities should recognize that community appearance is an important component of a recreation program. Maintained streets and sidewalks, attractive trees and shrubs, well cared for homes and commercial buildings, and neatly landscaped home lawns, public open space, and parks are principal contributors to community beautification. Such a program is most rewarding to persons engaged in passive recreation.

Adopt-A-Park Program

A program which encourages local groups to adopt-a-park or segment of trail or stream could be organized similar to the very successful *Adopt a Highway* program. The groups could volunteer their time to maintain and beautify the municipality's recreational system, allowing more municipal funds to provide major improvements.

ATTACHMENT A

Park Design and Location Criteria

From: Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2011-2016

ATTACHMENT B

Facility Development Standards

From: National Recreation and Park Association

ATTACHMENT C

Outdoor Recreation Online Survey Results

Compiled by: Village of Spencer

ATTACHMENT D

Federal and State Outdoor Recreation Funding Programs

Compiled by: NCWRPC

ATTACHMENT E

Bike Parking Guidelines

From: Association of Pedestrian and Bicycle Professionals (APBP)
One page summary sheet.

ATTACHMENT F

Bike Route Signs and Road Improvements for Bicycling

Compiled by: NCWRPC