



Opportunity Analysis & Redevelopment Plan

Village of Jackson, Wisconsin

Adopted: March 14, 2017



Washington County
Site Redevelopment Program 2016

A U.S. Environmental Protection Agency
 Brownfield Redevelopment Program



This Page Intentionally Left Blank

Table of Contents

INTRODUCTION1
Site Redevelopment Program Background 1
Planning Purpose..... 1
Planning Process..... 1
Redevelopment Study Area..... 2

COMMUNITY ASSETS, MARKET OPPORTUNITIES, & POSITION3
Demographics..... 4
Interstate 41/US Highway 45 Access..... 5
Employment 5
Jackson Northwest Industrial Park 6
Cedar Creek Business Center..... 6
Village Wide Opportunity Analysis Map..... 7
Main Street Commercial Nodes 8
Community Civic Center 9
Residential 10

REDEVELOPMENT PLAN RECOMMENDATIONS13
Village Square 14
Main Street Commercial Conversions 15
Jackson School Redevelopment 16
Downtown Four Corners 18
The Jackson Recreation Loop 19
Landscaping and Streetscape Enhancements 21
Redevelopment of Potential Brownfield Sites 21
Parking Enhancements and Organization 22

IMPLEMENTATION.....23
Targeted Redevelopment Efforts: 23
 1. *Village Square* 23
 2. *Jackson School Redevelopment*..... 23
 3. *Main Street Commercial Conversions* 23
 4. *The Jackson Recreation Loop* 23
 5. *Downtown Four Corners* 24
Redevelopment Focuses: 24
 1. *Landscaping and Streetscaping Improvements* 24
 2. *Potential Brownfield Sites Redevelopment* 24
 3. *Parking Enhancements and Organization*..... 25

This Page Intentionally Left Blank

INTRODUCTION

Site Redevelopment Program Background

In 2013, Washington County formed a coalition with the City of Hartford, City of West Bend, Village of Jackson, Village of Richfield and Village of Slinger to apply for a U.S. Environmental Protection Agency (USEPA) Brownfield Coalition Assessment Grant for Hazardous Substance and Petroleum Brownfields. On May 28, 2014, the USEPA announced that Washington County was successful in securing a Countywide Coalition Brownfield Assessment Grant totaling \$600,000.

USEPA grant funds have been used to complete a community-wide inventory and prioritization of sites that have redevelopment potential within the County, perform Phase I and Phase II environmental site assessments on priority sites, complete remedial action plans and redevelopment plans for select sites and perform community outreach and education related to redevelopment opportunities. The Washington County Site Redevelopment Program (SRP) is led by a Site Redevelopment Committee (SRC) comprised of representatives from each of the participating communities. The SRC guides all decisions related to resource allocation, environmental assessment advancement, and redevelopment planning efforts.

Planning Purpose

As a partner in the Washington County Site Redevelopment Coalition, the Village of Jackson was allocated funds to conduct a Village-wide Opportunity Analysis & Redevelopment Plan. The purpose of this plan is to identify and highlight community assets and key redevelopment opportunities in order to enhance, accelerate, and increase economic activity in the Village and contribute to its future prosperity. The Redevelopment Plan is a living document that can be used as a tool to advance specific efforts including site redevelopment, implementation of community infrastructure including parks and pathways, and advancement of a community vision to create a sense of place in the traditional Main Street downtown area of Jackson.

Planning Process

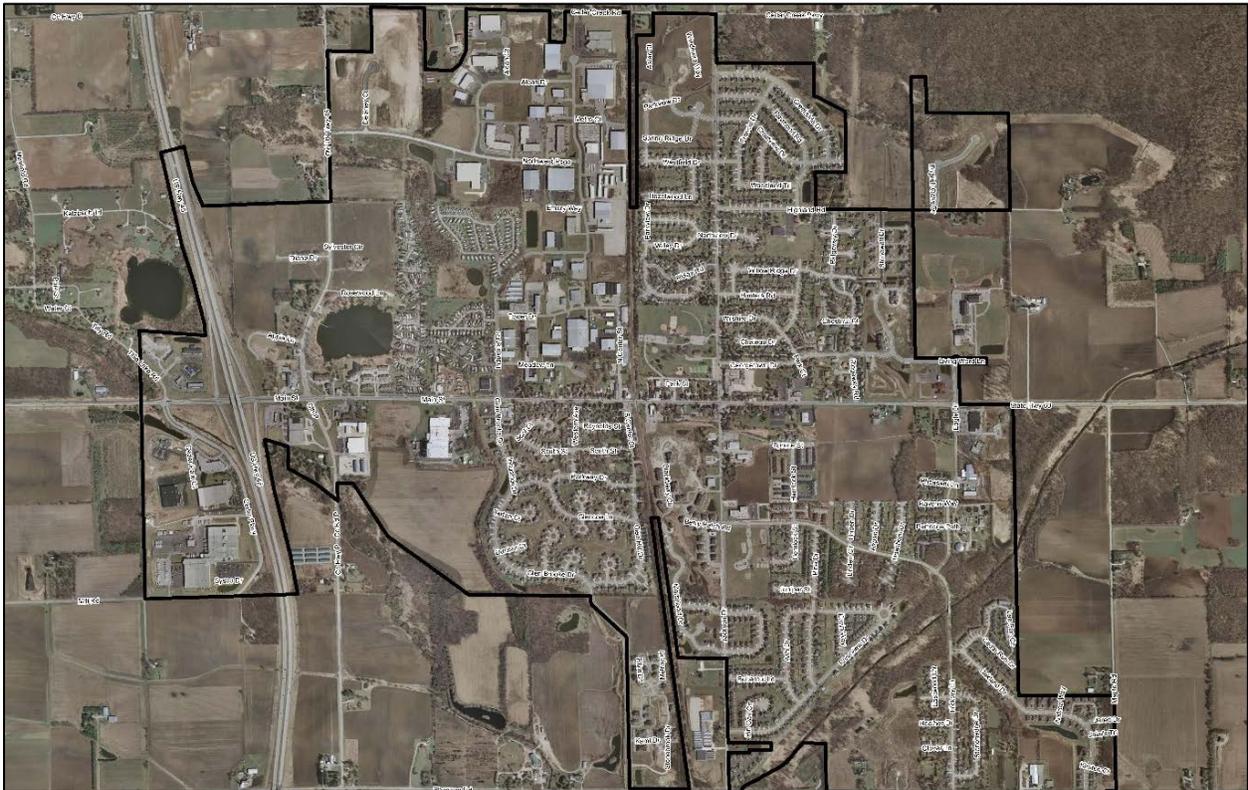
This Plan was developed with the assistance of the Village of Jackson Staff, the Washington County Site Redevelopment Program Project Management Team (PMT), and other community stakeholders between September 2016 and January 2017. As part of the planning process, Vandewalle & Associates, the SRP's urban planning and design consulting firm, led site visits, visual assessments, village staff meetings and stakeholder outreach to gauge local economic trends, private property concerns, and resident and business owner visions for the Village. Through this process, Vandewalle & Associates worked with the Village team to develop redevelopment recommendations and a next steps implementation strategy.

Vandewalle & Associates presented draft Plan materials to meetings of the Village Steering Committee, the PMT, and the Village Board. The steering committee, PMT, and additional Village Staff provided feedback on the Plan draft. A public meeting and open house was held in mid-November, and the Village Board formally adopted the Plan on March 14, 2017.

Redevelopment Study Area

The Opportunity Analysis & Redevelopment Plan considers the entire Village of Jackson’s assets and opportunities. Community assets, as further described in this Plan, include place-based, economic, and demographic strengths. Assets can be capitalized on to advance redevelopment strategies in targeted areas. The Redevelopment Plan Study Area focuses on the downtown and civic core of the Village from approximately Industrial Drive in the west, Ridgeway Drive to the east, Hunters Road to the north, and White Oak Circle to the south. The Study Area encompasses the commercial corridor along Main Street, major community points of interest at Jackson Park, Hickory Lane Park and the Jackson Area Community Center, two economic nodes at Main and Center Streets and Main Street and Jackson Drive, civic facilities such as the fire station, Village Hall, and Jackson School, and a mix of new construction single and multifamily housing.

The Highway 60/Main Street Corridor and in particular the traditional downtown area was identified as the highest priority for further study and planning as it is the historic core of the community and the area of the Village that has the most opportunity for redevelopment and the establishment of a community “sense-of-place.” Within this area there are several areas to build on the existing commercial, civic, and community assets already in place.

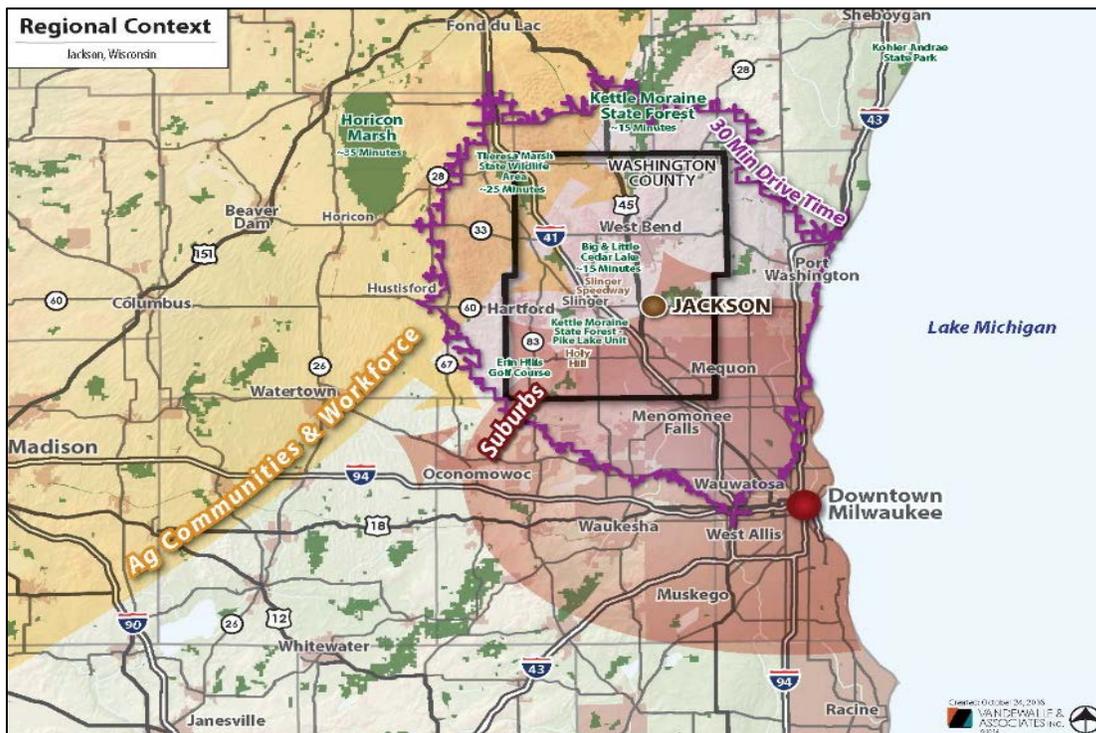


COMMUNITY ASSETS, MARKET OPPORTUNITIES, & POSITION

The Village of Jackson sits along State Highway 60 just northeast of the I-41/US-45 interchange providing outstanding access to the Milwaukee metropolitan area, the I-94 corridor, and the Fox Valley. Regionally considered a bedroom community, residents of Jackson typically work in Milwaukee, West Bend, Hartford, the Fox Valley, Waukesha, or points north and south of the Village. Residents choose the peaceful, rural living of the well-known and highly regarded community with all the conveniences families seek.

Development within Jackson is defined by a compact and efficient land use with a variety of community spaces and parks to host local youth and adult sports leagues as well as several community events and festivals throughout the year.

Village of Jackson Regional Context Map



The Village of Jackson is well-positioned within the region, with convenient access to many employment, commercial and entertainment centers that may draw Jackson residents in lieu of comparable offerings in or near the Village. Jackson is within 15 minutes of many of its Washington County peer communities, including Hartford, Slinger, Richfield and West Bend; within 30 minutes to northern Waukesha, Ozaukee and Milwaukee County suburban employment centers; and within 45 minutes of Fond Du Lac/Lake Winnebago, portions of Sheboygan, Dodge and Jefferson Counties, downtown Milwaukee, and Milwaukee's southern suburbs.

Over the last several years Jackson has seen steady growth in the single family and multi-family housing development and has added both national retail chains and local small businesses to its growing portfolio of commercial establishments. Recently, Jackson has seen an increase in interest for commercial developments. Just east of the I-41/US-45 interchange there is an average traffic count of 15,700 Average Daily Trips (ADTs) which drops to 8,300 at Maple Road at the eastern Jackson Limits.¹

¹ <http://wisconsin.gov/Pages/projects/data-plan/plan-res/default.aspx>

This would indicate that a large portion of the traffic is originating west of Jackson and is captured within the community before returning west – a common characteristic of workforce commuter traffic.

Demographics

The following table offers a brief snapshot of Jackson’s demographics compared to Washington County and Wisconsin as a whole. The community has a median household income on par with the state average, with high levels of homeownership and housing values suggest a stable, middle class populace.

With a higher proportion of children than the county and state, fewer seniors and a lower median age, but a smaller ratio of persons per household, Census data suggests that Jackson householders are more likely to include singles and middle-aged persons with children. However, with very low growth rates projected over the next five years (Applied Geographic Solutions [AGS] modeling projects less than 1% growth in total population growth through 2021), the median age of Jackson residents is expected to climb. As with many other semi-rural communities around the county, younger residents are beginning to trend toward higher density areas, but many longtime residents are choosing to “age in place.”

Given the fairly high density of the Village’s population (2,234 persons per square mile) relative to its rural setting, it would appear that there is a built-in customer base that could support businesses that reflect residents’ needs and interests, as well as opportunities to capture some commuter traffic from the I-41 corridor along the Village’s western edge. Generally speaking, Jackson residents are the most likely to patronize local businesses, including a mix of year-round convenience and destination retail that is “local” and/or boutique in character and does not repeat offerings such as traditional big-box chain retail and dining available in larger nearby communities in the suburban Milwaukee area.

Demographic Comparison Summary	Jackson	Washington County	Wisconsin
Population, 2015 estimate	6,859	133,674	5,771,337
Population, percent change - April 1, 2010 to July 1, 2015	1.20%	1.40%	1.50%
Persons under 18 years, percent, 2015	26.10%	22.70%	22.40%
Persons 65 years and over, percent, 2015	13.30%	16.30%	15.60%
Median Age	37.7	41.6	38.8
High school graduate or higher, percent of persons age 25+, 2010-2014	89.30%	92.80%	90.80%
Bachelor's degree or higher, percent of persons age 25+, 2010-2014	24.00%	27.90%	27.40%
Homeownership rate, 2010-2014	74.60%	78.00%	67.70%
Median value of owner-occupied housing units, 2010-2014	\$180,100	\$217,900	\$165,900
Persons per household, 2010-2014	2.38	2.5	2.43
Median household income, 2010-2014	\$53,212	\$67,650	\$52,738

Interstate 41/US Highway 45 Access

US-45 intersects the community at Highway 60 on the western boundary of the community. To the north, US-45 connects Jackson with the City of West Bend and to the South the I-41 and the Milwaukee Metropolitan Area – both major employment centers and laborsheds for the region. US-45 provides businesses and industry access to a major transportation network to both move goods to markets to the north, south, and west as well as



receive the essential supplies and inputs to production within minutes of entering the Jackson Village Limits. Access provided by US-45 is desirable to businesses attracted to highway frontage or proximity. With daily traffic counts (measured using Average Daily Trips or ADTs) to the north and south of the interchange averaging almost 32,000 ADTs and counts entering and exiting at the interchange averaging almost 4,000 ADTs, the US-45 interchange has significant market bandwidth to develop additional highway-oriented commercial businesses to serve the needs of passing motorists and draw more money into the community.

Employment

While often referred to as a bedroom community, Jackson also boasts an impressive employment base with many expanding homegrown businesses and large multi-national corporations choosing to locate in one of two rapidly growing business parks adjacent to I-41/US-45.

There are 255 establishments within the Village's ZIP code, employing about 3,400 people. The vast majority of these firms in the Village may be categorized as small businesses, with nearly 75 percent employing less than 10 people. These employers provide over 6 percent of the total jobs in Washington County. Since a large proportion of Jacksonians work outside the community – predominantly in metro Milwaukee and West Bend – employers rely on access to blue-collar labor markets to the east and a white-collar labor force to the south as shown in the Village of Jackson Regional Context Map.²



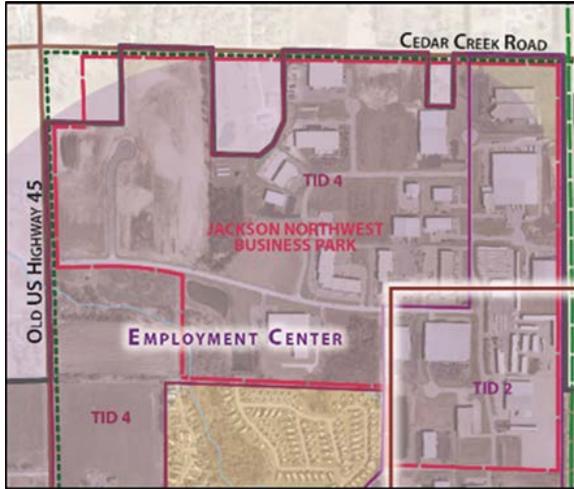
This assumption is supported by workforce survey data and traffic counts along Highway 60. There are also several large employers, the Cabela's sporting goods store near the junction of I-41 and US-45 and St. Joseph's Hospital, that each employ several hundred people and lay just outside the Village limits. Leading industry sectors in the immediate area include retail trade (23.3% of total employment), health care (21%), manufacturing (18.1%) and construction (6.4%). About 58% of total employment may be considered "white-collar" information and service positions, vs. 42% of "blue-collar" positions in production, building trades and similar sectors.³

² <http://businessreadywi.com/washington-county-profile/communities/jackson/>

³ AGS, 2016

Jackson Northwest Business Park

Despite a relatively small geographic area, the Village of Jackson has a large amount of employment base concentrated primarily in two business parks. The Jackson Northwest Business Park is situated in the northwest corner of the Village adjacent to the US-45 corridor. The Business Park has two Tax



Increment Districts –TID 2 and TID 4 to finance improvements and expansion. Jackson Northwest Business Park has experienced rapid growth over the last several years with a number of medium and small size lots available to the east and potential room for large lot expansions to the west.

Notably, major local employers have facilities in the Northwest Business Park including: Adaptive Micro Systems, JRB Electric, Design 2 Construct, Quincy Resource Group, Midwest Building Systems, Supply One, Moraine Park Technical College (MPTC), and more.

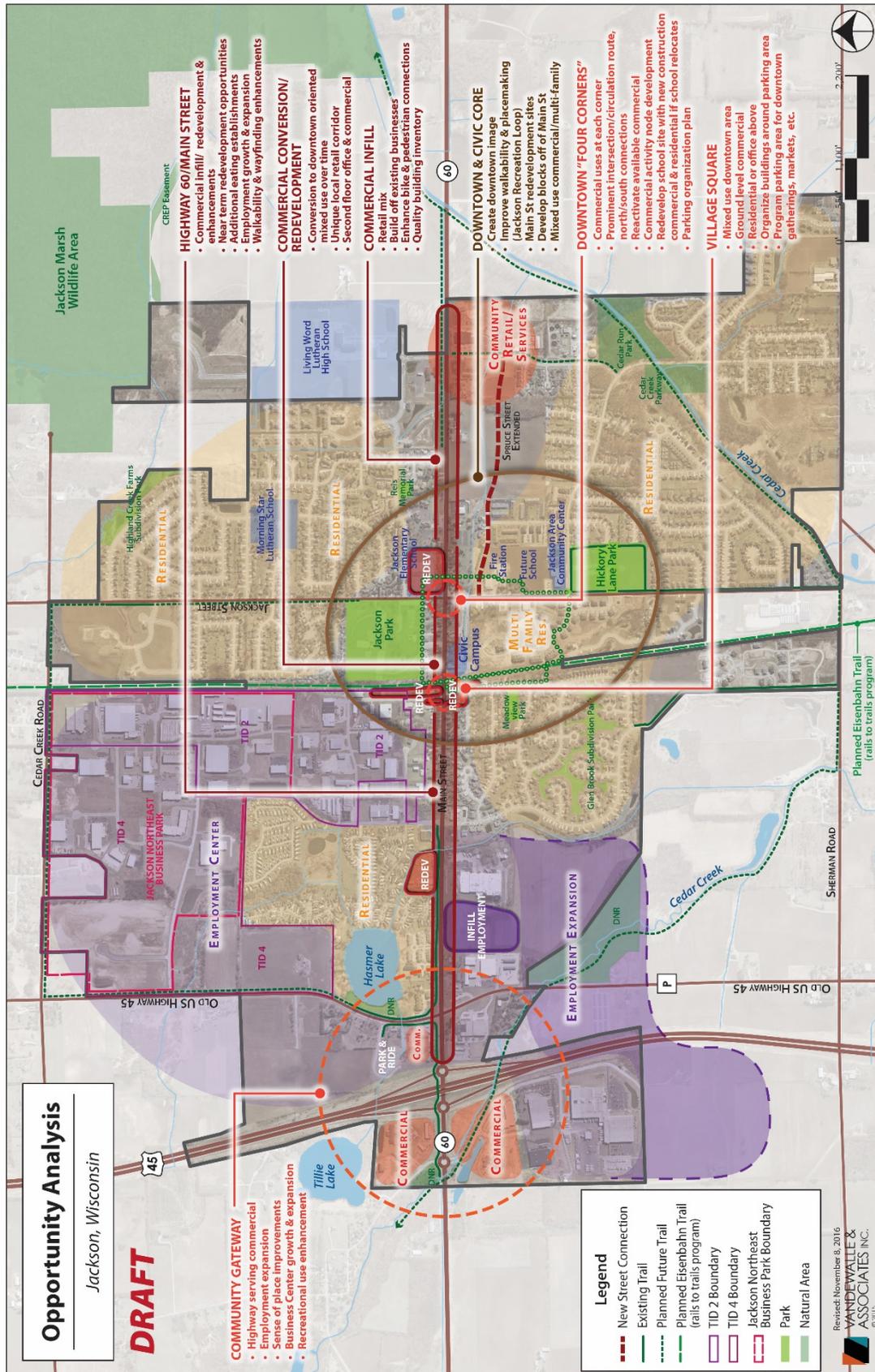
Cedar Creek Business Center

The second of the major employment centers in Jackson is the Cedar Creek Business Center. The Business Center is located on the southwest edge of the Village straddling the US-45 corridor on the east and west sides. Home to a number of major national and international businesses, the Business Center is characterized by relatively large parcels and land optioned or owned by current tenants for future expansion. The largest employer in Jackson, Sysco is the major anchor tenant of the Business Center.

Additional businesses in or near the Cedar Creek Business Center include: The Jackson Clinic, Kerry Corporation, Willer Tool Corp, and Rytec Corp. Available warehouse space and light industrial space offer specific opportunities for additional employment base growth in addition to future expansions by existing employers. Vacant or underutilized space in the Business Center, especially to the east, presents opportunities for redevelopment as interests and use mixes change along the Highway 60 corridor.



Village Wide Opportunity Analysis Map



Main Street Commercial Nodes

Highway 60 (Main Street) is Jackson's main corridor with commercial development as a prominent feature from the west to east end of the community. Commercial development is most heavily concentrated in three separate nodes located at the west, center, and east areas of Hwy 60/Main Street.

Development at the west commercial node is defined by highway-oriented characteristics serving both passing US-45 traffic and Jackson residents. Commercial development in this area includes convenience retail, fast food restaurants, automotive sales, and visitor retail.

The "center" area between the intersection of Main Street and N Center Street and just east of Jackson Drive and Main Street is the community's traditional downtown commercial center. The presence of historic buildings, smaller parcels, and the majority of the civic functions all help create an atmosphere and a center on which additional investment and growth can be built. A recent example of high quality redevelopment injecting new life into the downtown node is Coffeerville Company. As identified in this Plan, the downtown commercial node has a number of key redevelopment opportunities which may reinvigorate and reposition underutilized properties. The highest concentration of potential brownfield sites identified by the SRP are also located in the oldest portion of the Village, along Main Street and N Center Street.



The third commercial node along Main Street is located at the eastern limit of the village at Main Street and Eagle Drive. This commercial strip center contains essential businesses including Piggly Wiggly, Tennies Ace Hardware, Jackson Vision Center, and the East Side Mart. Development in this area is neighborhood oriented to serve the needs of those living in the surrounding residential neighborhoods, as well as community-wide. The area is walkable from the south side of Highway 60 and with the recent addition of a walking path along the north side

of Highway 60, the connections for the northern neighborhoods has greatly improved.

As part of Plan development, a retail gap analysis was performed to determine what residents spend their money on and what types of additional businesses the community may be able to attract and/or support. This analysis revealed a number of spending categories where it appears there is surplus market demand through a data point known as leakage.⁴

⁴ A Retail Leakage and Surplus Analysis examines the quantitative aspect of the community's retail opportunities. It is a guide to understanding retail opportunities but it is not an analysis that indicates unconditional opportunities. The analysis is sometimes called "a gap analysis" or "a supply and demand analysis" and can aid in: Indicating how well the retail needs of local residents are being met; Uncovering unmet demand and possible opportunities; Understanding the strengths and weaknesses of the local retail sector, and; Measuring the difference between actual and potential retail sales.

The retail gap report projects at least some leakage in most major categories as indicated by the “retail gap” column in the chart below, but there may be market capacity (and disposable income) for high-quality, locally-serving specialty retailers. Using national industry standards as a baseline, the table shows what a typical store size would be and the sales per square foot to determine whether there is enough capacity in the market to support a new business. A mix of smaller, convenience-focused retail (hardware, auto parts, hair care and personal services) and specialty outlets (electronics, clothing, furniture), may be supported by local demand, as well as one or more full or limited-service casual restaurants.

Supportable Retail Square Footage and Estimated New Store Feasibility for Retail Sectors					
Industry Group	Retail Gap	Median Sales PSF	Supportable Sqaure Feet	Average Median SF	New Store Market Feasibility?
Automobile Dealers	\$22,307,547	-	-	-	Maybe
Auto Parts, Accessories & Tire Stores	\$1,722,196	\$192	8,974	6,944	Yes
Furniture & Home Furnishings Stores	\$3,586,000	\$291	12,323	5,767	Yes
Electronics & Appliance Stores	\$5,637,722	\$339	16,618	2,718	Yes
Bldg Materials & Supplies Dealers	\$1,534,812	\$160	9,573	6,800	Yes
Health & Personal Care Stores	\$1,284,257	\$370	3,475	10,123	No
Clothing & Clothing Accessories Stores	\$904,814	\$299	3,024	3,638	Maybe
Jewelry, Luggage & Leather Goods Stores	\$1,241,987	\$473	2,624	1,966	Yes
Sporting Goods/Hobby/Musical Instr. Stores	-\$2,737,466	\$132	(20,771)	3,172	No
Book, Periodical & Music Stores	\$701,374	\$393	1,784	7,692	No
Office Supplies, Stationery & Gift Stores	\$1,263,951	\$225	5,615	3,698	Yes
Food/Beverage Industries					
Full-Service Restaurants	\$5,563,963	\$496	11,225	5,354	Yes
Limited-Service Eating Places	\$2,566,331	\$419	6,123	4,231	Yes
Special Food Services	\$278,548	\$347	802	2,261	No
Drinking Places - Alcoholic Beverages	\$281,659	\$496	568	4,231	No
Grocery Stores	\$3,390,978	\$295	11,487	48,235	No
Specialty Food Stores	\$1,018,256	\$132	7,733	1,622	Yes
Beer, Wine & Liquor Stores	\$219,244	\$122	1,796	3,074	No

Source: ESRI Business Analyst; Dollars and Cents of Shopping Centers (Urban Land Institute)

Community Civic Center

Jackson is rich with community assets such as parks, passive recreation spaces, and community facilities. Many these assets are concentrated with the Downtown & Civic Core as identified on the Opportunity Analysis graphic. Community parks such as Jackson Park and Hickory Lane Park serve as programmable spaces for recreational sports leagues, family leisure, and community events such as the annual Action in Jackson summer festival. During the summer, Jackson Park serves as a lively activity center on weekends and provides opportunities for libation and celebration – highlighted in the summer of 2016 with the popular traveling beer garden.



Hickory Lane Park provides opportunities for parents to take their young children to utilize a shaded splash pad, well-maintained playground equipment and a paved walking loop. Additional activities, such as the summer farmers market held in the parking lot at Jimmy’s Restaurant & Bar, provide daytime activities on the weekends and a point where neighbors can get together.

Beyond parks, Jackson also has opportunities to enjoy the outdoors in a quieter setting. Anglers can enjoy the passive inland fishing opportunities at Hasmer Lake – taking advantage of a WI DNR maintained boat launch and fishing pier. For those who enjoy getting closer to nature, the community’s Cedar Run Park provides approximately 24 acres and a small network of wooded hiking and walking trails perfect for observing nature, dog walking, and jogging.

Jackson is part of the West Bend School District and has one school facility, Jackson Elementary School, located in the community. The Village has a first-class community center – the Jackson Area Community Center. The Community Center offers programming and services for youth, young adults, adults, and seniors and includes a gymnasium, meeting and game rooms, a workout facility, and arts and craft space. The Community Center provides a critical point of contact for visitors and residents to enjoy programming and to catch up with each other on the latest community news.

Residential

Jackson has a well-balanced housing inventory with single-family residential neighborhoods, condominiums, and rental housing. The housing stock in Jackson is comprised of 48.8% single family homes, 10.8% two family homes, 28% three families or more, and 12.4% mobile homes with a home ownership rate of 74%. This compares favorably with county, regional, and state averages.



Single family neighborhoods are well established with new home starts continuing – predominantly in the northeast area of the village as well as to the south of Hickory Lane Park.

Immediately adjacent to the Main Street corridor in the downtown and civic core area, several new



market rate multifamily apartments continue to add housing opportunities for young working professionals to enjoy easy access to commercial establishments and high finish living arrangements. This creates the potential to add additional commercial opportunities to meet their demands.

Residential development throughout the Village predominantly utilizes pedestrian

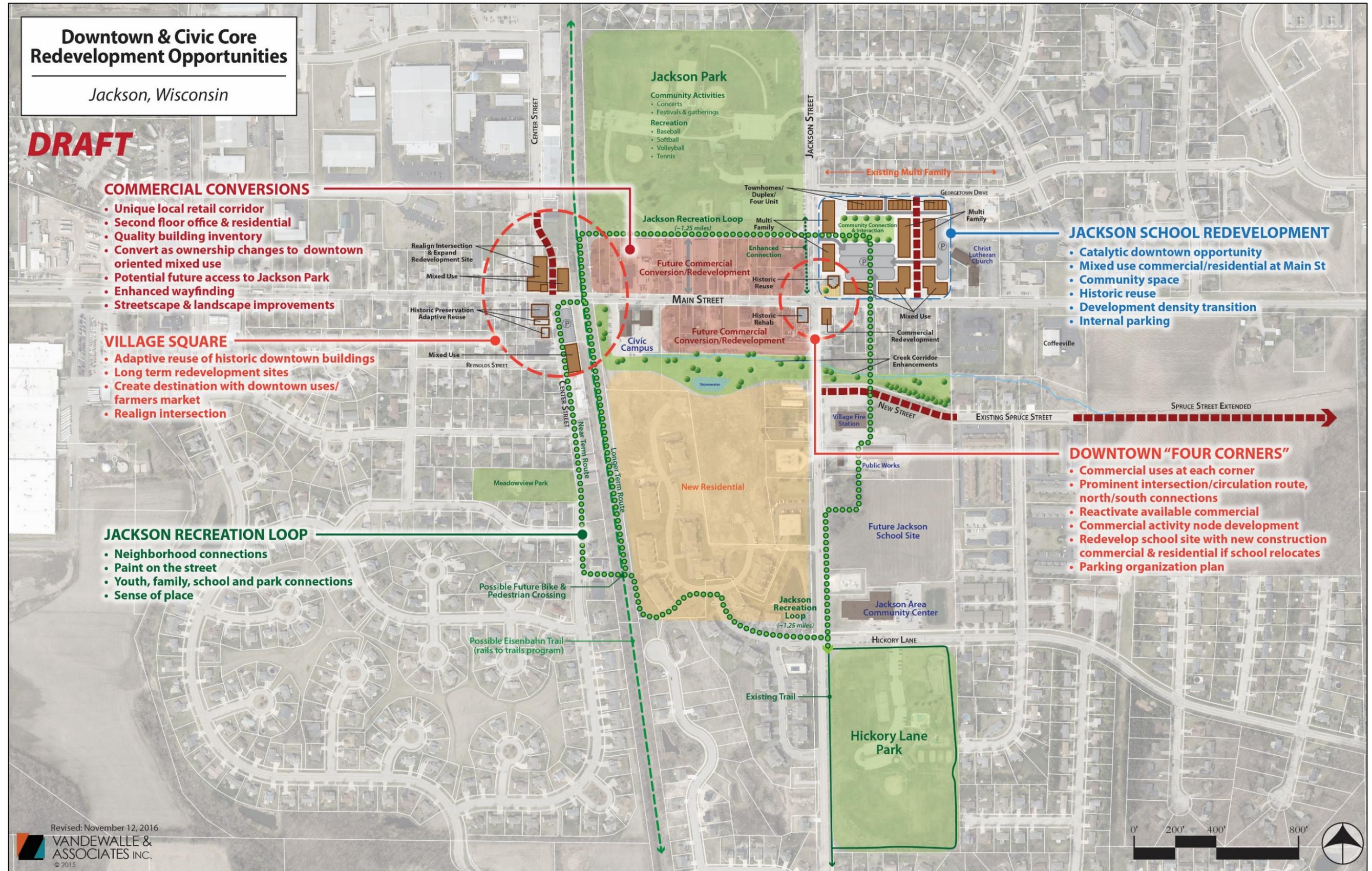
facilities such as sidewalks and walking paths, but several opportunities to improve connectivity for both pedestrians and bicycles are identified in the Plan.

The recommended, Jackson Recreation Loop has the potential to deepen the connections by offering additional modes to reach destinations and enjoy recreational opportunities.

Existing residential development along Main Street between N Center Street and Jackson Drive is some of the oldest housing stock in the Village. These dwellings are well maintained and are built of quality construction. Some are owner occupied single family residences, while others have been converted into multi-family rental units. Over time, as the downtown corridor changes, some of the lower floors of these units may benefit from conversion to unique commercial spaces with residential and office space above to create a mixed-use corridor with a unique small town flavor. An existing Planned Unit Development (PUD) overlay provides flexible zoning regulations for this area.

Additional residential development may occur over time in the downtown and civic core area. Condominiums, apartments, and townhomes would all add the rooftops to allow for continued well planned growth and to provide customers for future commercial development.⁵

⁵ The term “retail follows rooftops” means that business owners want to know where they can find a sufficient amount of consumer spending and demand potential to meet the level of sales they deem necessary for their businesses to be successful. The “rooftops” refer to a defined geographical area within which the population would account for at least 70 to 80 percent of the retailer’s total sales, also known as the trade area. Higher density development puts more rooftops in a smaller geographic area, thus providing the potential customer base for new businesses.



DRAFT
Downtown & Civic Core Redevelopment Opportunities
 Jackson, Wisconsin

COMMERCIAL CONVERSIONS

- Unique local retail corridor
- Second floor office & residential
- Quality building inventory
- Convert as ownership changes to downtown oriented mixed use
- Potential future access to Jackson Park
- Enhanced wayfinding
- Streetscape & landscape improvements

VILLAGE SQUARE

- Adaptive reuse of historic downtown buildings
- Long term redevelopment sites
- Create destination with downtown uses/ farmers market
- Realign intersection

JACKSON RECREATION LOOP

- Neighborhood connections
- Paint on the street
- Youth, family, school and park connections
- Sense of place

JACKSON SCHOOL REDEVELOPMENT

- Catalytic downtown opportunity
- Mixed use commercial/residential at Main St
- Community space
- Historic reuse
- Development density transition
- Internal parking

DOWNTOWN "FOUR CORNERS"

- Commercial uses at each corner
- Prominent intersection/circulation route, north/south connections
- Reactivate available commercial
- Commercial activity node development
- Redevelop school site with new construction commercial & residential if school relocates
- Parking organization plan

REDEVELOPMENT PLAN RECOMMENDATIONS

The Village of Jackson Opportunity Analysis & Redevelopment Plan provides detailed recommendations based on an analysis of Jackson’s community assets and market drivers, current market opportunities, redevelopment site opportunities, and community characteristics. The Plan and recommendations focus on the area referred to as the Downtown & Civic Core. The reason for this is that the vast majority of sites with the highest potential for redevelopment potential are located in this geographic area. Additionally, this older part of the Village contains a large cluster of critical community assets such as Village Hall and Jackson and Hickory Lane Parks. The Downtown & Civic Core redevelopment opportunities graphic illustrates locations for specific areas of focus and bulleted recommendations for areas of focus in each. These locations and areas of focus are explained in more detail in the following sections.



Downtown Jackson embodies the community’s history and serves as Jackson’s civic and cultural core. To inject energy and development interest, residential and commercial development should be encouraged through careful planning. This will not happen automatically. The community will need to set the stage for redevelopment through direct public investment including select public projects, private-public partnerships, and the possible acquisition of key properties.

The overall goal of the Plan is to capitalize on the momentum underway with recent developments and identify opportunities to position redevelopment sites for short and mid-term action. These actions should focus on creating a vibrant, sustainable downtown and civic core with a mix of uses that complement and help to grow downtown businesses and increase downtown connectivity to community amenities – in particular Jackson Park, Hickory Lane Park, and the Jackson Area Community Center.

The value of new development near downtown could be greatly enhanced by public improvements and investment in public art projects, park enhancements, cultural event programming, physical infrastructure and connections, wayfinding, educational signage, and banners that thematically link



downtown and civic core businesses and public spaces. Public projects will need to be coordinated with private development and phased in so that they can connect with all available resources including environmental site assessment and cleanup funds to ensure maximum return on investment and success. Village of Jackson staff and elected officials will need to actively engage with property owners and developers to advance the projects.

Key redevelopment recommendations for the downtown and civic core are described in the following section and correspond with the Downtown & Civic Core Redevelopment Opportunities graphic. These recommendations focus on providing a sustainable mix of uses to

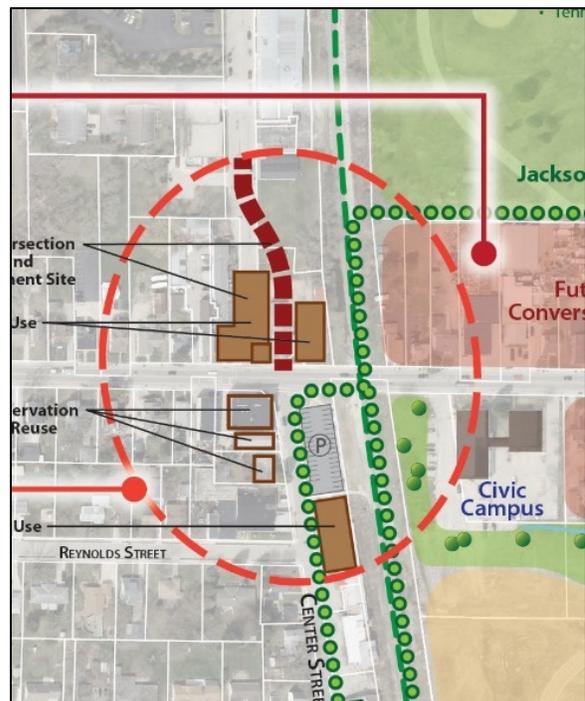


stimulate new investment – predominantly at targeted areas along Main Street – to help the Village grow its tax base, expand its portfolio of local businesses, revitalize underutilized properties, and enhance the sense of place and community connectivity. The following sections move from a broad view of the Study Area to more specific site recommendations, first describing the major redevelopment areas depicted in the Plan; and finally, identifying specific priority redevelopment sites and additional recommendations within the downtown and civic core of the Village.

Village Square

The Village Square recommendations represent high priority reuse/redevelopment opportunities at the western entryway to the downtown corridor intended to create a unique retail, civic, and events focused activity node. The recommendations concentrate development on the frontage along Main Street as well as the properties to the north and south along the east and west sides of N Center Street. This concept is intended to create a destination with downtown uses and a point of interest for Village residents and visitors to enjoy Jackson. Redevelopment at this location helps by providing locations for unique storefronts and activities to pull people off the linear Main Street corridor – giving passersby an intriguing reason to stop.

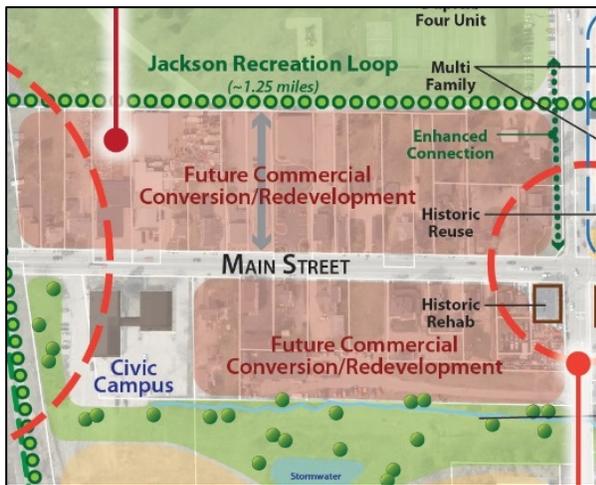
The redevelopment concept recommends building on the existing adaptive reuse of the historic Hoge and Gumm building – a highly visible landmark building in the village which has seen significant recent investment. Adding additional residential developments and commercial tenants to the area will provide both the customer base and the attraction to draw people in. Adding a few additional commercial opportunities for local shops, can provide more unique shopping opportunities and will take advantage of plentiful parking at the municipal lot along Center Street. Additional historic buildings south along Center Street present reuse/renovation opportunities to add mixed use commercial/residential buildings with character that reflects the history of the Village – some may require some restoration for adaptive reuse.



The northwest and northeast corners of Main and N Center Street present two opportunities for long term commercial redevelopment of new construction commercial properties. New commercial storefronts are opportunities to add street level restaurants, offices, and retail locations or enhanced facilities for existing business along the Main Street corridor. The reconfiguration of the intersection of Center and Main Streets as part of the concept will provide optimized vehicular traffic flow and safety enhancements for bicycles and pedestrians. To facilitate the implementation of the Village Square concept, Jackson staff and elected leaders will need to coordinate with property owners to understand their long-term interests and opportunities for mutually beneficial outcomes.

The municipal parking lot just east of Center Street on the south side of Main Street is highly visible and provides a key asset to program with robust activities such as farmer’s markets, craft fairs, popup markets, concert opportunities and more.

Main Street Commercial Conversions



The properties on the north and south sides of Main Street from approximately Village Hall to Jackson Drive are generally well maintained single and multi-family residences of quality construction and materials. The short-term use for these properties should be to continue their current uses as residences. Over time and as the market allows, there is an opportunity to fill in a commercial downtown area by converting these units to mixed use commercial/residential properties – the trigger for which may be when the sites go on the market.

The commercial conversion concept recommends that ground levels in this corridor be converted to commercial and office spaces over the long term to begin transitioning this critically important commercial frontage to a use more compatible with a main street commercial corridor. The conversions will serve to augment the more intense commercial development at the east and west end of Main Street and will provide the downtown experience for residents and visitors. The Downtown Main Street Corridor will also serve to stimulate travel between commercial nodes at the east and west ends of downtown by providing active uses and attractions for residents and visitors.



An example of ground floor commercial conversion

Capitalizing on these historic structures as unique assets will help define a strong sense of place and quaint attractive spaces for local artists, restaurateurs, and small business owners. Other small villages in southeastern Wisconsin and throughout the US have experienced great success

utilizing this creative method to cultivate a brand and identity for their small, but powerful commercial engines.



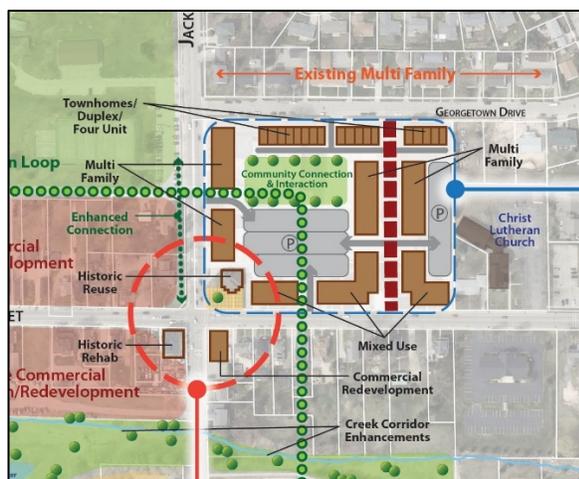
A recently conducted study by Economic Development Washington County (EDWC) has identified vacancy rates below 2.5% for office and commercial storefronts in several Washington County communities. While a low vacancy rate is a positive sign of a robust economy, it is also an important indicator that there is excess latent demand for additional retail and office spaces throughout the County. Simply put, there are not enough storefronts and offices to meet current demand. If the Village can identify opportunities to offer these types of spaces, there is a strong likelihood that there are tenants in search of space.

It is recommended to develop the short term, streetscape, landscape, and way finding enhancements aimed at defining downtown to develop a clear thematic and aesthetic foundation for the area, giving specific direction as redevelopment occurs. Important connections to the rest of the Village should be pursued to enhance connectivity and walkability such as pass throughs and pathway alignment for the Jackson Recreation Loop. Clear examples of these types of connections are indicated by the light grey lines in the Downtown & Civic Core Redevelopment Concept on page 12. Midblock pass throughs at the north side of Main Street to Jackson Park and at the Jackson School site redevelopment will provide direct access creating short distance and easily walkable connections in key areas of the corridor that link to the Jackson Recreation Loop.

Jackson School Redevelopment

The West Bend School District plans to develop a new elementary school to replace the existing Jackson Elementary School. Over the last several decades the school has seen multiple expansions and additions and the current space is not the best location for meeting the needs of a modern school. The current Jackson School site presents a catalytic redevelopment opportunity which may be capable of stimulating

a significant amount of investment in commercial mixed use redevelopment at the northeast intersection of Main Street and Jackson Drive.





An example of the reuse of a historic school house for loft apartments

adaptive reuse of the historic school house for a brew pub, coffee house, or restaurant which capitalizes on a historic asset as a uniquely Jackson feature, much like Coffeetown has done with the historic log cabin. The frontage along Main Street may offer commercial storefronts with small-to-medium sized street level commercial spaces designed for small businesses and



An example of the reuse of a historic school house for loft apartments

scale is in keeping with the two-to-three story character of the existing buildings in the area and the development may provide an appealing and attractive place for young professionals or retirees looking for the perfect balance between the access to amenities of urban living and the quaintness, safety, and friendliness of a small town. These apartments will provide roof tops and density to support new commercial enterprises along the Main Street corridor.

Parking at the site would be internalized to screen it from streetview on Main Street, but still provides an access point. This will help add to and enhance the Main Street corridor's fabric as a commercial thoroughfare. Development on the northside of the site may be less dense with structures such as townhomes and duplexes to provide a diversity of living accommodations and cultivate a calmer street edge along Georgetown Drive. The site also offers a small green space accessible to the public as a point of community connection. This community facility may

The concept may incorporate adaptive reuse of the historic school house and new construction on Main Street, Jackson Drive, and Georgetown Drive incorporating a blend of commercial and residential development. As the downtown's largest potential redevelopment site and a key anchor at the east end of downtown, the site presents an exciting opportunity to add valuable tax base and reposition the site for the future once Jackson School moves to a more appropriate facility for its needs.

Redevelopment of the school site can provide a unique

neighborhood convenience retailers. The concept may recommend one to two stories of residential above the commercial first floor with multiple high quality one-and-two bedroom apartment units. This



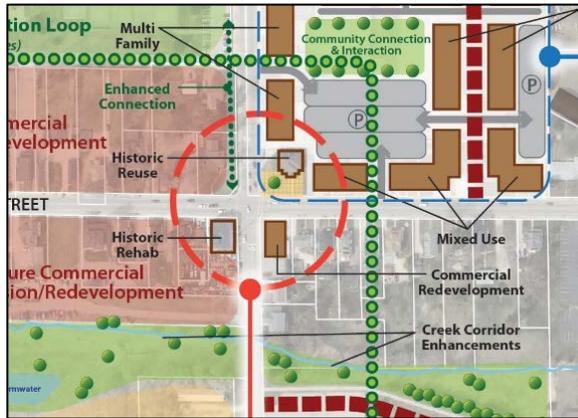
An example of new construction mixed-use development



Options for a public space at the conceptual Jackson Elementary School redevelopment site

be programmed as a community garden, a gazebo, arboreteum, or another type of gathering space for cooking out and socializing. The planned Jackson Recreation Loop would pass through the space, further enhancing non-motorized connectivity in the community.

Downtown Four Corners



The intersection of Main Street and Jackson Drive will play a pivotal role in creating an eastern development node intended to bookend the Village Square node to the west. It is recommended that all four quadrants of this intersection be used for commercial purposes – ideally dining or entertainment, building off the adaptive reuse of the historic Jackson School building. The proximity to the proposed Jackson School site redevelopment may provide a strong market and customer base living in the new residential developments there.

Near-term opportunities exist to reenergize the corner by pursuing a redevelopment project at the southeast corner of the intersection. Currently, the former Marathon gas station sits vacant at this location. This site provides an intriguing redevelopment opportunity to either adaptively reuse the existing building – as in the example photo above – or to clear the site for new construction. Ideally, a future development at the site may cultivate a unique experience and aesthetic using the former gas station as a dining establishment, but a clean site may provide a better opportunity for a use more closely tailored to the specific needs of the community. New construction would also allow build out to the lot line and corner, strengthening the intensity of development at this node like the structure at the southwest corner. Parking at this location is also limited meaning a new parking plan for the area would be recommended to ensure adequate parking within a reasonable walking distance.



An example of adaptive reuse of an old gas station for a restaurant



The building on the southwest corner of Main Street and Jackson Drive appears to have significant historic character and strong potential for adaptive reuse as a commercial establishment. Redevelopment concepts may consider a mix of second-story offices and apartments or utilizing the second floor to create a high ceilinged open concept like in the example picture to the left. Buildings with strong bones, historic significance, and industrial heritage are currently in high demand for commercial users seeking unique characteristics that are not possible to

recreate with the same authenticity and precision. Further, the building is built to the lot line along both Main Street and Jackson Drive, providing a strong street corner at an important intersection. The property itself appears to have adequate space for on-site parking along Jackson Drive, which may also accommodate parking needs for the user at the southeast corner.



An example of an adaptive reuse of a former auto repair garage as a restaurant

The northwest corner of the intersection is currently a single-family home with a substantial front and side yard setbacks. While there are no short to medium-term plans for redevelopment, the corner is an integral point for future commercial development along the Main Street corridor. The site can provide additional commercial frontage at the street side to help bolster the commercial activity in the area as well as provide opportunity for additional off street parking – an important consideration here as the state highway designation and width of the existing Main Street corridor prevent on street parking opportunities.



The Jackson Recreation Loop

The Jackson Recreation Loop is a near-term implementation project. The Loop is an approximately 1.25-mile looping trail that connects all the major assets, attractions, amenities, institutional, and recreational spaces in the redevelopment area via a looping on and off road trail system. It provides connections to existing trail networks and opportunities for future expansion to additional trail networks such as the privately developed public use trails in the subdivisions on the north side of the Village.

The return on investment of constructing this loop will be significant as a bicycle and pedestrian facility upgrade and as a community amenity for current and future residents.

It is recommended that the trail be constructed off-road where possible – such as in areas along the rail corridor, through Jackson Park, and north of the Jackson Area Community Center and on-road where the conditions and traffic levels are low. By taking the trail off-road and putting it on low traffic volume streets, the Loop will be highly functional and useable by all members of the Jackson community due to safe conditions and clear trail designations.



Safe routes for children to walk and bike to school and activity centers are key enhancements that positively impact a community's quality-of-life

As shown in the diagram above, the conceptual route for the Loop connects major existing residential neighborhoods with parks and schools. This route's alignment is intended to provide a safe and well known route for children and young families to walk or ride their bikes to the parks, school, and community center with peace of mind. By beginning to think about safe routes for children to bike and walk to school, the village is positioning itself to access state and federal funding for trail programs dedicated to encouraging biking and walking to and from school such as the Safe Routes to School Grant Program. The conceptual design for the route does not provide detailed recommendations for traffic calming and safety enhancements at the two Main Street (Highway 60) crossings – which will need to be carefully considered at the detailed schematic design phase. However, these crossings can be made



A high quality multi-use path enhances community connectivity

safe using proven safety enhancements and close coordination between the Village, County, and State. Additional consideration should also be given to providing a bicycle and pedestrian bridge or at-grade crossing to provide another connection from west to east along the Canadian National railroad corridor. This addition – while complex – would greatly enhance the east to west connectivity in the village on the south side of Main Street.

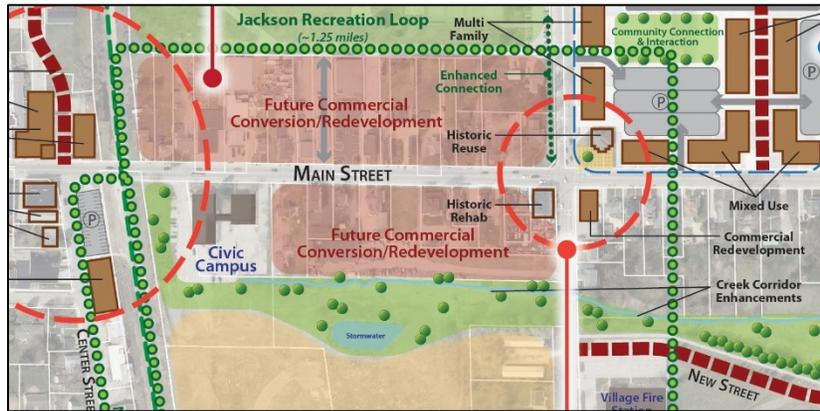
In addition to providing a transportation facility, an amenity like the Jackson Recreation Loop provides a critical designated recreation space for exercise and healthy lifestyle activities. These considerations are becoming critically important for communities to attract and retain residents looking for opportunities to recreate close to home within their communities. As shown, the conceptual route connects both major village parks – Jackson Park and Hickory Lane Park to existing and proposed residential developments.



Bicycle and pedestrian bridges provide connections in areas with specific challenges and opportunities such as rail corridors and busy streets

This alignment provides the opportunity for additional facility upgrades in the parks that are related to trail uses such as parkour equipment, disc golf, and ultimate Frisbee fields, to name a few. Similar trails are frequently used by those with an active lifestyle to bike or run to their activity such as a volleyball or Frisbee league as an opportunity for additional exercise or to avoid the congestion in the on-site parking facilities.

Landscaping and Streetscape Enhancements



To help beautify the corridor along Main Street and develop a theme in-line with the future vision for the area, the Village should undertake a planning exercise to create a landscaping and streetscaping master plan.

A master plan for the corridor may identify major and minor improvements and enhancements including:

- Sidewalk pavement enhancements
- Site furnishings enhancement
- Stormwater management strategies
- Street tree management/street tree planting
- Planting opportunities
- Enhancement of focal areas
- Identification of public art opportunities
- Material and furnishing alternatives

The master plan could then help guide the Village to determine the timing and to identify the necessary funding sources for proposed construction of planned improvements. This plan will develop a formalized methodology that can be used each fiscal cycle, over multiple fiscal years, and/or as redevelopment projects trigger larger improvement initiatives and projects. A master plan will also help the Village clearly identify the public and private responsibilities for landscaping and streetscaping improvements in the corridor.

Redevelopment of Potential Brownfield Sites

As a coalition member in the Washington County Site Redevelopment Program, the village is well positioned to utilize the SRP to bridge the resource gap, often a hurdle to making complex redevelopment projects happen. Brownfield redevelopment plays a critical role in not only promoting responsible land use, environmental stewardship, and tax base growth, but also creating a significant investment multiplier in the community.

While Jackson does not have many known or suspected brownfield sites, the majority of potential sites are concentrated along the oldest most historic section of the village along the Canadian National rail corridor, Center Street, and Main Street.

Many of these older industrial and commercial properties are nearing the end of their useful lives – putting them on the brink of redevelopment. Some of the existing uses may be inappropriate for the current conditions and future plans for the area.

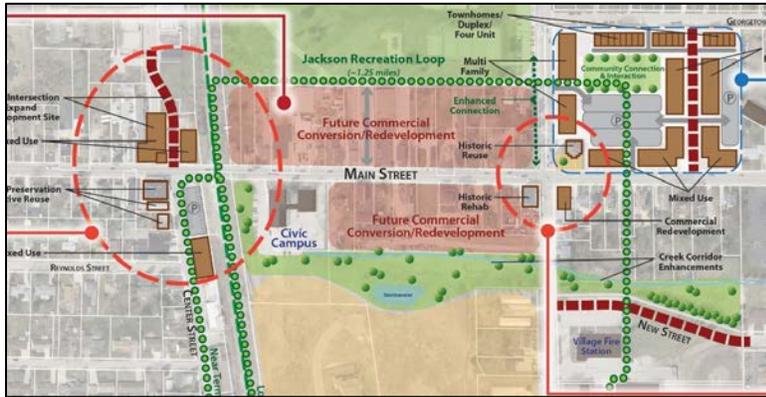


Often, due to the complexity and process, redevelopment projects take a significant amount of time and effort meaning it is never too early to begin planning and advancing redevelopment. The village may take a strong leadership role and work with their partners at the County Planning and Parks Department and Economic Development Washington County (EDWC) to advance redevelopment implementation.

By starting to address the brownfield considerations in the redevelopment area now, the community vision will be advanced.

Parking Enhancements and Organization

As a designated state highway, Highway 60/Main Street does not provide the option for on-street



parking. Given this constraint in overall parking options for downtown, it is critical for the village to develop a well thought out parking strategy for the redevelopment area to ensure adequate and affordable off-street parking for all new development and to accommodate an increase of visitors because of more commercial and entertainment offerings. A complete parking program

encourages village sponsored parking enhancements, encourages private investment in off-street parking, and fosters joint ventures to pursue shared parking where possible. There are several existing and potential sites for parking that can adequately provide the necessary increase in parking that development interest will bring. Additionally, investing in off-street pedestrian connections and wayfinding signage can better help residents and visitors connect with parking that may not be visible from points of interest, but are within an acceptable walking distance.



The enhanced parking facilities at N Center Street provide critical downtown parking and a space for events

IMPLEMENTATION

The following implementation recommendations are a summary of the key next steps to begin attaining outcomes in-line with the Plan's recommendations for the downtown and civic core redevelopment area. The projects listed are priority next steps that will provide measurable positive progress toward achieving the Plan recommendations.

Targeted Redevelopment Efforts:

1. Village Square

- Conduct property owner interviews with owners along N Center Street and Main Street.
- Interview farmers' market vendors to determine opportunities to relocate farmers' market back at the municipal lot in the future.
- Connect property owners interested in advancing redevelopment of their property with environmental assessment resources through the Washington County Site Redevelopment Program.
- Work with the Village Engineer to determine a schematic realignment of Center Street to create a safer intersection.
- Develop a conceptual plan for a Village Square to help guide future development efforts in the area.
- Identify one to two opportunities to program events at the municipal parking lot over the summer of 2017.

2. Jackson School Redevelopment

- Initiate a dialog with the West Bend School District to determine their future plans for Jackson School and school district property.
- Develop a detailed site redevelopment concept for the property to determine use mix, developable acreage, and redevelopment project costs. A reuse concept will also help position the site to market to potential developers.
- Conduct developer interviews to determine the viability of a project at the site.
- Create a tax increment district to support infrastructure and public improvement projects related to the redevelopment and other Four Corners initiatives.

3. Main Street Commercial Conversions

- Create a property inventory for the main street corridor that identifies use, occupancy, and current conditions to help aid long-term efforts for commercial conversions.
- Discuss redevelopment and reuse opportunities with existing commercial property owners in the corridor.
- Develop a long-range master plan for the corridor.
- Adopt the long-range master plan as an amendment to the Village's comprehensive plan to codify the long-term change of use.
- Reconcile the future land use map in the comprehensive plan update with the future conversions to commercial and mixed use.
- Review the existing planned unit development zoning classification for the corridor to determine if it meets the current and future needs of the Village as currently written.

4. The Jackson Recreation Loop

- Update the Village's Parks and Open Space Plan
- Identify the Jackson Recreation Loop as a priority development project in the updated Parks and Open Space Plan to position the project for state, federal, and private funding opportunities.

- Develop schematic design concepts and cost estimates for the development and construction of the Jackson Recreation Loop
- Coordinate with the County to advance the inclusion of the Jackson Recreation Loop in future bicycle and pedestrian planning and development efforts at the county level.
- Work with the county to discuss the future plans to extend the Eisenbahn State Trail to the Village and how the route can best be planned to connect to the Jackson Recreation Loop.
- Advance discussions with the Canadian National to explore the opportunity to use excess railway right-of-way for a portion of the Jackson Recreation Loop.
- Identify potential funding sources for trail design and construction such as Safe Routes to School and the WisDNR administered Recreational Trail Act Program.

5. Downtown Four Corners

- Conduct property owner outreach to determine the current and future plans of property owners at the quadrants of the intersection of Main Street and Jackson Drive.
- Explore the opportunity to utilize County Site Redevelopment Program funds to conduct phase I and/or II analysis of redevelopment sites that may advance through private sector acquisition.
- Meet with the West Bend School District to determine the future plans for Jackson School and the existing Jackson School property.
- Develop a conceptual site plan for the quadrants to show detailed future development potential.
- Engage the development community to test interest in any sites that are currently on the market or with owners expressing an interest in advancing redevelopment opportunities.

Redevelopment Focuses:

1. Landscaping and Streetscaping Improvements

- Enhance “sense of place” and establish downtown as a distinct destination through updated street amenities, wayfinding signage, art installations, gateway or arrival features, and pathways with interesting scenery.
- Determine potential for off street trail along the environmental corridor behind village hall and north of the Cranberry Creek Apartments.
- Develop a streetscape master plan for Main Street from Center Street to Jackson Drive.
- Implement additional landscaping projects as new development occurs.

2. Potential Brownfield Sites Redevelopment

- Update the inventory of known or potential brownfield sites in the redevelopment area annually.
- Identify known or potential brownfield sites in the redevelopment area that are ready for phase I or II assessment and connect with resources from the Washington County Site Redevelopment Program.
- Identify and inventory additional brownfield sites throughout the village. Provide these sites to the Washington County Site Redevelopment Program to add to the county-wide inventory.
- Continue to participate as a Washington County Site Redevelopment Program coalition member.
- Develop a checklist of redevelopment steps for known or perceived brownfield sites and adopt the checklist as a formal tool the village uses to help guide redevelopment and identify resources to bridge resource gaps.
- Create a village brownfield redevelopment toolbox as a resource for prospective developers and the community to connect with necessary resources for redevelopment projects.

3. Parking Enhancements and Organization

- Develop a parking plan to guide future development sites
- Determine if existing parking regulations need to be amended to fit the future parking needs of the corridor.
- Develop a signage program for the existing public parking to help direct residents and visitors to current parking opportunities.
- Conduct a survey of existing parking in or near the project area to determine overall count and distances from key destinations.

This Plan, will be adopted by the Village as part of the Comprehensive Plan update or through a resolution as an official plan for advancing redevelopment efforts in the general area and at the specific identified redevelopment sites. The following Implementation overview outlines a number of specific programmatic recommendations that may help guide redevelopment planning and implementation, including the establishment of new organizations or expansion of existing programs inclusive of the following specific actions:

1. Create a permanent implementation Project Management Team (PMT) to guide the redevelopment recommendations and initiatives in this plan document.
2. Develop an implementation framework complete with a detailed list of projects, subtasks, timing, partners, and resources to help guide and manage the PMT's implementation efforts.
3. Explore the possibility to strengthen the reach and membership of the Greater Jackson Business Alliance by working to secure the resources needed to fund an organization similar in mission and capacity to a chamber of commerce to advance businesses initiatives in all sectors of the local economy. The Alliance could play a role in helping to recruit new commercial and industrial businesses as well as to promote business opportunities in the Village to a broad audience, as well as lead other marketing, branding and programming efforts for the commercial areas along the Highway 60 corridor.
4. Develop design standards for the Main Street corridor –primarily for the area from Center Street to Ridgeway Drive to set the benchmark for what renovations, redevelopment, and new development in the corridor should strive to create. The existing Planned Unit Development (PUD) along the corridor contains a starting point for development of these standards, but should be revisited, reviewed, and revised accordingly to ensure a clear design direction matching the Village's vision for its top priority commercial area.
5. Develop a strategy to secure brownfield assessment funds through the Washington County Site Redevelopment Program as properties known to be or suspected to be brownfields garner redevelopment interest to ensure access to funding for phase I and II environmental assessments. Accessing grant funds through the program is essential to lowering the costs for development and advancing redevelopment. To ensure redevelopment occurs quickly and effectively all resources the program can provide or help direct should be utilized to the maximum effect.
6. Consider specific incentives to help recruit businesses to commercial nodes in Jackson and get them established by partnering with Economic Development Washington County (EDWC) and local lenders.
7. Explore the creation of a placemaking program that engages local artists, parents, and youth in activities such as arts/beautification projects and service opportunities aimed at capturing the spirit of Jackson – especially in the downtown and civic core and parks.

Existing organizations from the public, private and non-profit sectors should be consulted in the formation of specific programs, policies, organizations, and initiatives outlined above, and may include the following:

1. Engage local non-profits in public arts and events planning.
2. Consult public bodies such as the parks and recreation department, and expand upon momentum of other village supported and/or sponsored initiatives such as Action in Jackson, the Sprecher Traveling Beer Garden, recreational sports leagues, and the farmer's market.
3. Grow the Greater Jackson Business Alliance's role in promoting the village and continuing to sponsor events to attract development interest.