

**\*\*\*ATTACHMENTS\*\*\***



# Jaycee Park Master Plan

Sheboygan, Wisconsin

DRAFT EXECUTIVE SUMMARY DOCUMENT  
NOVEMBER 17, 2020





▲ Photo source: GRAEF (above and cover)

# Letter from the Superintendent

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The Jaycee Park Master Plan has been prepared to provide the City of Sheboygan a valuable aid in continuing efforts to meet recreation needs for the community. Jaycee Park has been a significant part of the City's Parks and Recreation since it was first purchased by the City in 1943. Since then the park has gone through many changes and has been used by the community in different ways. City Public Works Staff along with the Board of Marina, Parks and Forestry, realize that the park has a great potential for many uses and partnerships and that a road map was needed to guide the City in the future development of the park.

To achieve the goals of this plan the following items were completed:

- Sought external consultant
- Established a city working committee
- Developed a transparent process
- Assessed past and current park use
- Identified future needs and improvements
- Facilitated community engagement
- Defined capital improvement budgets
- Identified potential phasing implementation Strategies

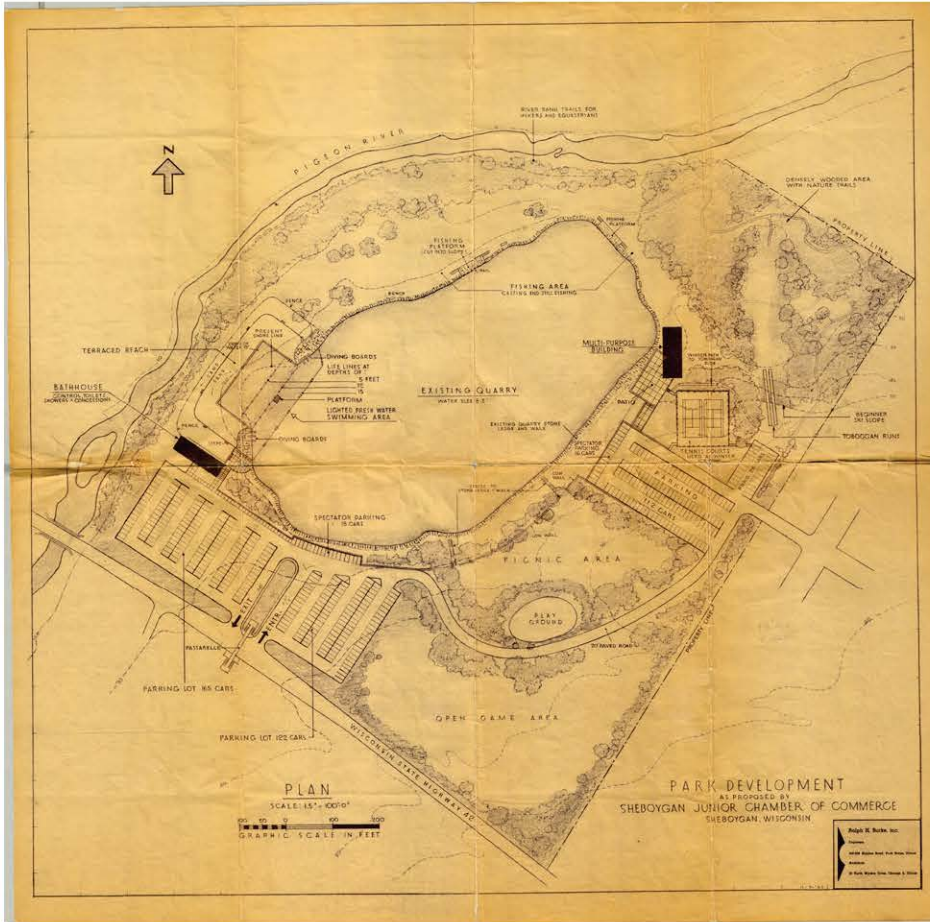
The new Master Plan will create a strategic blueprint that provides specific, tactical recommendations to lead a full realization of this marvelous resource.

**Joe Kerlin**

Superintendent of Parks and Forestry

# Park Origins

## A History Rich with Ambition



▲ 1963 plan for Jaycee Park by Ralph H. Burke, Inc.

The land that is now Jaycee Park was purchased by The City of Sheboygan in **1943** from the former Roth Building and Supply Co. which had operated the quarry in conjunction with a lime kiln. The City used the land as a fill site until **1963**, when the design firm Ralph H. Burke, Inc. was engaged by the Jaycees to develop the 37-acre site as a Recreation Park at a cost of approximately \$560,000.

Endorsed by Sheboygan Common Council, the new park was intended to fulfill the need for a swimming area, create additional park space to compliment Evergreen Park and to provide winter recreation facilities for the Community. The proposed development garnered community-wide interest and additional support from the Farmers' and Sportsmen's Conservation Club, the Knights of Columbus and the Skihasen Ski Club. The proposed plan included a controlled swimming area with a beach, bathhouse, water slide, and diving boards; fishing platforms; picnic areas; nature trails; exercise stations; a beginner ski slope and toboggan runs; tennis courts to be used in winter for ice skating; a playground; an open game area; and a multi-purpose building with 150-person capacity and parking for 300 cars. Construction of the swimming area was scheduled to be complete for the **1965** season.

An ambitious **1982** plan by the firm Leisure Concepts and Design proposed a \$2.6M aquatic center with wave-action swimming pool, boating and three-hundred-foot water slides with anticipated attendance of 45,000-69,000 people annually. The plan anticipated that revenue generation would more than pay for the cost of the improvements. While City of Sheboygan's Common Council's Public Works Committee and Board of Park and Forestry

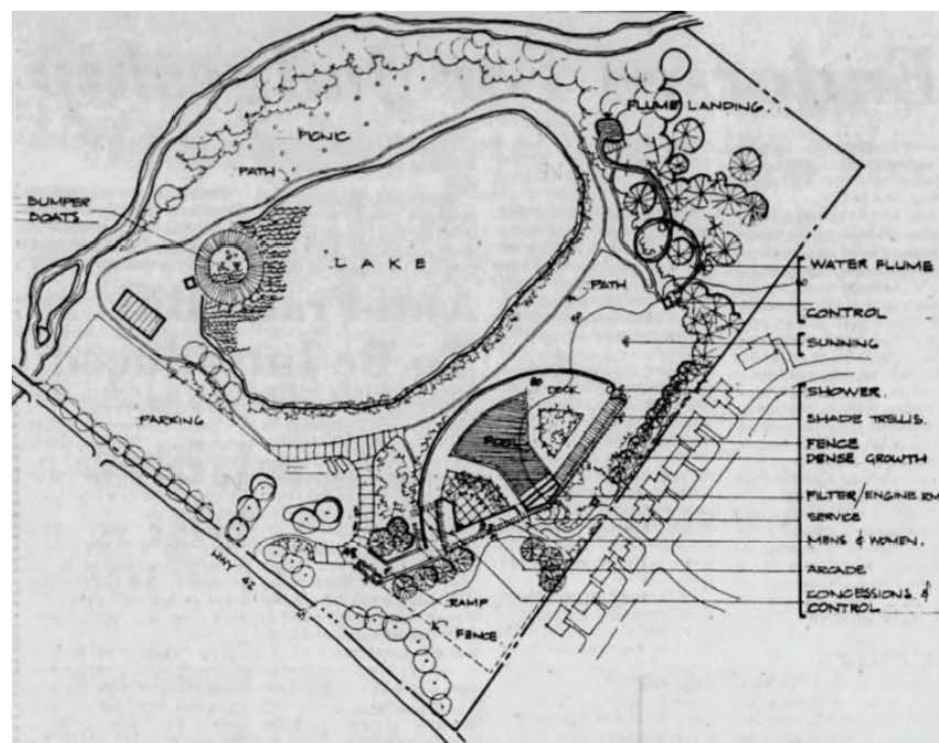
Commissioners initially voted to move forward with the proposal, Sheboygan’s Capital Improvements Commission ultimately delayed implementation indefinitely over funding concerns.

In **1988**, Jaycee Quarryview Center was built as a renovation to the original 1960s bathhouse. The Jaycees donated \$52,000 toward the updated structure, which to this day provides a year-round recreation facility for the park and includes a 100-person occupancy hall, concessions, bathhouse and lifeguard room. The building was gifted to the City of Sheboygan from the Jaycees in **1989**. In **1992**, an 18-hole disc golf course designed by John Adler was built in Jaycee Park, featuring both open and wooded conditions within variable terrain and views of Quarry Lake. The course has proven to be quite popular and has since expanded to twenty-holes. In **2013**, operation of Quarry Beach and recreational activities was turned over from the City of Sheboygan to Empire Recreation Management, LLC.

In **2017**, EOS (ee-os) Surf Shop, in partnership with the City of Sheboygan, became owner and operator of Quarry Beach Adventure Park and Water Sports, which has provided a safe way for families to enjoy the lake within a controlled environment. In addition to the water park, EOS provides canoe, kayak, Stand-Up-Paddle (SUP) board rentals for use on the lake.

In January of **2020**, the City of Sheboygan Department of Public Works hired GRAEF to draft an updated Master Plan for the park based upon both current and future needs of the Community. The Master Plan provides specific, tactical recommendations that enable full realization of the park’s potential as both a local

and regional recreational destination. The plan is intended to be a working document that provides phased implementation of proposed improvements in response to both current and prospective needs, while providing enough flexibility to accommodate unanticipated needs as they arise in the future.



▲ 1982 plan for Jaycee Park by Ralph H. Burke, Inc.

# Methodology

## Inventory, Analysis, Engagement, & Design

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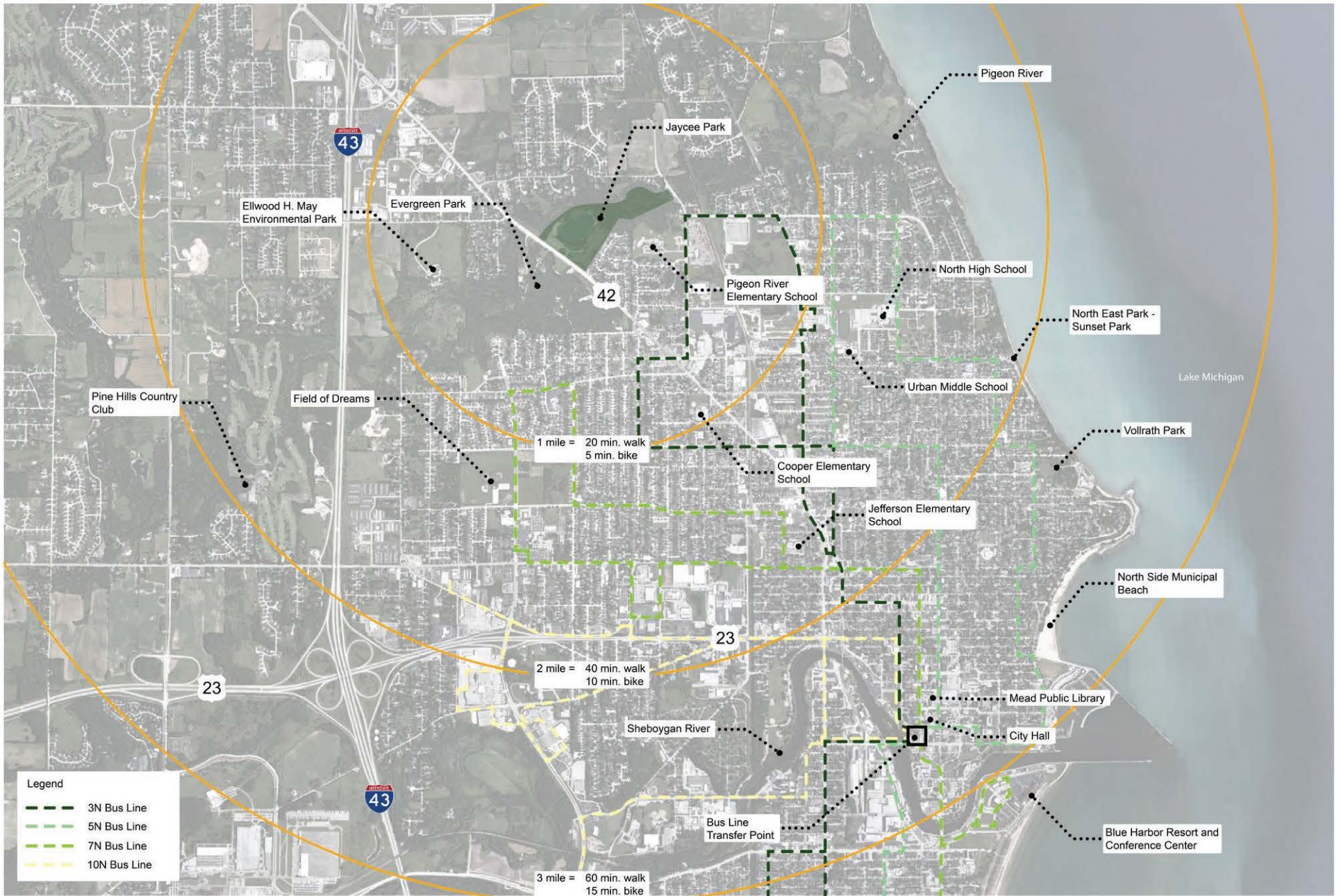
The design process included a comprehensive inventory and analysis of existing conditions, engagement with a City appointed Steering Committee, a Stakeholder Group representing a wide range of park users and the general public to garner input and generate enthusiasm for improvements proposed in three different options for the park. The input received ultimately resulted in the generation of a single consensus plan representing the most highly valued aspects of each of the three alternatives. The final plan not only reflects the needs and desires of the City of Sheboygan's Department of Public Works, but the Community as a whole.

GRAEF, with assistance from City of Sheboygan's Department of Public Works (DPW), gathered and reviewed current and historic data associated with the park including the site's physical character, park uses and users, geographic and programming relationships with other public destinations within the area, funding opportunities and operational partnerships.

## Site Context

Jaycee Park is prominently located at the northwestern entrance into the City of Sheboygan at 3401 Calumet Drive, across from Evergreen park and along the Pigeon River. With the Pigeon River forming its northern edge, a centralized lake with surrounding limestone bluffs, and expansive woodland and wetland areas, the park is one of the most geographically diverse public open spaces within the City and surrounding area.

The Pigeon River is a tributary of Lake Michigan and serves as an important ecological and recreational corridor. The river serves as an anadromous migration route and spawning grounds for Steelhead Trout from Lake Michigan during periods of higher water levels and therefore plays an important role in the enveloping riparian ecosystem while providing a unique regional fishing attraction. Canoeing and kayaking are also popular recreational activities when water levels allow but occasionally require portaging less navigable sections of the river. Both sides of the river are within Jaycee Park at the park's SW corner but access it limited along the river's north side due to steep topography along Calumet Drive.

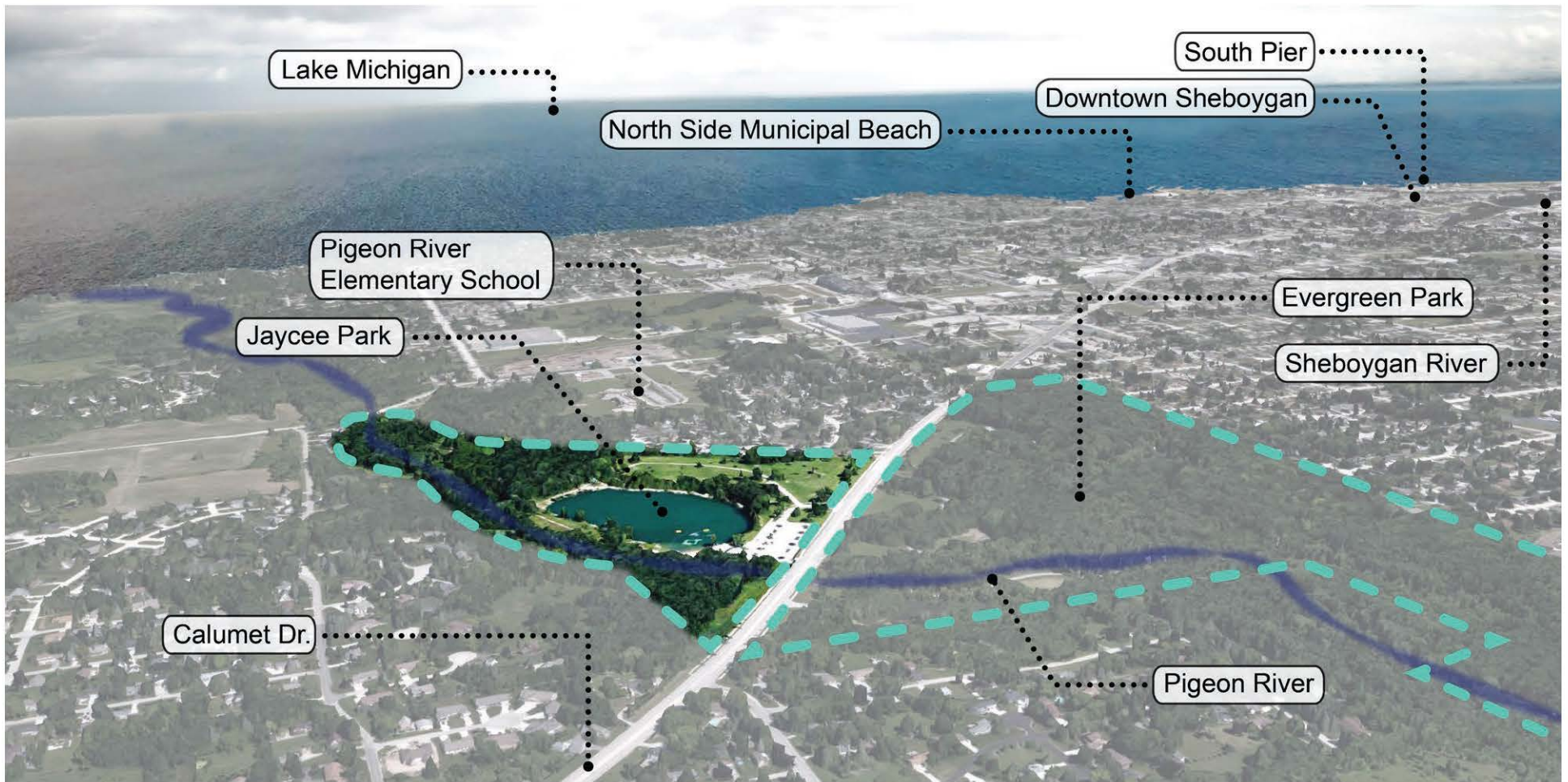


## REGIONAL CONTEXT

The river continues to form the northern edge of the park as it flows east toward Lake Michigan. Not only does the river serve a multitude of both active and passive recreational activities within a unique riparian habitat, it also serves as a geographical conduit providing uninterrupted connectivity between many other public open space destinations, including Maywood Environmental Park, Evergreen Park and Pigeon River Parkway, which in turn provide access to

surrounding neighborhoods, business and civic destinations.

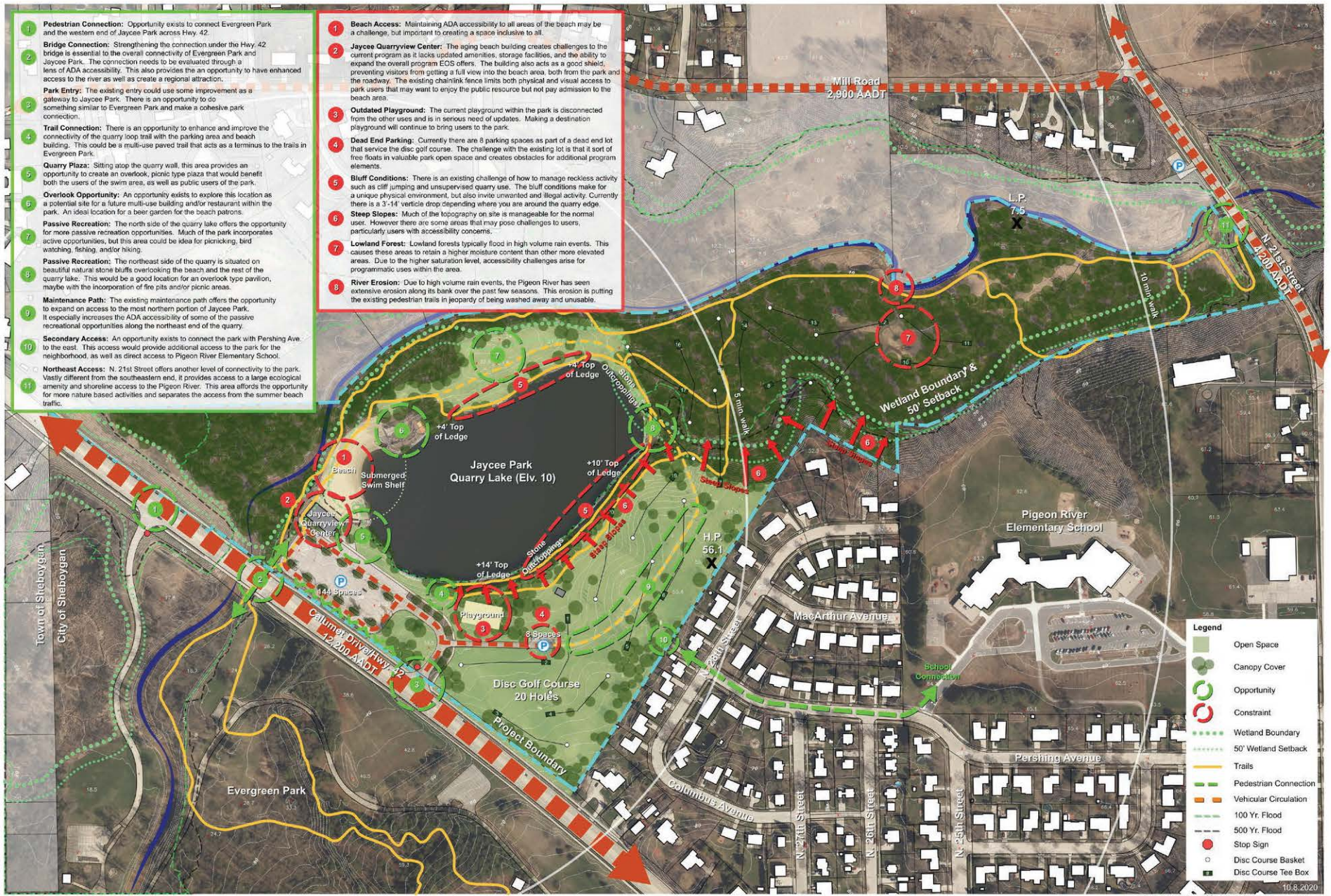
While the park is within walking distance of many public destinations and surrounding neighborhoods, it is also less than a twenty minute bike ride to Vollrath park along the Lake Michigan shoreline via Eisner Avenue, 8th Street and North Avenue.



SURROUNDING AREA & CITY OF SHEBOYGAN LANDMARKS



EXISTING CONDITIONS



## OPPORTUNITIES & CHALLENGES

# Inventory & Analysis

GRAEF, along with City of Sheboygan’s DPW staff, conducted a site walk-through to better understand how the site is currently being used and potential uses that have yet to be realized. A photographic inventory was performed to supplement the existing data provided by City of Sheboygan’s DPW. All of this information was synthesized into a single composite plan that GRAEF analyzed to identify opportunities and challenges associated with the site’s existing conditions. The following pages contain a summary of these observations.



**Pedestrian and Bicycle Connectivity:** An underpass condition below Calumet Drive/Hwy 42 along the Pigeon River provides safe passage between Evergreen Park and Jaycee Park for pedestrians and cyclists. A dead-end condition at the terminus of Pershing Avenue provides an opportunity for a secondary entrance from the neighborhood immediately east of the park for those on foot.



**Park Entry Experience:** The existing park entrance is understated due to obscured views of the Pigeon River, Quarry Lake, beach and unique limestone bluffs. Selective clearing of existing vegetation would provide framed views of the park, thereby elevating the entry experience and visitors’ first impressions of this regional destination. Moreover, Jaycee Park, flanked by Evergreen Park, serves as the Northwestern gateway into the City of Sheboygan from Highway 42 which makes visibility of this amenity even more important. Enhanced entry signage at the southwestern entrance along Calumet Drive/Hwy 42 and at the northeastern entrance along Mill Road would help reinforce the Park’s identity and improve way-finding around the Park’s perimeter.



**Trail Enhancements:** There is an opportunity to improve the quality, hierarchy and connectivity of trails within the Park. A wide, paved, multi-use loop trail around Quarry Lake would provide a unique experience within the park unlike anything else in the City. This loop trail would also provide better service access around the park for maintenance vehicles. The underpass below Calumet drive provides a safe and uninterrupted connection between Jaycee Park and Evergreen Park, but enhancements to the trail on either side of the road are necessary to fully capitalize on the synergy between activities shared between these two parks. People accustomed to biking in Evergreen Park because of the quality of its trails could extend their excursion to include a loop around Quarry Lake.



**Perched Views:** The bluffs created as a result of former mining operations provide opportunities to capitalize on panoramic views of the lake and surrounding park in the form of new park structures, overlooks, picnic areas, council rings and camp sites.



**Passive Recreation:** With extensive woodland, wetland and access to the Pigeon River, the northeast side of the park offers an opportunity for more passive recreation opportunities within a natural setting including picnicking, bird watching, fishing, hiking and geo-caching. With such a diverse range of possible experiences, Jaycee Park provides an opportunity to enjoy outdoor recreation in myriad ways.



**Quarry Lake:** The lake is a result of excavated limestone associated with former quarry operations. Naturally-filtered groundwater continues to feed the Lake, resulting in consistently fair to good water conditions.



**20 hole frisbee golf course:** The course is one of two in The City of Sheboygan and presents a regional attraction for the park. With 20 holes, there is flexibility to potentially re-purpose two of the holes for another desired use.



**Beach Access:** Providing ADA accessibility to all areas of the beach may be a challenge, but it is important to creating a space inclusive to all.



**Jaycee Quarryview Center (beach house):** The aging building creates challenges to the current water park uses as it lacks updated amenities, storage facilities, and the ability to expand the overall program that the lessee EOS wants to offer. The main hall has an occupancy of 100 people but is underutilized. The concessions area has limited functionality and the bathrooms are undersized and in poor condition. The building also obscures views to the beach, both from the park and the road.



**The existing chain link fence** along the northwest side of the parking and connecting to Jaycee Quarryview Center limits both physical and visual access to park users that may want to enjoy the public resource without paying admission to the beach area.



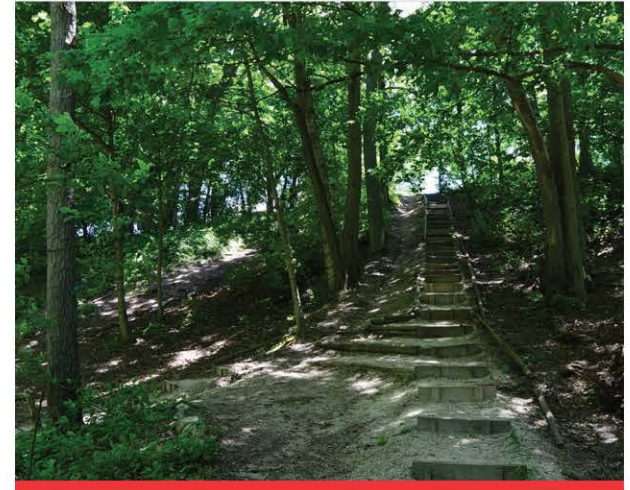
**Outdated Playground:** The current playground within the park is disconnected from the other uses and needs updating to improve functionality and safety. Making a destination playground will serve as another attraction to bring users to the park.



**Dead End Parking:** Currently there are 8 parking spaces as part of a dead end lot that only service the disc golf users and encroaches upon valuable open space that could otherwise be used for additional park programming.



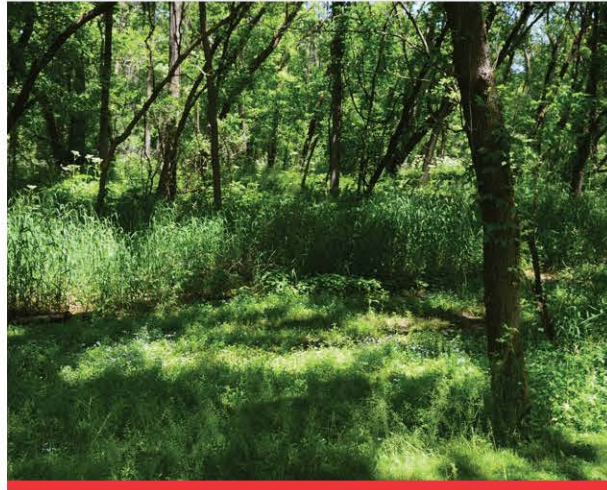
**Bluff Conditions:** The bluffs that were created as a result of former quarry operations contribute to a unique physical environment but significantly limit physical access to the lake. The bluffs surround approximately 80% of the lake with a vertical drop ranging between 3' and 12'. The vertical edge condition poses a risk to park users and raises liability concerns associated with unwanted and illegal activities such as cliff jumping. Due to the liability concerns, access to the lake during spring, summer and fall is only allowable through paid use of the water park and rental operations.



**Steep Slopes:** Much of the topography on site is manageable for the average user. However, there are some areas that present significant challenges to less physically able users. A concrete wall constructed to retain the steep slope between Calumet Drive and the park obscures views of the parking lot but also limits visibility of the park from the road.



**Pedestrian Underpass:** The pathway below Calumet Drive allows safe passage between Evergreen Park and Jaycee Park but the slope of the path exceeds ADA requirements and is therefore not as usable as it could be.



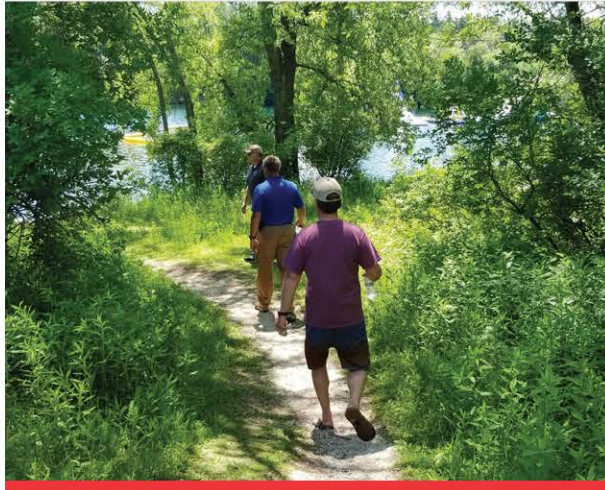
**Lowland Forest and Wetland Area:** Lowland forests typically flood in high volume rain events. This causes these areas to retain a higher moisture content than other more elevated areas. Due to the higher saturation level, accessibility challenges arise for programmatic uses within the area.



**River Erosion:** Due to high volume rain events, the Pigeon River has seen extensive erosion along its bank over the past few seasons. This erosion is putting the existing trails in jeopardy of being washed away and unusable.



**Vegetation:** While the ecology within the park is diverse, significant overgrowth obscures views to the lake and other park amenities which compromises visibility from Calumet Drive and safety associated with natural surveillance of those areas currently hidden.



**Trails:** The majority of existing trails within the park are narrow “single-track” dirt paths that are under-maintained and therefore underutilized, especially by less physically able people. Very little hierarchy is present within the trail system which makes prioritization of use and maintenance difficult to determine. Biking used to be a more popular activity within the park, but conflict between cyclists and pedestrians along the narrower trails has become an issue.



**Eastern entrance:** The entrance into Jaycee Park from Mill Road is safer with far less vehicular traffic than Calumet Drive, but is not clearly demarcated.

## Community Engagement & Preliminary Design

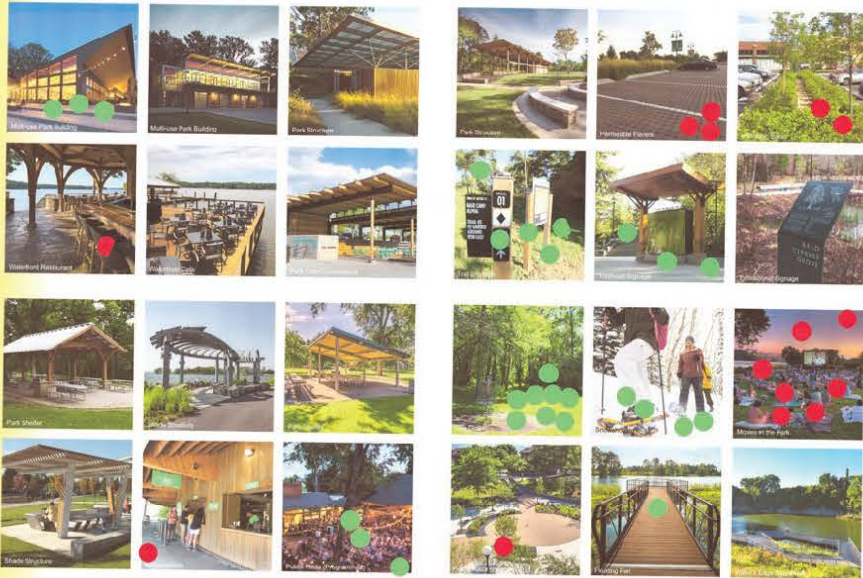
GRAEF facilitated a series of community input sessions to garner feedback and generate enthusiasm for improvements proposed in three preliminary options for the park based upon observations made during the team's analysis of the site. The input sessions involved meetings with a City appointed Steering Committee, a Stakeholder Group representing frequent users of the park, and the general public. The options were diagrammatic and intended to generate thought on the location and scale of possible program elements and how those elements related to one another.

While in-person attendance at these engagement sessions was limited due to COVID-19 social distancing requirements, attendees were given an opportunity to provide input on their preferences and City of Sheboygan's DPW posted content shared during each meeting on their website to provide opportunity for additional feedback.

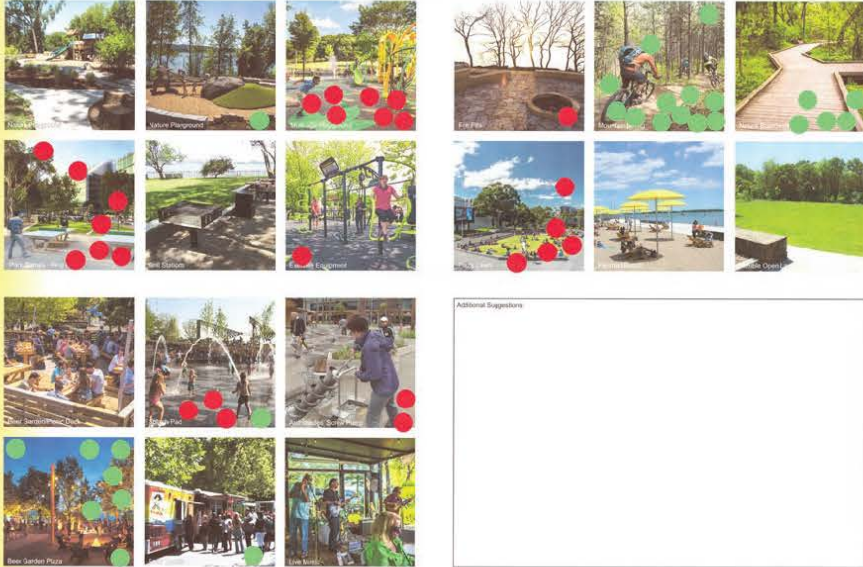


▲ Stakeholder and public input sessions took place in August 2020. Photo credit: GRAEF

Program Precedents



Program Precedents

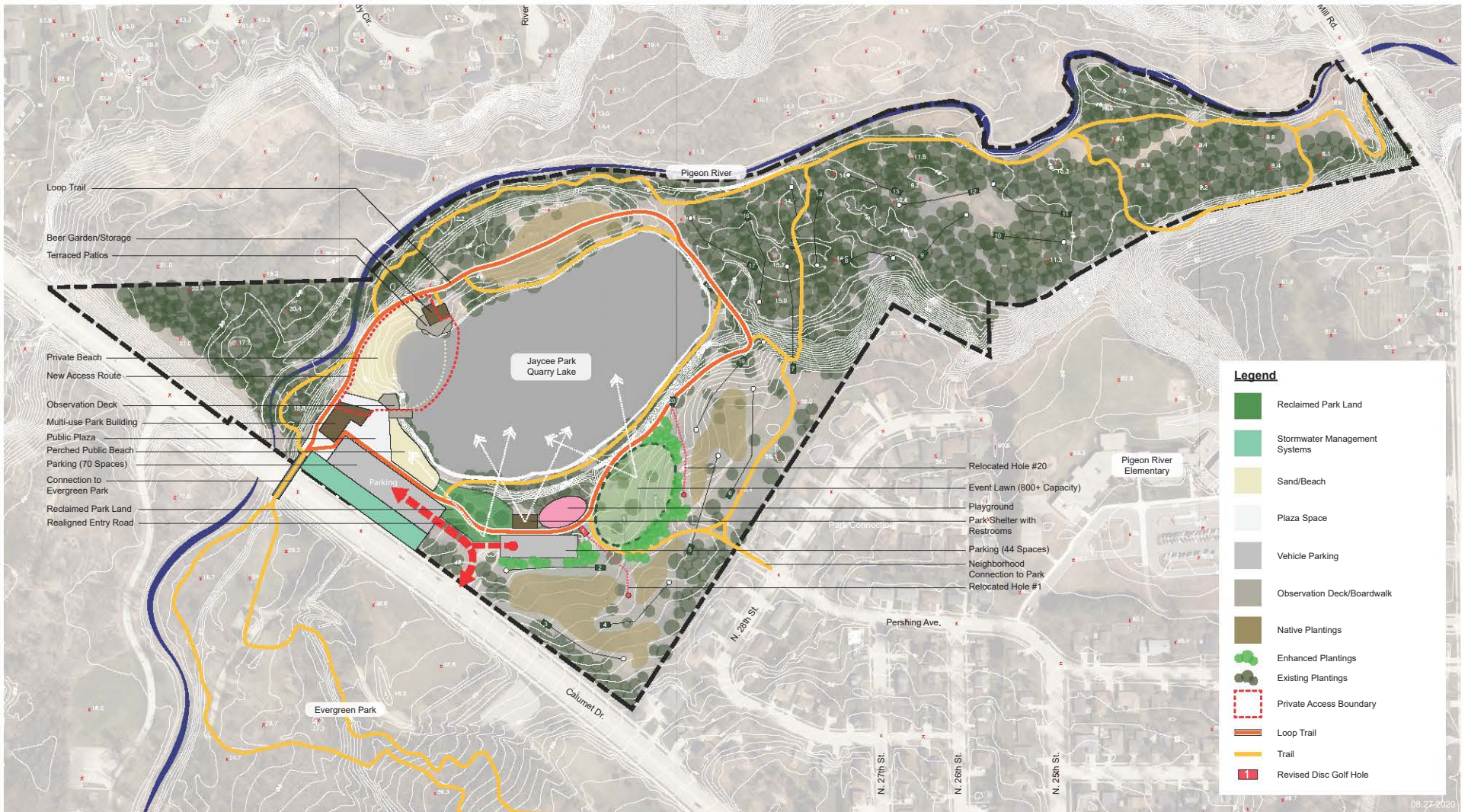


Additional Suggestions



▲ Stakeholders placed dots on precedent images that they did or didn't like during the input sessions.

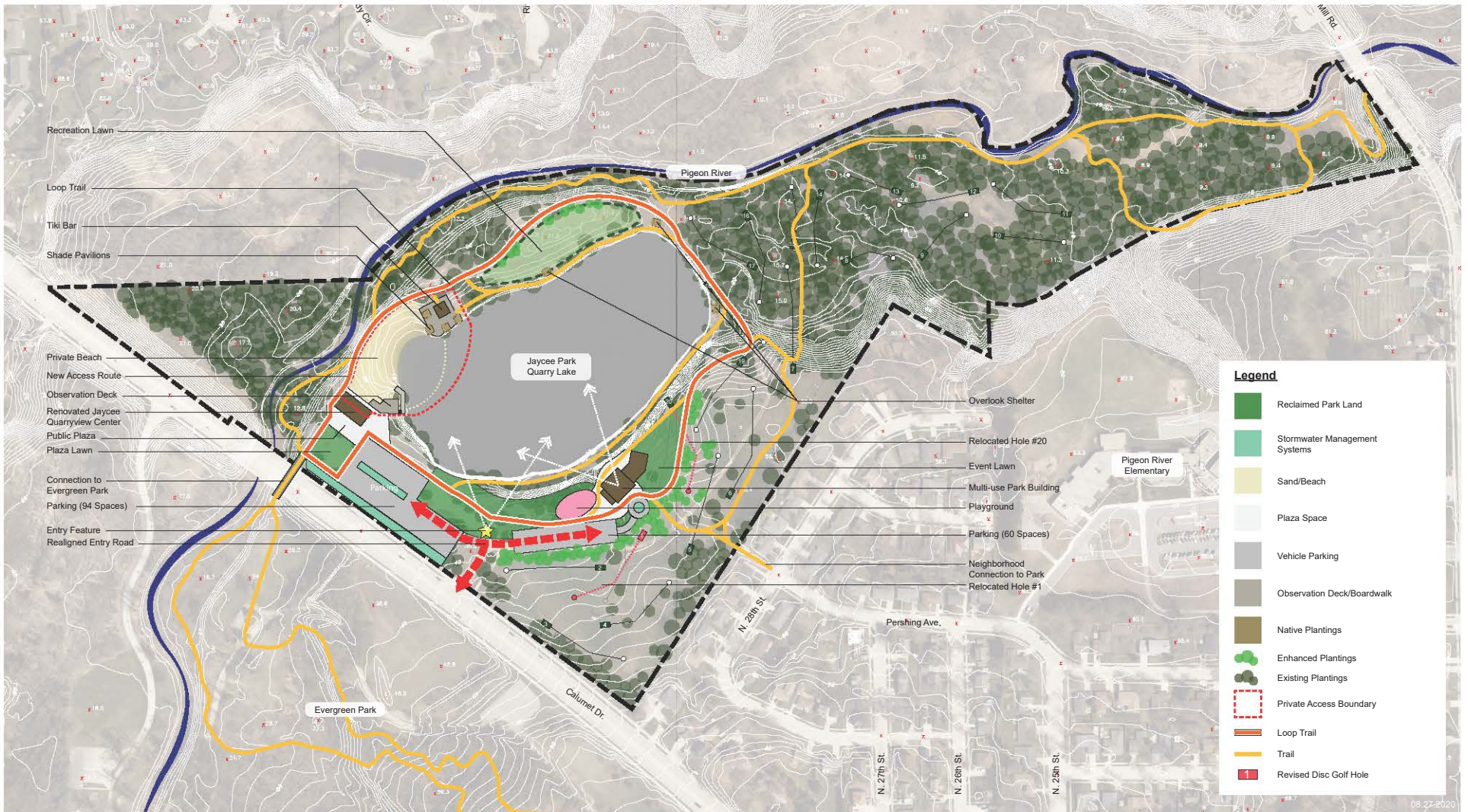
▲ Stakeholders and Steering Committee member gave feedback on preliminary park design concept alternatives



## JAYCEE PARK CONCEPT ALTERNATIVE #1

- » New multi-use park building with plaza space to replace the outdated Jaycee Quarryview Center.
- » Expanded waterfront experience.
- » Perched Beach.
- » Paved multi-use lake loop trail.
- » New playground to replace old playground at SE corner of lake.

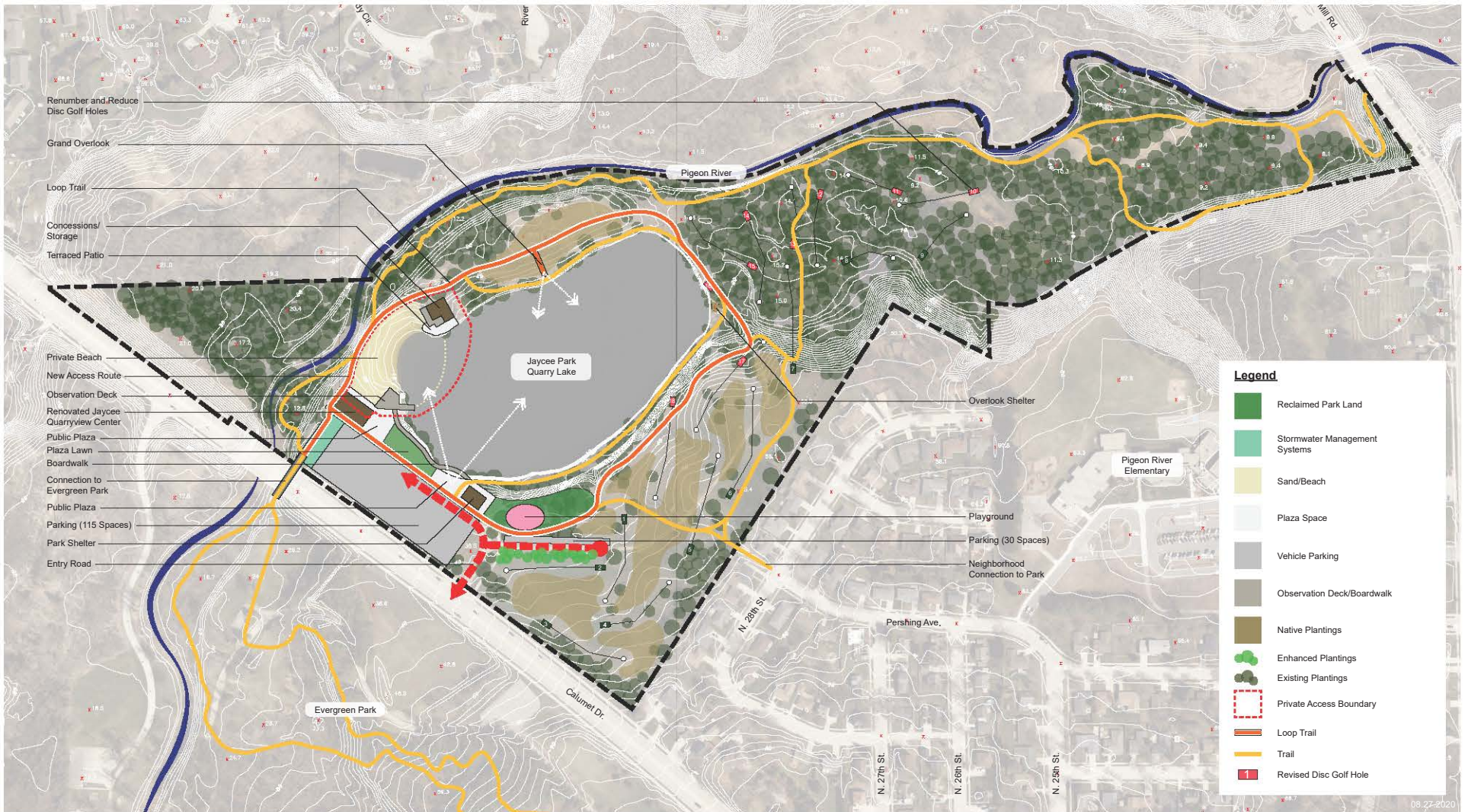
- » Large flexible lawn for recreation and events along east side of lake.
- » New open-air shelter with restrooms at SE corner of lake, near open lawn and playground.
- » Beer garden and storage area with terraced patios at north end of pay-to-access beach (in former water slide location).



## JAYCEE PARK CONCEPT ALTERNATIVE #2

- » Renovated Quarryview Center for enhanced beach and water park experience.
- » New “lodge” building along SE side of lake with beer garden and flexible lawn for recreation and events.
- » New playground adjacent to lodge building
- » Tiki bar with shaded huts at north end of pay-to-access beach.

- » Paved multi-use lake loop trail.
- » Large flexible recreation and events lawn along NW side of lake.
- » Overlook shelters at west end, northwest corner and northeast corner of lake.



### JAYCEE PARK CONCEPT ALTERNATIVE #3

- » Renovated Quarryview Center for enhanced beach and water park experience.
- » New park shelter at south end of lake.
- » Waterfront boardwalk along south shore of lake between renovated beach house and new park shelter.
- » New concessions area at north end of pay-to-access beach with terraced patio into water.

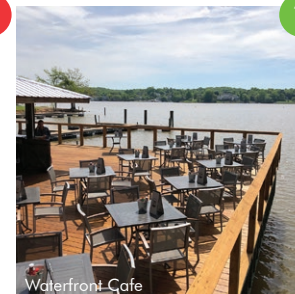
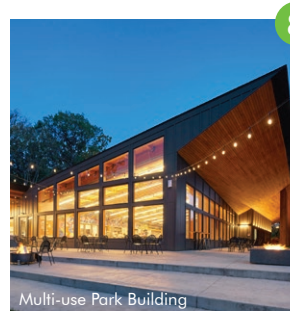
- » Paved multi-use lake loop trail.
- » Overlook at NW side of lake.
- » New playground to replace old.
- » Stormwater detention area/rain garden at west end of beach house parking area.

# Precedent Imagery Community Feedback Activity

One of the activities used at the stakeholder and public input sessions was an imagery preference activity. Rather than presume more detailed design solutions, precedent imagery was provided to offer examples of how different program elements within each diagram could be physically expressed. Participants placed green or red dots on the precedent imagery boards to indicate which ideas and designs they thought would be a good fit for Jaycee Park and which would not, respectively. On these two pages, each image is marked with the number of red and green dots they received from community members.

# This image is a good fit for Jaycee Park

# This image is **not** a good fit for Jaycee Park





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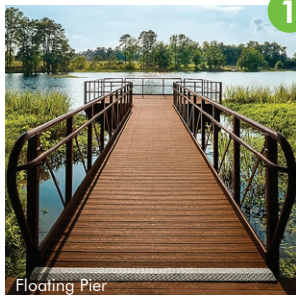
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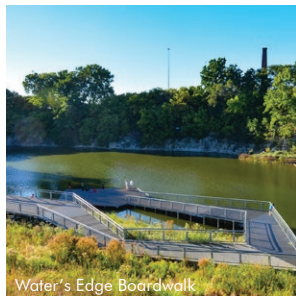
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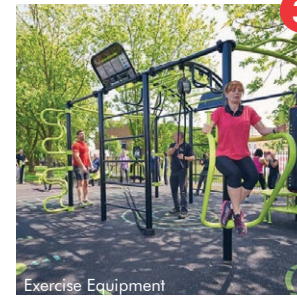
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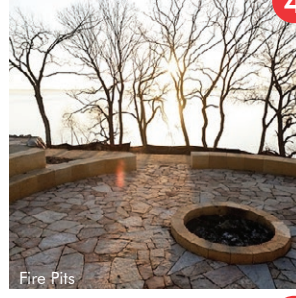


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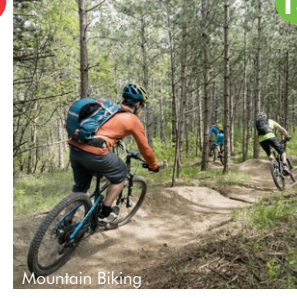
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# Community Feedback: What we heard

Below is a summary of feedback from the Steering Committee, the Stakeholder Group, and the general public.

## **Pigeon River has become an important environmental corridor.**

- » There is an opportunity to connect to the mouth of the river at Lake Michigan.
- » The river is less accessible east of the park, especially during dry periods.
- » Significant effort would be required to make it accessible to the mouth.
- » River has filled in over time.
- » River is nicer in Evergreen Park.
- » Water level fluctuates significantly with rain events.
- » Steelhead present during high water levels.
- » Significant erosion is evident along the river. Shoreline stabilization is needed. Are there funding opportunities?
- » The river is not visible from the park.
- » The river should be part of the pedestrian entry experience.

## **Cyclists use Jaycee Park as a starting point due to substantial parking off Calumet Drive, but trails need a lot of work.**

- » Evergreen Park more of a cycling destination (better maintained trails).
- » Jaycee Park trails are too tight/condensed (lots of dirt single track), making Evergreen Park more desirable.
- » International Mountain Bicycling Association (IMBA) study of Evergreen Park (assessment and recommendations) underway and could inform trail improvements within Jaycee park.
- » Marquette/Copper Harbor good case study for cycling.
- » Park is used in winter for fat biking.
- » Cyclists use east entrance off Mill Road because it is much safer than the entry off Calumet Drive.

**Dogs are an issue for some people.**

**Maywood occasionally schedules field trips along the Pigeon River to Jaycee Park.**

**Pigeon River School does not currently use park much recreationally.**

**“A paved multi-use loop trail is a good idea”**

**Is there an opportunity to develop mutually beneficial synergy between parks?**

**Open water swim in “deep water” requires significantly more insurance.**

- » Depth of lake within water park drops significantly past trampoline.
- » Insurance cost prohibitive to allow swimming in entire lake.
- » EOS responsible for insurance/liability associated with lake access and water park, which is why public access to lake is limited. Cliff jumpers are an issue. Supposed to call the police.
- » Restricting access will be challenging if not impossible.
- » Swimming not allowed beyond buoys.
- » Water park has 65 person capacity (not including beach). New play equipment will allow more (75 +/-)
- » Groups pay for 90 minute access to water park.
- » Consider ADA access into water.

**Video surveillance exists, but minimal.  
Flood lights being considered.**

**“Trail improvements and hierarchy are needed.”**

- » Trails are not clearly marked.
- » Low-level maintenance limits accessibility to trails.
- » Mountain biking used to be popular. Bike race used to occur annually.

**Maywood books Quarry Quest Camp.**

**Lake is spring fed, so water quality is fair/good. Some sediment/muck on bottom. Sand for beach has been imported.**

**Existing Park Building:**

- » Private during summer operation (operated by EOS), but public and rentable during off season.
- » If EOS is closed, then building is publicly inaccessible/closed during the summer.
- » EOS/Building Open from 10:30am - 6pm during the summer.
- » Purchased food options are minimal and include pizza, ice cream and snacks.
- » Opportunity for more concessions
- » Kitchen used to be accessible from outside for walk-ups but has been closed for years.
- » EOS is interested in extending hours.
- » Desire to host more group events within beach house.
- » Building hosts “Making Spirits Bright” (Evergreen Park light show) rents November-December
- » Crime is minimal but vandalism is an issue.
- » Usability of the existing building is a challenge. On a normal day, only 10-20% of building is used.
- » Existing building should be demolished and replaced with a new building.
- » Building upgrades
  - Baby changing station
  - Showers
  - Staging areas needed
  - Storage
  - Game room for activities during inclement weather.

**Building location up for discussion.**

**“Like idea of new multi-use building at SW corner of lake.”**  
Proximity to bluffs offers great views and might discourage cliff jumping.

**Shaw Family Playground in Evergreen Park is new, so a playground within Jaycee Park is not needed.**

**Disc golf course hole location and quantity up for discussion. Very Popular park activity and considered a desirable use.**

## **“A beer garden would do well in the park”**

- » No alcohol in park allowed (currently).
- » Integrate a new beer garden with new building construction.
- » Great case studies of successful implementation (Milwaukee County Parks) and the current agreement between the City and Der Sheboygan Biergarten.

### **Winter activities include ice fishing.**

- » There is no ice skating.
- » Cross-country skiing only in Evergreen Park (has groomed trails).
- » How do you monetize winter uses?

### **How do we manage competing interests between parks???**

- » Maywood covers educational/interpretive opportunities, so less opportunity in Quarry Park.

**Ziplining has been considered (both in and out of water)**

**Phased improvements/implementation important.**

## **Revenue generation from new park amenities should help fund maintenance.**

**Maintenance will need to increase with proposed improvements.**

**Camping, especially for events, would be nice. Like the idea of a large flexible lawn area.**

**Sustainable design including green infrastructure and native habitat should be considered.**

# Final Consensus Plan

The input received ultimately resulted in the generation of a single consensus plan representing the most highly valued aspects of each of the three alternatives. The plan not only reflects the needs and desires of the City of Sheboygan's Department of Public Works, but the Community as a whole.

For each of the elements of the consensus plan, the planning team has developed an estimate of probable construction cost. These estimates reflect high-level, order of magnitude costs based on 2020 unit pricing. It is important to understand that many factors will affect the ultimate cost of each proposed improvement, including decisions associated with both building and site programming needs and desires (which may change over time) as well decisions about finish and materials used for each proposed improvement. Costs will need to be adjusted and refined during subsequent design phases, and closely coordinated with the City's and their partners' capacity and desire to fundraise for this project.



## 1 New Multi-Use Park Building at SE End of Quarry Lake

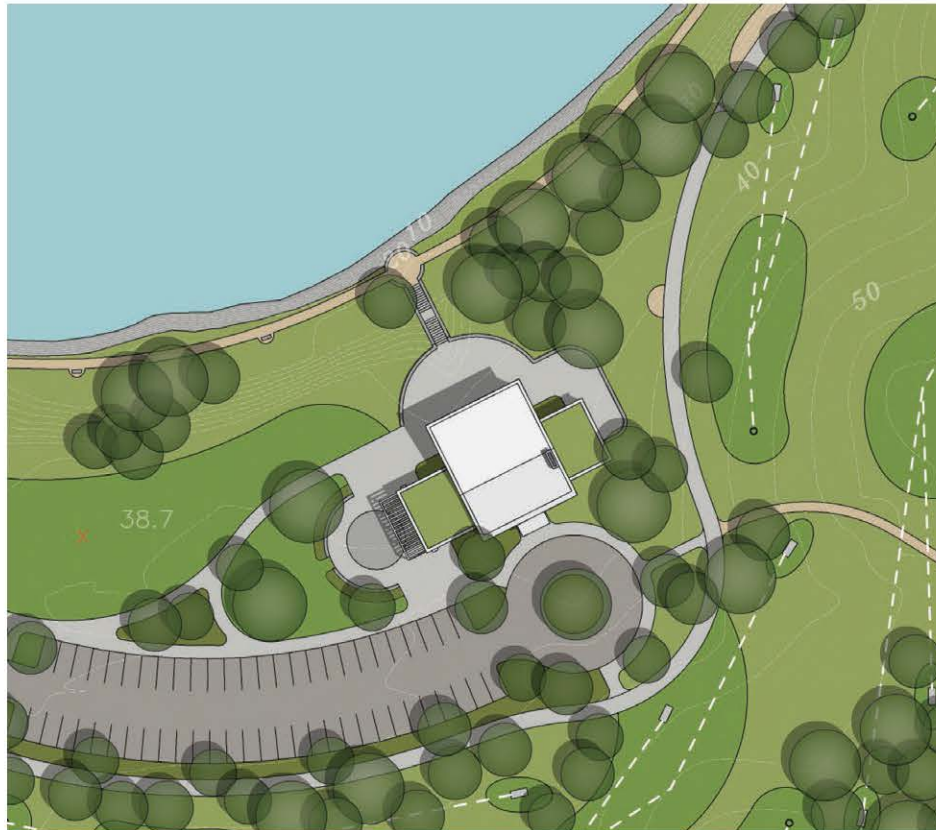
**Lake:** The new building would house a larger events space with up to 150 person occupancy, an indoor/outdoor concessions area with beer garden and a large flexible open space for both active and passive recreation. The building is sited on top of a steep slope overlooking Quarry Lake, the beach and the western horizon. Operational use would be determined by the City but is intended to be flexible enough to accommodate both public and private activities.

**costs | building: \$1,650,000**

**patio space, path, and walls: \$200,000**

**parking lot: \$45,000**

**landscaping: \$20,000**



**2 Green Infrastructure:** The construction of any new structure is a great opportunity to implement green building solutions that mitigate the park's carbon footprint and benefit the surrounding ecology by focusing on the use of renewable energy, stormwater harvesting for irrigation, greywater use for toilets, stormwater bio-infiltration, green roofs and the use of recycled building materials. Further, green building infrastructure has been proven to extend the life cycle of buildings. Federal, State and Local incentives exist to promote implementation of green building solutions. In the final consensus plan, a stormwater bio-remediation area is proposed near the new Beach House entrance to intercept and infiltrate stormwater draining from the parking lot before it reaches the Pigeon River. This more naturalized basin also supports Wisconsin's Pollinator Protection Plan by offering critical habitat for important pollinators native to our State.

**cost | \$10,000**



CONSENSUS MASTER PLAN | MULTI-USE PARK BUILDING AT SOUTHEAST CORNER 1

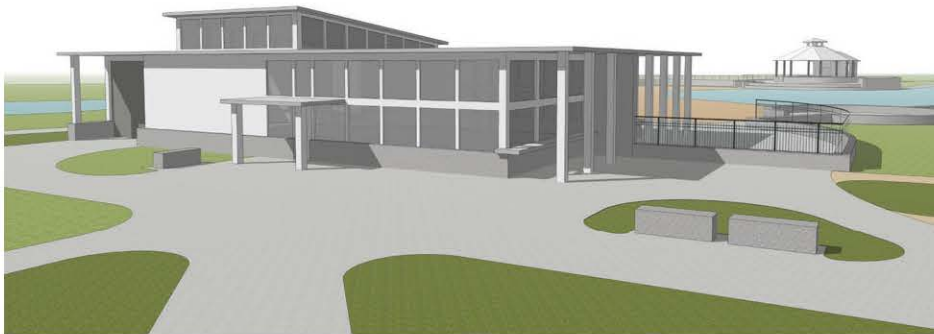
**3 New Beach House:** A new structure shall replace the outdated Jaycee Quarryview Center and facilitate operations associated with the Quarry Beach Adventure Park and Water Sports rentals. The building will include ticketing and check-in area, showers and baby changing area, indoor/outdoor concessions, a small game room for use during inclement weather, a storage area and lifeguard room. The new building would be rented and operated by EOS or another vendor in the future. Exterior plaza space will accommodate pick-up/drop-off and queuing adjacent to the main entry and include some additional space for smaller gatherings adjacent to publicly accessible waterfront open space. Reconfiguring the parking lot to provide more park space along the southern shoreline of Quarry Lake creates an opportunity to introduce green infrastructure to intercept and bio-remediate stormwater flowing from the parking before it drains into the Pigeon River.

**costs | building: \$800,000**

**patio space, path, and walls: \$120,000**

**parking lot: \$70,000**

**landscaping: \$15,000**

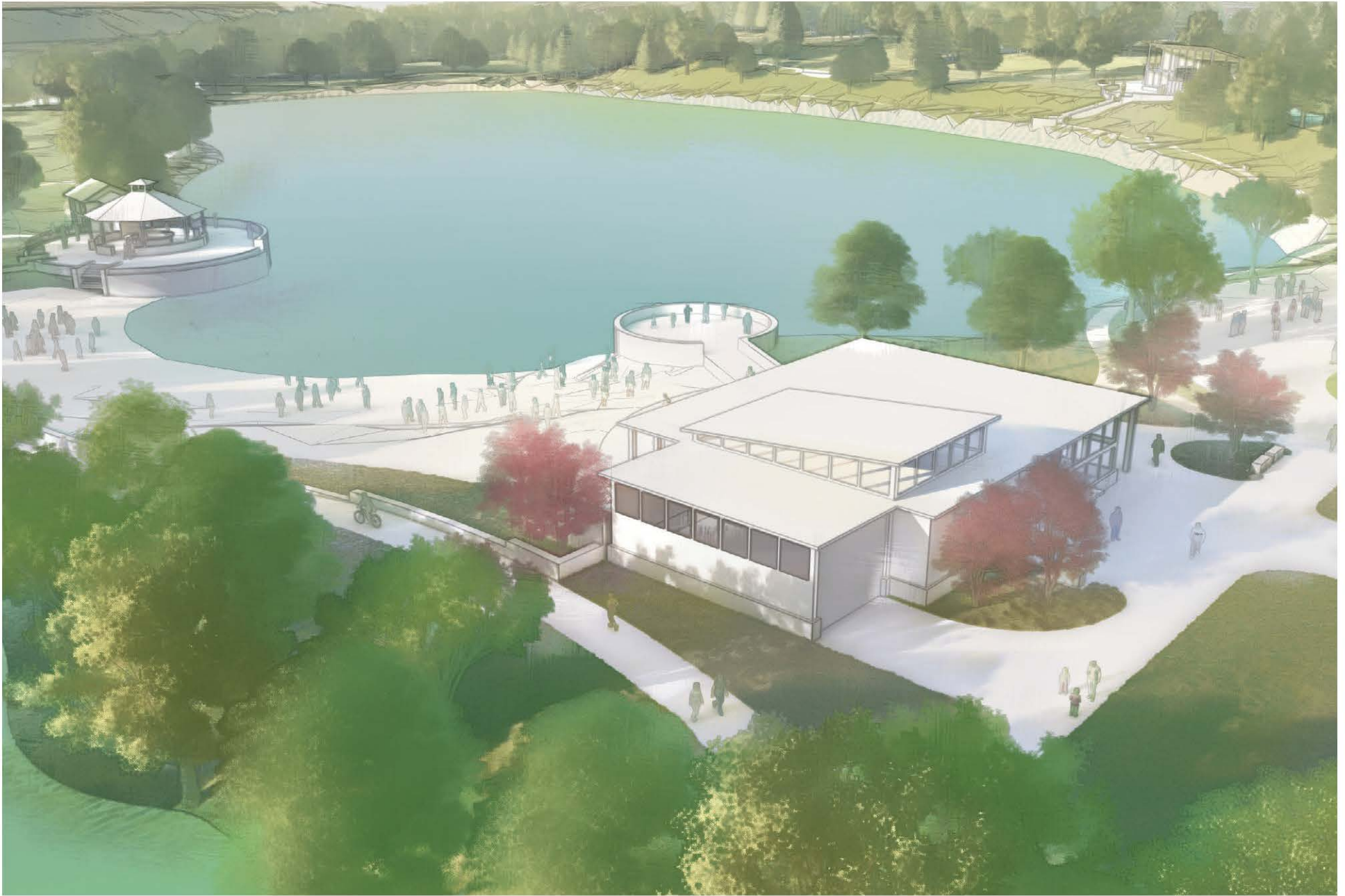


**4 Expanded Waterfront Experience:** Shifting the existing parking lot further away from the lake allows more space along the waterfront for park users and activities. This shift would also make the waterfront more visible from Calumet Drive, thereby enhancing visitor's entry experience and first impressions of the park. While open lawn is proposed in an effort to maximize versatility, an enhanced vegetative buffer between the lawn and the lake is proposed to intercept and infiltrate stormwater before it enters the lake while mitigating erosion.

**cost | \$50,000**

**5 Perched Beach:** This publicly accessible beach would be a free alternative to the pay-to-access beach associated with the water park. The perched condition would not allow physical access to the lake but would provide a beach experience with views of the lake for park users who are less interested in activities associated with the water park.

**cost | \$30,000**



CONSENSUS MASTER PLAN | NEW BEACH HOUSE 3 & TIKI HUT 8

**6 Paved Multi-Use Lake Loop Trail:** At 10' wide, this wider, paved trail would provide a looped experience around the lake to serve myriad activities for park uses. It would also provide service access for maintenance vehicles. The paved surface would allow for easy snow removal during Wisconsin's long winters thereby extending the use of the park throughout the year. Low-voltage, dark-sky compliant pathway lighting would provide enough illumination for park users to safely navigate the path during early mornings and evenings which would further extend use of the park during seasonal periods of limited daylight. The path is strategically located along the outside perimeter of other, more water-oriented programming in order to segregate disparate uses and minimize risk of conflict. A parcours with intermittent exercise stations at regular intervals would provide an opportunity for a unique outdoor exercise experience with views of the lake. While the path would be accessible to the general public, a 42" high railing along the eastern edge where the path runs along the beach is necessary to extend the water park's pay line and ensure segregation between people paying to use the beach and the general public. The railing would be short enough to allow views of the beach and lake from the path but designed in such a way as to prevent people from climbing over.  
**cost | \$68,000**

**7 Selective Clearing for Framed Views of the River, Lake and New Park Structures:** Providing enhanced views of both existing and proposed park amenities is critical to the visibility and success of the park. Views from Calumet Drive into the park would reinforce the park's identity as visitors approach from the northwest and serve as natural wayfinding reinforced by more traditional entry signage.  
**cost | TBD**

**8 New Tiki Hut Building:** An ancillary structure on the north end of the beach would serve beach and lake rentals (lounging chairs, umbrellas, SUP boards, canoes, and kayak, etc.), additional concessions as well as payment and rentals associated with a new ropes course located within the large open space to the north.  
**costs | building: \$350,000**  
**patio space, path, walls & terraced seating: \$100,000**  
**landscaping: \$15,000**





CONSENSUS MASTER PLAN | VIEW OF THE TIKI HUT 8, BEACH, AND BEACH HOUSE 3

**9 Ropes Course:** Located within a larger open space along the western shore of the lake, an interactive course featuring climbing and balancing obstacles, ziplining and trust exercises would be used by daily park visitors or rented out for private events. Operations would be staged from the new Tiki Hut at the north end of the beach.

**cost | Owner Furnished, Owner Installed (OFOI)**

**10 New Shelter at NE Corner of Lake:** Just off the multi-use path, this new shelter could host both public and private events with commanding views of the lake. The adjacent open space along the western shoreline is large enough for additional tents needed to host events without encroaching upon ropes course activities. The shelter would be primarily open air with a fireplace. Service access for maintenance vehicles would be easily accommodated through the use of the multi-use trail.

**cost | \$150,000**

**11 Entry Signage:** New monumental signage is recommended at both southern and northeastern park entries. Jaycee Park is one of the City's most valuable public amenities and this master plan strives to make it a regional destination. Quality signage at the park's perimeter will elevate users' entry experience and set the stage for quality experiences and memories shared within the park.

**cost | \$30,000**



**12 Council Ring at SE Corner of Lake:** Perched high upon the bluff, a stone council ring with fire pit offers a more intimate experience for park users to enjoy views of the lake further removed from the more active recreation associated with other areas of the park.

**cost | 25,000**

**13 Enhanced Naturalized Landscape around the Frisbee Golf Course:** Similar to the rugged landscape aesthetic of Whistling Straights, the park's disc golf course would have native grassland habitat surrounding smaller, intermittent zones of manicured lawn evocative of Lake Michigan's western shoreline that is so closely tied to this region's identity. Other enhancements including additional obstacles would be the responsibility of future course management.

**cost | 50,000**

**14 River Bank Stabilization:** Monolithic limestone blocks stacked to form a terrace along the outside bend of the Pigeon River help stabilize the eroding bank while providing an opportunity for people to interact with the water.

**cost | 30,000**

**Additional costs associated with the master plan:**

Signage & wayfinding throughout the park: \$30,000

Lighting around Loop Trail: \$120,000

Site furnishings as needed: OFOI



CONSENSUS MASTER PLAN | SHELTER AT THE NORTHEAST CORNER OF QUARRY LAKE 10



CONSENSUS MASTER PLAN | COUNCIL RING AT THE SOUTHEAST CORNER OF QUARRY LAKE 12



CONSENSUS MASTER PLAN | THE VISION FOR JAYCEE PARK

# Implementation

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It is important to consider that this master planning effort is just that: a master plan. It does not include any detailed design, but a high-level road map identifying improvements to the park that would benefit the Community and make it a regional destination. Once funding is secured to implement a particular improvement proposed in this master plan, it is imperative that the City engage a professional designer appropriately licensed to provide a more detailed design of the elements associated with that improvement. The professional consultant would provide construction level documentation of the improvement for accurate bidding by a licensed and insured contractor. This approach toward implementation will ensure that the ideas presented in the master plan, which reflect the needs and desires of the Community, are fully realized and without compromise.

As the City of Sheboygan evolves, so might the needs and desires of the Community. This master plan acknowledges that the only constant is change and the improvements proposed in this document are intended to be flexible enough to accommodate whatever changes occur in the future. While phased implementation of proposed improvements is important, the realization of improvements is dependent upon funding and partnerships that have yet to be determined.

When approved, The Jaycee Park Master Plan will be adopted as part of The City of Sheboygan's new Comprehensive Outdoor Recreation Plan and be eligible for Federal, State and Local funding.





# Jaycee Park Master Plan

Sheboygan, Wisconsin

DRAFT EXECUTIVE SUMMARY DOCUMENT  
NOVEMBER 17, 2020





▲ Photo source: GRAEF (above and cover)

# Letter from the Superintendent

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The Jaycee Park Master Plan has been prepared to provide the City of Sheboygan a valuable aid in continuing efforts to meet recreation needs for the community. Jaycee Park has been a significant part of the City's Parks and Recreation since it was first purchased by the City in 1943. Since then the park has gone through many changes and has been used by the community in different ways. City Public Works Staff along with the Board of Marina, Parks and Forestry, realize that the park has a great potential for many uses and partnerships and that a road map was needed to guide the City in the future development of the park.

To achieve the goals of this plan the following items were completed:

- Sought external consultant
- Established a city working committee
- Developed a transparent process
- Assessed past and current park use
- Identified future needs and improvements
- Facilitated community engagement
- Defined capital improvement budgets
- Identified potential phasing implementation Strategies

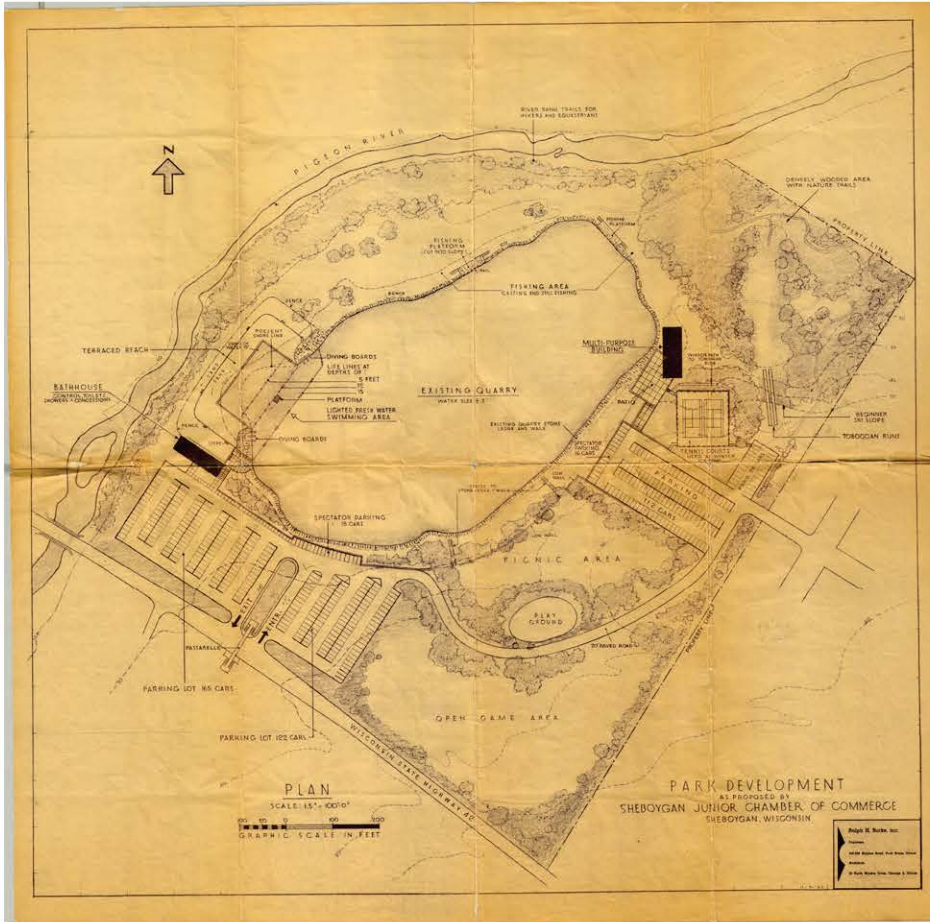
The new Master Plan will create a strategic blueprint that provides specific, tactical recommendations to lead a full realization of this marvelous resource.

**Joe Kerlin**

Superintendent of Parks and Forestry

# Park Origins

## A History Rich with Ambition



▲ 1963 plan for Jaycee Park by Ralph H. Burke, Inc.

The land that is now Jaycee Park was purchased by The City of Sheboygan in **1943** from the former Roth Building and Supply Co. which had operated the quarry in conjunction with a lime kiln. The City used the land as a fill site until **1963**, when the design firm Ralph H. Burke, Inc. was engaged by the Jaycees to develop the 37-acre site as a Recreation Park at a cost of approximately \$560,000.

Endorsed by Sheboygan Common Council, the new park was intended to fulfill the need for a swimming area, create additional park space to compliment Evergreen Park and to provide winter recreation facilities for the Community. The proposed development garnered community-wide interest and additional support from the Farmers' and Sportsmen's Conservation Club, the Knights of Columbus and the Skihasen Ski Club. The proposed plan included a controlled swimming area with a beach, bathhouse, water slide, and diving boards; fishing platforms; picnic areas; nature trails; exercise stations; a beginner ski slope and toboggan runs; tennis courts to be used in winter for ice skating; a playground; an open game area; and a multi-purpose building with 150-person capacity and parking for 300 cars. Construction of the swimming area was scheduled to be complete for the **1965** season.

An ambitious **1982** plan by the firm Leisure Concepts and Design proposed a \$2.6M aquatic center with wave-action swimming pool, boating and three-hundred-foot water slides with anticipated attendance of 45,000-69,000 people annually. The plan anticipated that revenue generation would more than pay for the cost of the improvements. While City of Sheboygan's Common Council's Public Works Committee and Board of Park and Forestry

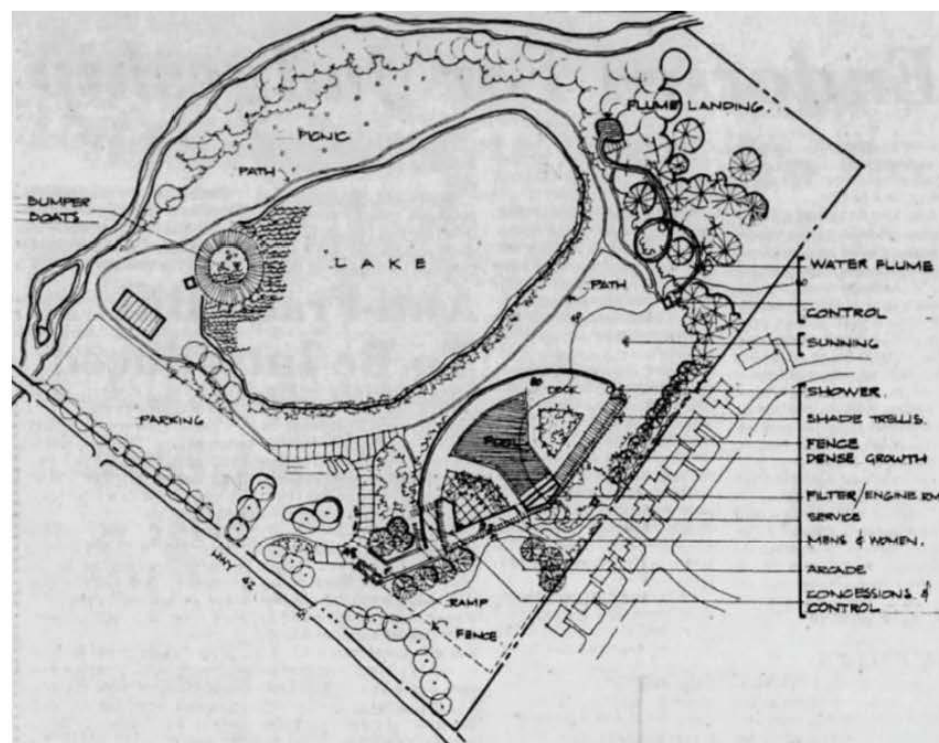
Commissioners initially voted to move forward with the proposal, Sheboygan’s Capital Improvements Commission ultimately delayed implementation indefinitely over funding concerns.

In **1988**, Jaycee Quarryview Center was built as a renovation to the original 1960s bathhouse. The Jaycees donated \$52,000 toward the updated structure, which to this day provides a year-round recreation facility for the park and includes a 100-person occupancy hall, concessions, bathhouse and lifeguard room. The building was gifted to the City of Sheboygan from the Jaycees in **1989**. In **1992**, an 18-hole disc golf course designed by John Adler was built in Jaycee Park, featuring both open and wooded conditions within variable terrain and views of Quarry Lake. The course has proven to be quite popular and has since expanded to twenty-holes. In **2013**, operation of Quarry Beach and recreational activities was turned over from the City of Sheboygan to Empire Recreation Management, LLC.

In **2017**, EOS (ee-os) Surf Shop, in partnership with the City of Sheboygan, became owner and operator of Quarry Beach Adventure Park and Water Sports, which has provided a safe way for families to enjoy the lake within a controlled environment. In addition to the water park, EOS provides canoe, kayak, Stand-Up-Paddle (SUP) board rentals for use on the lake.

In January of **2020**, the City of Sheboygan Department of Public Works hired GRAEF to draft an updated Master Plan for the park based upon both current and future needs of the Community. The Master Plan provides specific, tactical recommendations that enable full realization of the park’s potential as both a local

and regional recreational destination. The plan is intended to be a working document that provides phased implementation of proposed improvements in response to both current and prospective needs, while providing enough flexibility to accommodate unanticipated needs as they arise in the future.



▲ 1982 plan for Jaycee Park by Ralph H. Burke, Inc.

# Methodology

## Inventory, Analysis, Engagement, & Design

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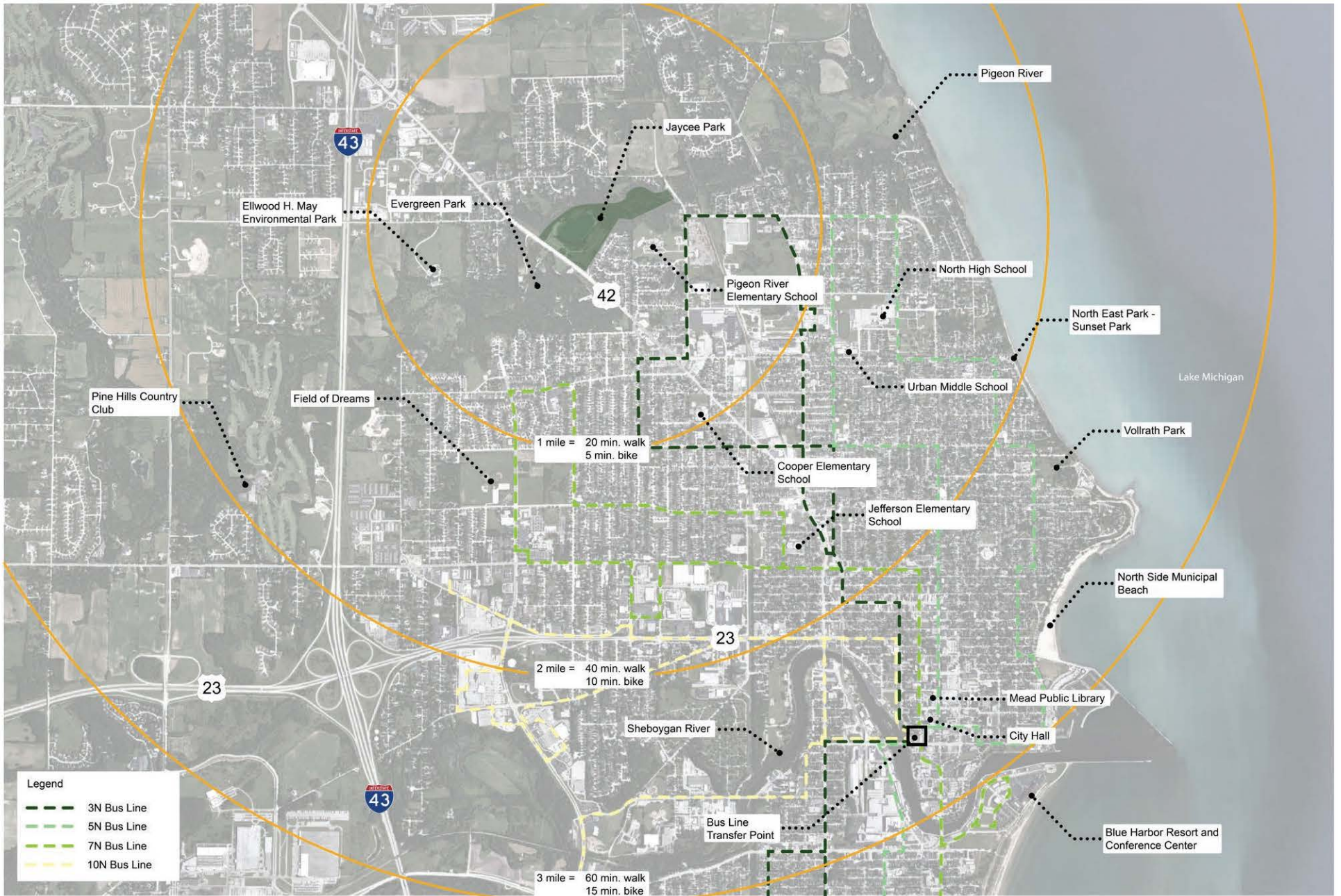
The design process included a comprehensive inventory and analysis of existing conditions, engagement with a City appointed Steering Committee, a Stakeholder Group representing a wide range of park users and the general public to garner input and generate enthusiasm for improvements proposed in three different options for the park. The input received ultimately resulted in the generation of a single consensus plan representing the most highly valued aspects of each of the three alternatives. The final plan not only reflects the needs and desires of the City of Sheboygan's Department of Public Works, but the Community as a whole.

GRAEF, with assistance from City of Sheboygan's Department of Public Works (DPW), gathered and reviewed current and historic data associated with the park including the site's physical character, park uses and users, geographic and programming relationships with other public destinations within the area, funding opportunities and operational partnerships.

## Site Context

Jaycee Park is prominently located at the northwestern entrance into the City of Sheboygan at 3401 Calumet Drive, across from Evergreen park and along the Pigeon River. With the Pigeon River forming its northern edge, a centralized lake with surrounding limestone bluffs, and expansive woodland and wetland areas, the park is one of the most geographically diverse public open spaces within the City and surrounding area.

The Pigeon River is a tributary of Lake Michigan and serves as an important ecological and recreational corridor. The river serves as an anadromous migration route and spawning grounds for Steelhead Trout from Lake Michigan during periods of higher water levels and therefore plays an important role in the enveloping riparian ecosystem while providing a unique regional fishing attraction. Canoeing and kayaking are also popular recreational activities when water levels allow but occasionally require portaging less navigable sections of the river. Both sides of the river are within Jaycee Park at the park's SW corner but access it limited along the river's north side due to steep topography along Calumet Drive.

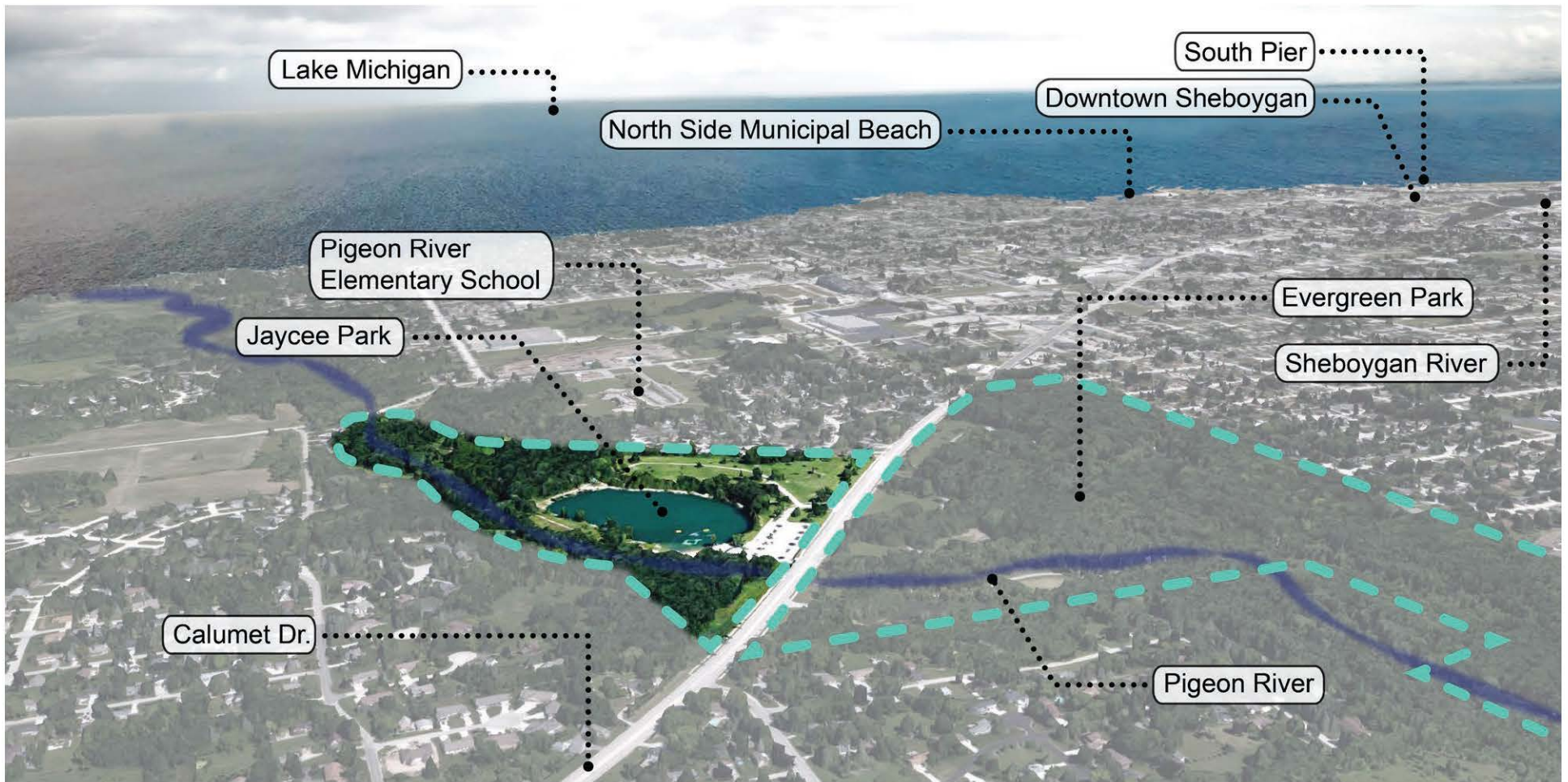


## REGIONAL CONTEXT

The river continues to form the northern edge of the park as it flows east toward Lake Michigan. Not only does the river serve a multitude of both active and passive recreational activities within a unique riparian habitat, it also serves as a geographical conduit providing uninterrupted connectivity between many other public open space destinations, including Maywood Environmental Park, Evergreen Park and Pigeon River Parkway, which in turn provide access to

surrounding neighborhoods, business and civic destinations.

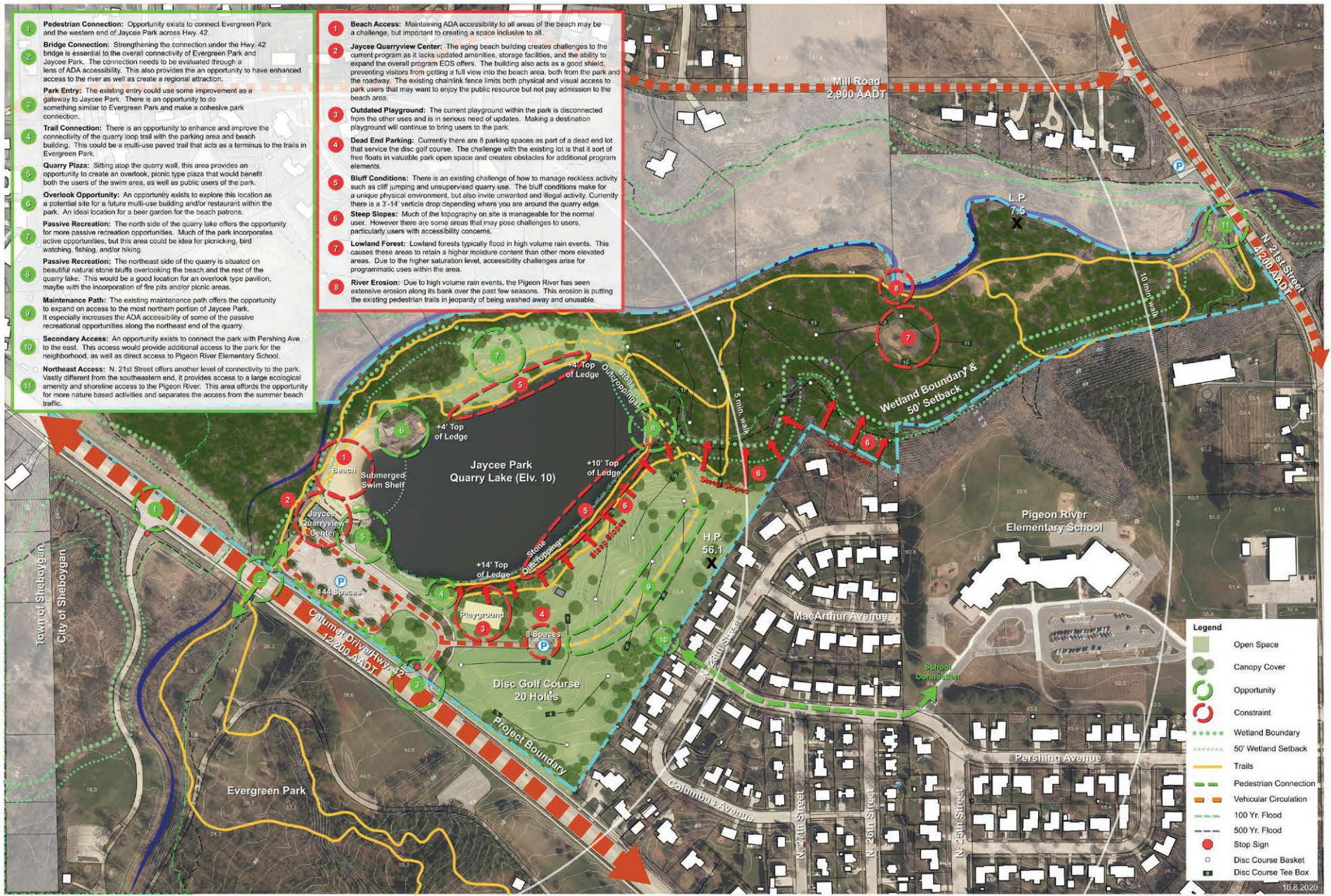
While the park is within walking distance of many public destinations and surrounding neighborhoods, it is also less than a twenty minute bike ride to Vollrath park along the Lake Michigan shoreline via Eisner Avenue, 8th Street and North Avenue.



SURROUNDING AREA & CITY OF SHEBOYGAN LANDMARKS



## EXISTING CONDITIONS



## OPPORTUNITIES & CHALLENGES

# Inventory & Analysis

GRAEF, along with City of Sheboygan’s DPW staff, conducted a site walk-through to better understand how the site is currently being used and potential uses that have yet to be realized. A photographic inventory was performed to supplement the existing data provided by City of Sheboygan’s DPW. All of this information was synthesized into a single composite plan that GRAEF analyzed to identify opportunities and challenges associated with the site’s existing conditions. The following pages contain a summary of these observations.



**Pedestrian and Bicycle Connectivity:** An underpass condition below Calumet Drive/Hwy 42 along the Pigeon River provides safe passage between Evergreen Park and Jaycee Park for pedestrians and cyclists. A dead-end condition at the terminus of Pershing Avenue provides an opportunity for a secondary entrance from the neighborhood immediately east of the park for those on foot.



**Park Entry Experience:** The existing park entrance is understated due to obscured views of the Pigeon River, Quarry Lake, beach and unique limestone bluffs. Selective clearing of existing vegetation would provide framed views of the park, thereby elevating the entry experience and visitors’ first impressions of this regional destination. Moreover, Jaycee Park, flanked by Evergreen Park, serves as the Northwestern gateway into the City of Sheboygan from Highway 42 which makes visibility of this amenity even more important. Enhanced entry signage at the southwestern entrance along Calumet Drive/Hwy 42 and at the northeastern entrance along Mill Road would help reinforce the Park’s identity and improve way-finding around the Park’s perimeter.



**Trail Enhancements:** There is an opportunity to improve the quality, hierarchy and connectivity of trails within the Park. A wide, paved, multi-use loop trail around Quarry Lake would provide a unique experience within the park unlike anything else in the City. This loop trail would also provide better service access around the park for maintenance vehicles. The underpass below Calumet drive provides a safe and uninterrupted connection between Jaycee Park and Evergreen Park, but enhancements to the trail on either side of the road are necessary to fully capitalize on the synergy between activities shared between these two parks. People accustomed to biking in Evergreen Park because of the quality of its trails could extend their excursion to include a loop around Quarry Lake.



**Perched Views:** The bluffs created as a result of former mining operations provide opportunities to capitalize on panoramic views of the lake and surrounding park in the form of new park structures, overlooks, picnic areas, council rings and camp sites.



**Passive Recreation:** With extensive woodland, wetland and access to the Pigeon River, the northeast side of the park offers an opportunity for more passive recreation opportunities within a natural setting including picnicking, bird watching, fishing, hiking and geo-caching. With such a diverse range of possible experiences, Jaycee Park provides an opportunity to enjoy outdoor recreation in myriad ways.



**Quarry Lake:** The lake is a result of excavated limestone associated with former quarry operations. Naturally-filtered groundwater continues to feed the Lake, resulting in consistently fair to good water conditions.



**20 hole frisbee golf course:** The course is one of two in The City of Sheboygan and presents a regional attraction for the park. With 20 holes, there is flexibility to potentially re-purpose two of the holes for another desired use.



**Beach Access:** Providing ADA accessibility to all areas of the beach may be a challenge, but it is important to creating a space inclusive to all.



**Jaycee Quarryview Center (beach house):** The aging building creates challenges to the current water park uses as it lacks updated amenities, storage facilities, and the ability to expand the overall program that the lessee EOS wants to offer. The main hall has an occupancy of 100 people but is underutilized. The concessions area has limited functionality and the bathrooms are undersized and in poor condition. The building also obscures views to the beach, both from the park and the road.



**The existing chain link fence** along the northwest side of the parking and connecting to Jaycee Quarryview Center limits both physical and visual access to park users that may want to enjoy the public resource without paying admission to the beach area.



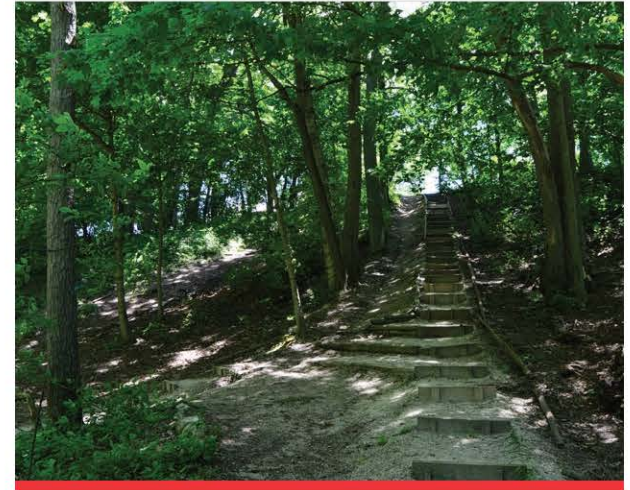
**Outdated Playground:** The current playground within the park is disconnected from the other uses and needs updating to improve functionality and safety. Making a destination playground will serve as another attraction to bring users to the park.



**Dead End Parking:** Currently there are 8 parking spaces as part of a dead end lot that only service the disc golf users and encroaches upon valuable open space that could otherwise be used for additional park programming.



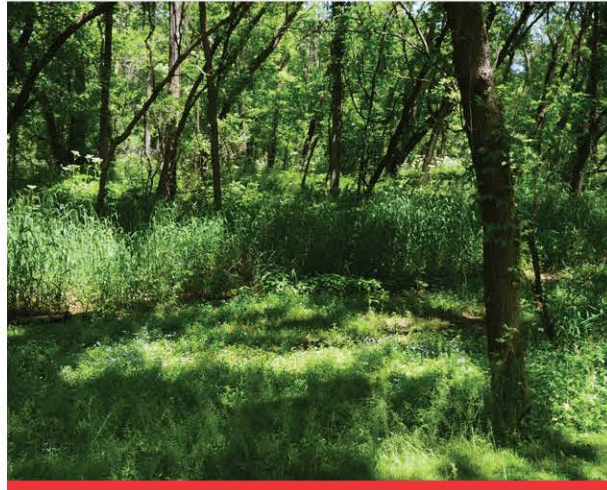
**Bluff Conditions:** The bluffs that were created as a result of former quarry operations contribute to a unique physical environment but significantly limit physical access to the lake. The bluffs surround approximately 80% of the lake with a vertical drop ranging between 3' and 12'. The vertical edge condition poses a risk to park users and raises liability concerns associated with unwanted and illegal activities such as cliff jumping. Due to the liability concerns, access to the lake during spring, summer and fall is only allowable through paid use of the water park and rental operations.



**Steep Slopes:** Much of the topography on site is manageable for the average user. However, there are some areas that present significant challenges to less physically able users. A concrete wall constructed to retain the steep slope between Calumet Drive and the park obscures views of the parking lot but also limits visibility of the park from the road.



**Pedestrian Underpass:** The pathway below Calumet Drive allows safe passage between Evergreen Park and Jaycee Park but the slope of the path exceeds ADA requirements and is therefore not as usable as it could be.



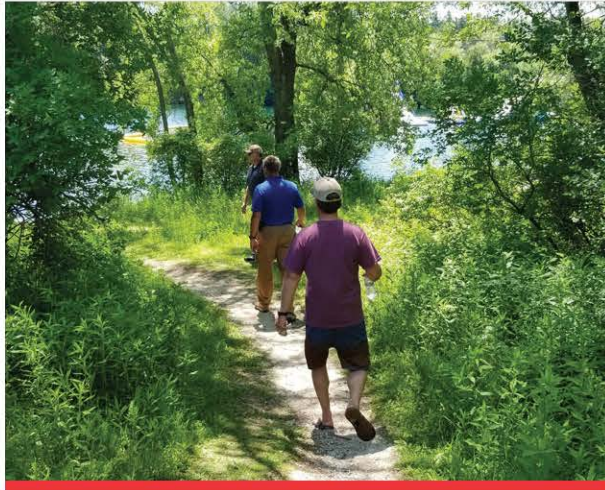
**Lowland Forest and Wetland Area:** Lowland forests typically flood in high volume rain events. This causes these areas to retain a higher moisture content than other more elevated areas. Due to the higher saturation level, accessibility challenges arise for programmatic uses within the area.



**River Erosion:** Due to high volume rain events, the Pigeon River has seen extensive erosion along its bank over the past few seasons. This erosion is putting the existing trails in jeopardy of being washed away and unusable.



**Vegetation:** While the ecology within the park is diverse, significant overgrowth obscures views to the lake and other park amenities which compromises visibility from Calumet Drive and safety associated with natural surveillance of those areas currently hidden.



**Trails:** The majority of existing trails within the park are narrow “single-track” dirt paths that are under-maintained and therefore underutilized, especially by less physically able people. Very little hierarchy is present within the trail system which makes prioritization of use and maintenance difficult to determine. Biking used to be a more popular activity within the park, but conflict between cyclists and pedestrians along the narrower trails has become an issue.



**Eastern entrance:** The entrance into Jaycee Park from Mill Road is safer with far less vehicular traffic than Calumet Drive, but is not clearly demarcated.

## Community Engagement & Preliminary Design

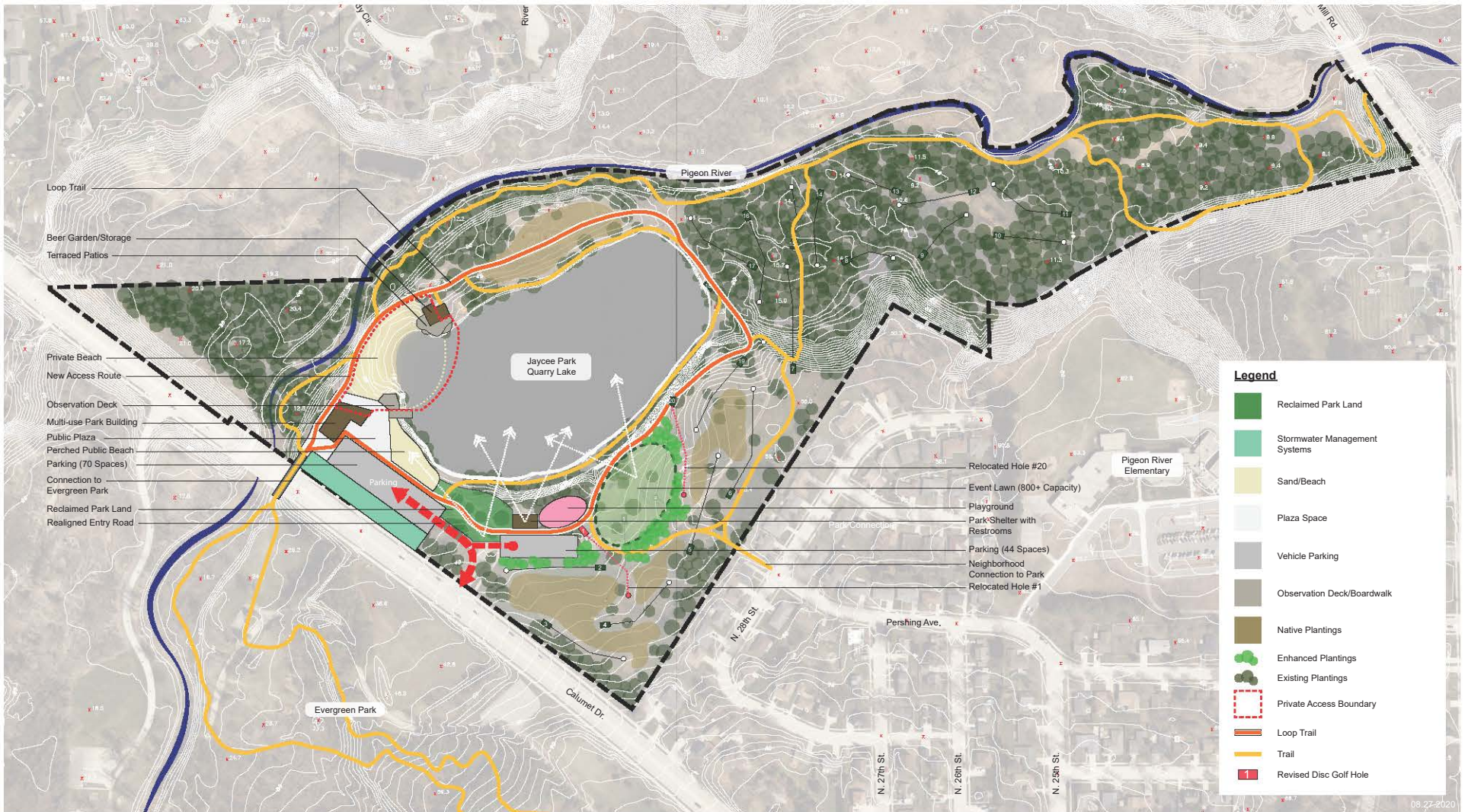
GRAEF facilitated a series of community input sessions to garner feedback and generate enthusiasm for improvements proposed in three preliminary options for the park based upon observations made during the team's analysis of the site. The input sessions involved meetings with a City appointed Steering Committee, a Stakeholder Group representing frequent users of the park, and the general public. The options were diagrammatic and intended to generate thought on the location and scale of possible program elements and how those elements related to one another.

While in-person attendance at these engagement sessions was limited due to COVID-19 social distancing requirements, attendees were given an opportunity to provide input on their preferences and City of Sheboygan's DPW posted content shared during each meeting on their website to provide opportunity for additional feedback.



▲ Stakeholder and public input sessions took place in August 2020. Photo credit: GRAEF

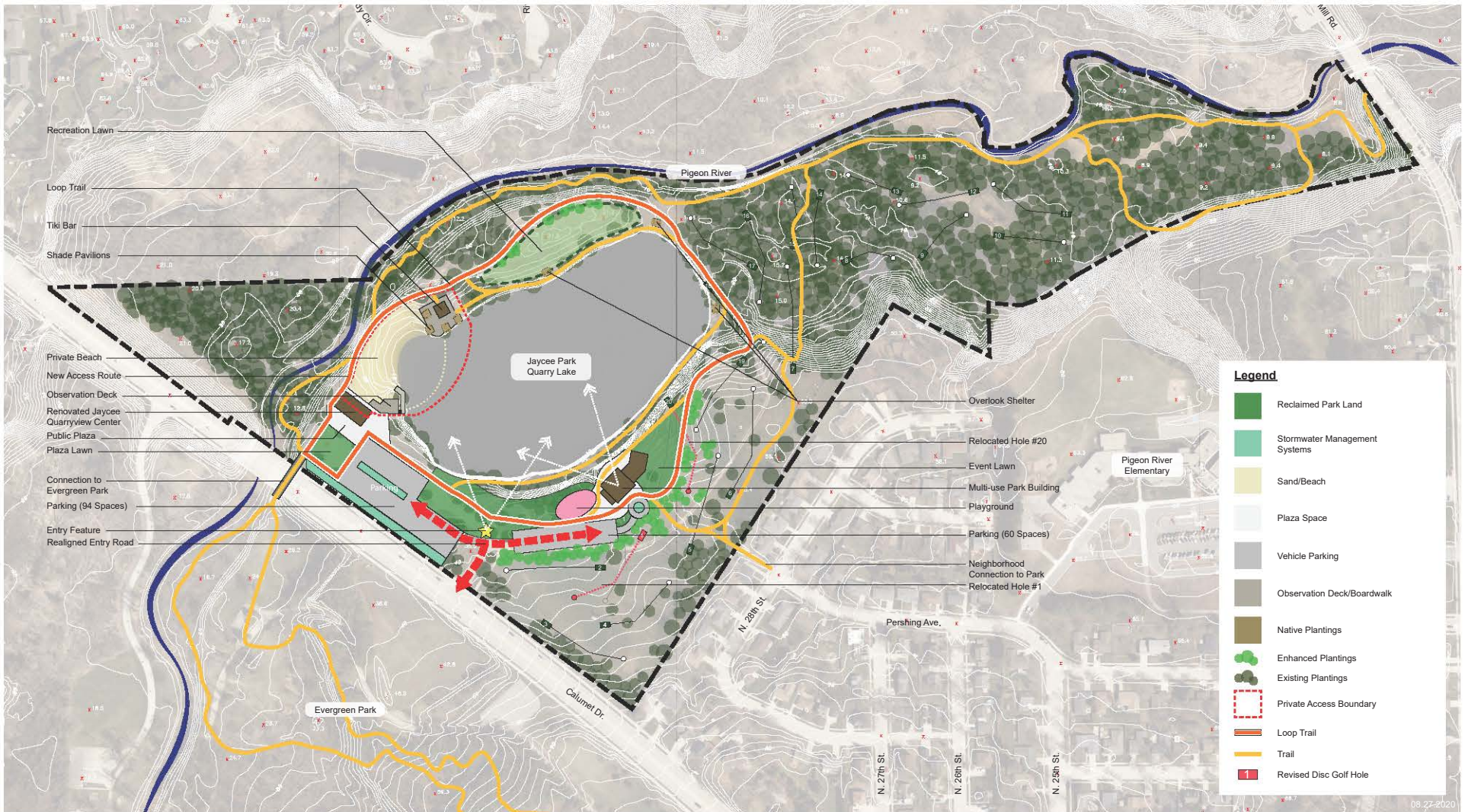




## JAYCEE PARK CONCEPT ALTERNATIVE #1

- » New multi-use park building with plaza space to replace the outdated Jaycee Quarryview Center.
- » Expanded waterfront experience.
- » Perched Beach.
- » Paved multi-use lake loop trail.
- » New playground to replace old playground at SE corner of lake.

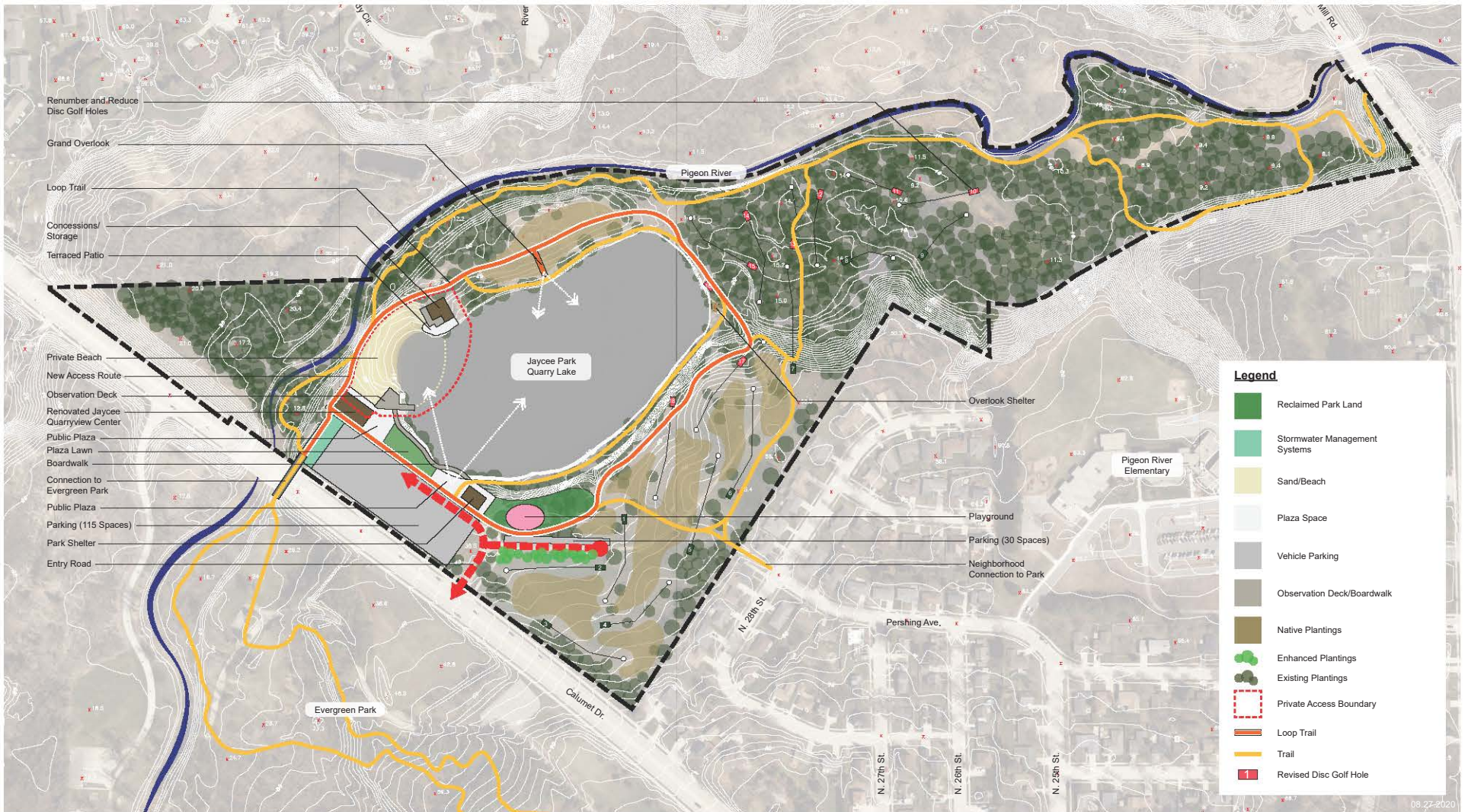
- » Large flexible lawn for recreation and events along east side of lake.
- » New open-air shelter with restrooms at SE corner of lake, near open lawn and playground.
- » Beer garden and storage area with terraced patios at north end of pay-to-access beach (in former water slide location).



## JAYCEE PARK CONCEPT ALTERNATIVE #2

- » Renovated Quarryview Center for enhanced beach and water park experience.
- » New “lodge” building along SE side of lake with beer garden and flexible lawn for recreation and events.
- » New playground adjacent to lodge building
- » Tiki bar with shaded huts at north end of pay-to-access beach.

- » Paved multi-use lake loop trail.
- » Large flexible recreation and events lawn along NW side of lake.
- » Overlook shelters at west end, northwest corner and northeast corner of lake.



### JAYCEE PARK CONCEPT ALTERNATIVE #3

- » Renovated Quarryview Center for enhanced beach and water park experience.
- » New park shelter at south end of lake.
- » Waterfront boardwalk along south shore of lake between renovated beach house and new park shelter.
- » New concessions area at north end of pay-to-access beach with terraced patio into water.

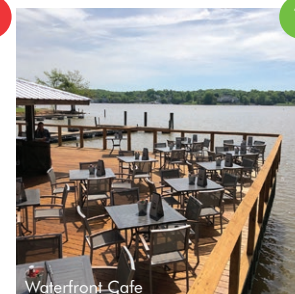
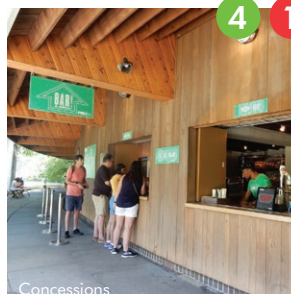
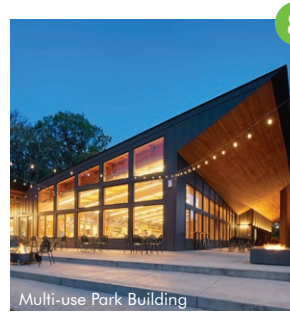
- » Paved multi-use lake loop trail.
- » Overlook at NW side of lake.
- » New playground to replace old.
- » Stormwater detention area/rain garden at west end of beach house parking area.

# Precedent Imagery Community Feedback Activity

One of the activities used at the stakeholder and public input sessions was an imagery preference activity. Rather than presume more detailed design solutions, precedent imagery was provided to offer examples of how different program elements within each diagram could be physically expressed. Participants placed green or red dots on the precedent imagery boards to indicate which ideas and designs they thought would be a good fit for Jaycee Park and which would not, respectively. On these two pages, each image is marked with the number of red and green dots they received from community members.

**#** This image is a good fit for Jaycee Park

**#** This image is **not** a good fit for Jaycee Park





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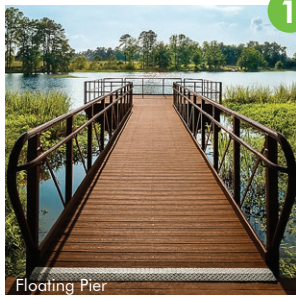
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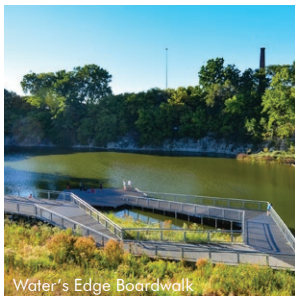
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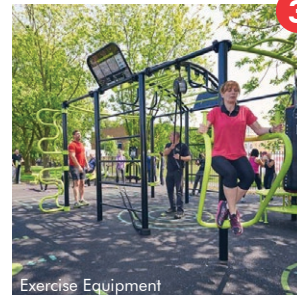
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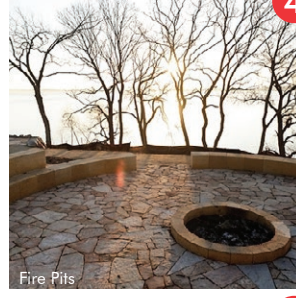


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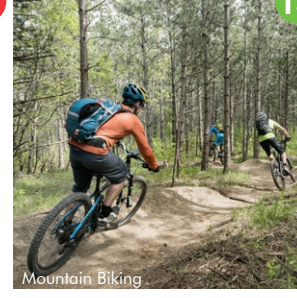
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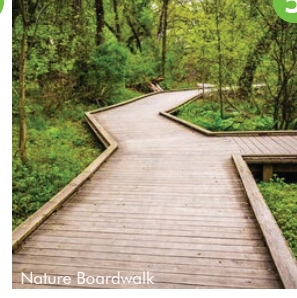
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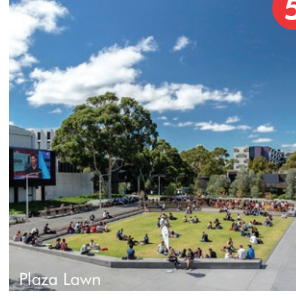
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# Community Feedback: What we heard

Below is a summary of feedback from the Steering Committee, the Stakeholder Group, and the general public.

## **Pigeon River has become an important environmental corridor.**

- » There is an opportunity to connect to the mouth of the river at Lake Michigan.
- » The river is less accessible east of the park, especially during dry periods.
- » Significant effort would be required to make it accessible to the mouth.
- » River has filled in over time.
- » River is nicer in Evergreen Park.
- » Water level fluctuates significantly with rain events.
- » Steelhead present during high water levels.
- » Significant erosion is evident along the river. Shoreline stabilization is needed. Are there funding opportunities?
- » The river is not visible from the park.
- » The river should be part of the pedestrian entry experience.

## **Cyclists use Jaycee Park as a starting point due to substantial parking off Calumet Drive, but trails need a lot of work.**

- » Evergreen Park more of a cycling destination (better maintained trails).
- » Jaycee Park trails are too tight/condensed (lots of dirt single track), making Evergreen Park more desirable.
- » International Mountain Bicycling Association (IMBA) study of Evergreen Park (assessment and recommendations) underway and could inform trail improvements within Jaycee park.
- » Marquette/Copper Harbor good case study for cycling.
- » Park is used in winter for fat biking.
- » Cyclists use east entrance off Mill Road because it is much safer than the entry off Calumet Drive.

**Dogs are an issue for some people.**

**Maywood occasionally schedules field trips along the Pigeon River to Jaycee Park.**

**Pigeon River School does not currently use park much recreationally.**

**“A paved multi-use loop trail is a good idea”**

**Is there an opportunity to develop mutually beneficial synergy between parks?**

**Open water swim in “deep water” requires significantly more insurance.**

- » Depth of lake within water park drops significantly past trampoline.
- » Insurance cost prohibitive to allow swimming in entire lake.
- » EOS responsible for insurance/liability associated with lake access and water park, which is why public access to lake is limited. Cliff jumpers are an issue. Supposed to call the police.
- » Restricting access will be challenging if not impossible.
- » Swimming not allowed beyond buoys.
- » Water park has 65 person capacity (not including beach). New play equipment will allow more (75 +/-)
- » Groups pay for 90 minute access to water park.
- » Consider ADA access into water.

**Video surveillance exists, but minimal.  
Flood lights being considered.**

**“Trail improvements and hierarchy are needed.”**

- » Trails are not clearly marked.
- » Low-level maintenance limits accessibility to trails.
- » Mountain biking used to be popular. Bike race used to occur annually.

**Maywood books Quarry Quest Camp.**

**Lake is spring fed, so water quality is fair/good. Some sediment/muck on bottom. Sand for beach has been imported.**

**Existing Park Building:**

- » Private during summer operation (operated by EOS), but public and rentable during off season.
- » If EOS is closed, then building is publicly inaccessible/closed during the summer.
- » EOS/Building Open from 10:30am - 6pm during the summer.
- » Purchased food options are minimal and include pizza, ice cream and snacks.
- » Opportunity for more concessions
- » Kitchen used to be accessible from outside for walk-ups but has been closed for years.
- » EOS is interested in extending hours.
- » Desire to host more group events within beach house.
- » Building hosts “Making Spirits Bright” (Evergreen Park light show) rents November-December
- » Crime is minimal but vandalism is an issue.
- » Usability of the existing building is a challenge. On a normal day, only 10-20% of building is used.
- » Existing building should be demolished and replaced with a new building.
- » Building upgrades
  - Baby changing station
  - Showers
  - Staging areas needed
  - Storage
  - Game room for activities during inclement weather.

**Building location up for discussion.**

**“Like idea of new multi-use building at SW corner of lake.”**  
Proximity to bluffs offers great views and might discourage cliff jumping.

**Shaw Family Playground in Evergreen Park is new, so a playground within Jaycee Park is not needed.**

**Disc golf course hole location and quantity up for discussion. Very Popular park activity and considered a desirable use.**

## **“A beer garden would do well in the park”**

- » No alcohol in park allowed (currently).
- » Integrate a new beer garden with new building construction.
- » Great case studies of successful implementation (Milwaukee County Parks) and the current agreement between the City and Der Sheboygan Biergarten.

### **Winter activities include ice fishing.**

- » There is no ice skating.
- » Cross-country skiing only in Evergreen Park (has groomed trails).
- » How do you monetize winter uses?

### **How do we manage competing interests between parks???**

- » Maywood covers educational/interpretive opportunities, so less opportunity in Quarry Park.

**Ziplining has been considered (both in and out of water)**

**Phased improvements/implementation important.**

## **Revenue generation from new park amenities should help fund maintenance.**

**Maintenance will need to increase with proposed improvements.**

**Camping, especially for events, would be nice. Like the idea of a large flexible lawn area.**

**Sustainable design including green infrastructure and native habitat should be considered.**

# Final Consensus Plan

The input received ultimately resulted in the generation of a single consensus plan representing the most highly valued aspects of each of the three alternatives. The plan not only reflects the needs and desires of the City of Sheboygan's Department of Public Works, but the Community as a whole.

For each of the elements of the consensus plan, the planning team has developed an estimate of probable construction cost. These estimates reflect high-level, order of magnitude costs based on 2020 unit pricing. It is important to understand that many factors will affect the ultimate cost of each proposed improvement, including decisions associated with both building and site programming needs and desires (which may change over time) as well decisions about finish and materials used for each proposed improvement. Costs will need to be adjusted and refined during subsequent design phases, and closely coordinated with the City's and their partners' capacity and desire to fundraise for this project.



## 1 New Multi-Use Park Building at SE End of Quarry Lake

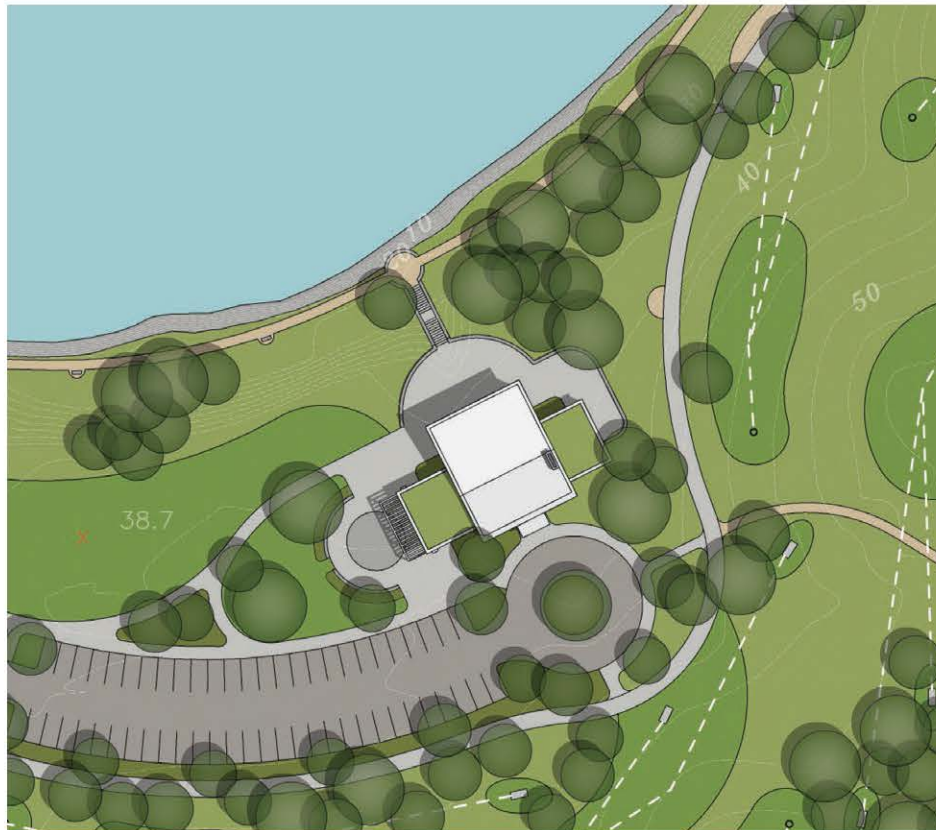
**Lake:** The new building would house a larger events space with up to 150 person occupancy, an indoor/outdoor concessions area with beer garden and a large flexible open space for both active and passive recreation. The building is sited on top of a steep slope overlooking Quarry Lake, the beach and the western horizon. Operational use would be determined by the City but is intended to be flexible enough to accommodate both public and private activities.

**costs | building: \$1,650,000**

**patio space, path, and walls: \$200,000**

**parking lot: \$45,000**

**landscaping: \$20,000**



**2 Green Infrastructure:** The construction of any new structure is a great opportunity to implement green building solutions that mitigate the park's carbon footprint and benefit the surrounding ecology by focusing on the use of renewable energy, stormwater harvesting for irrigation, greywater use for toilets, stormwater bio-infiltration, green roofs and the use of recycled building materials. Further, green building infrastructure has been proven to extend the life cycle of buildings. Federal, State and Local incentives exist to promote implementation of green building solutions. In the final consensus plan, a stormwater bio-remediation area is proposed near the new Beach House entrance to intercept and infiltrate stormwater draining from the parking lot before it reaches the Pigeon River. This more naturalized basin also supports Wisconsin's Pollinator Protection Plan by offering critical habitat for important pollinators native to our State.

**cost | \$10,000**



CONSENSUS MASTER PLAN | MULTI-USE PARK BUILDING AT SOUTHEAST CORNER 1

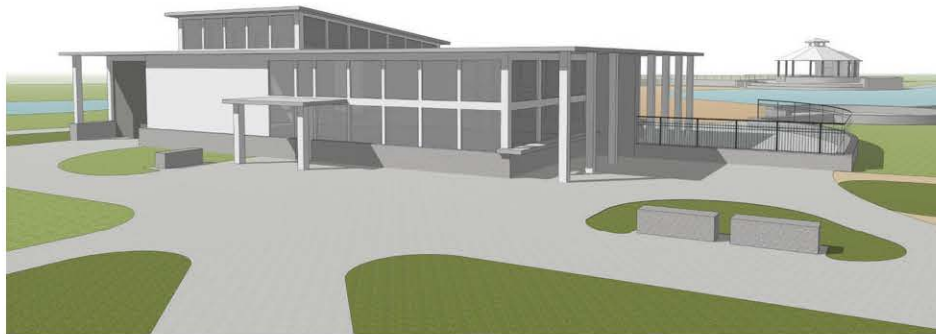
**3 New Beach House:** A new structure shall replace the outdated Jaycee Quarryview Center and facilitate operations associated with the Quarry Beach Adventure Park and Water Sports rentals. The building will include ticketing and check-in area, showers and baby changing area, indoor/outdoor concessions, a small game room for use during inclement weather, a storage area and lifeguard room. The new building would be rented and operated by EOS or another vendor in the future. Exterior plaza space will accommodate pick-up/drop-off and queuing adjacent to the main entry and include some additional space for smaller gatherings adjacent to publicly accessible waterfront open space. Reconfiguring the parking lot to provide more park space along the southern shoreline of Quarry Lake creates an opportunity to introduce green infrastructure to intercept and bio-remediate stormwater flowing from the parking before it drains into the Pigeon River.

**costs | building: \$800,000**

**patio space, path, and walls: \$120,000**

**parking lot: \$70,000**

**landscaping: \$15,000**



**4 Expanded Waterfront Experience:** Shifting the existing parking lot further away from the lake allows more space along the waterfront for park users and activities. This shift would also make the waterfront more visible from Calumet Drive, thereby enhancing visitor's entry experience and first impressions of the park. While open lawn is proposed in an effort to maximize versatility, an enhanced vegetative buffer between the lawn and the lake is proposed to intercept and infiltrate stormwater before it enters the lake while mitigating erosion.

**cost | \$50,000**

**5 Perched Beach:** This publicly accessible beach would be a free alternative to the pay-to-access beach associated with the water park. The perched condition would not allow physical access to the lake but would provide a beach experience with views of the lake for park users who are less interested in activities associated with the water park.

**cost | \$30,000**



CONSENSUS MASTER PLAN | NEW BEACH HOUSE 3 & TIKI HUT 8

**6 Paved Multi-Use Lake Loop Trail:** At 10' wide, this wider, paved trail would provide a looped experience around the lake to serve myriad activities for park uses. It would also provide service access for maintenance vehicles. The paved surface would allow for easy snow removal during Wisconsin's long winters thereby extending the use of the park throughout the year. Low-voltage, dark-sky compliant pathway lighting would provide enough illumination for park users to safely navigate the path during early mornings and evenings which would further extend use of the park during seasonal periods of limited daylight. The path is strategically located along the outside perimeter of other, more water-oriented programming in order to segregate disparate uses and minimize risk of conflict. A parcours with intermittent exercise stations at regular intervals would provide an opportunity for a unique outdoor exercise experience with views of the lake. While the path would be accessible to the general public, a 42" high railing along the eastern edge where the path runs along the beach is necessary to extend the water park's pay line and ensure segregation between people paying to use the beach and the general public. The railing would be short enough to allow views of the beach and lake from the path but designed in such a way as to prevent people from climbing over.  
**cost | \$68,000**

**7 Selective Clearing for Framed Views of the River, Lake and New Park Structures:** Providing enhanced views of both existing and proposed park amenities is critical to the visibility and success of the park. Views from Calumet Drive into the park would reinforce the park's identity as visitors approach from the northwest and serve as natural wayfinding reinforced by more traditional entry signage.  
**cost | TBD**

**8 New Tiki Hut Building:** An ancillary structure on the north end of the beach would serve beach and lake rentals (lounging chairs, umbrellas, SUP boards, canoes, and kayak, etc.), additional concessions as well as payment and rentals associated with a new ropes course located within the large open space to the north.  
**costs | building: \$350,000**  
**patio space, path, walls & terraced seating: \$100,000**  
**landscaping: \$15,000**





CONSENSUS MASTER PLAN | VIEW OF THE TIKI HUT 8, BEACH, AND BEACH HOUSE 3

**9 Ropes Course:** Located within a larger open space along the western shore of the lake, an interactive course featuring climbing and balancing obstacles, ziplining and trust exercises would be used by daily park visitors or rented out for private events. Operations would be staged from the new Tiki Hut at the north end of the beach.

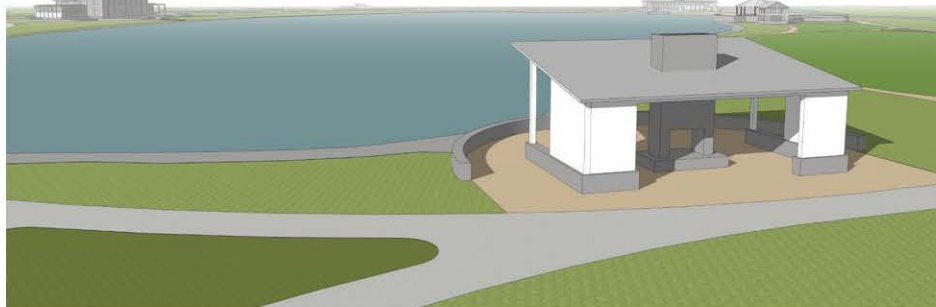
**cost | Owner Furnished, Owner Installed (OFOI)**

**10 New Shelter at NE Corner of Lake:** Just off the multi-use path, this new shelter could host both public and private events with commanding views of the lake. The adjacent open space along the western shoreline is large enough for additional tents needed to host events without encroaching upon ropes course activities. The shelter would be primarily open air with a fireplace. Service access for maintenance vehicles would be easily accommodated through the use of the multi-use trail.

**cost | \$150,000**

**11 Entry Signage:** New monumental signage is recommended at both southern and northeastern park entries. Jaycee Park is one of the City's most valuable public amenities and this master plan strives to make it a regional destination. Quality signage at the park's perimeter will elevate users' entry experience and set the stage for quality experiences and memories shared within the park.

**cost | \$30,000**



**12 Council Ring at SE Corner of Lake:** Perched high upon the bluff, a stone council ring with fire pit offers a more intimate experience for park users to enjoy views of the lake further removed from the more active recreation associated with other areas of the park.

**cost | 25,000**

**13 Enhanced Naturalized Landscape around the Frisbee Golf Course:** Similar to the rugged landscape aesthetic of Whistling Straights, the park's disc golf course would have native grassland habitat surrounding smaller, intermittent zones of manicured lawn evocative of Lake Michigan's western shoreline that is so closely tied to this region's identity. Other enhancements including additional obstacles would be the responsibility of future course management.

**cost | 50,000**

**14 River Bank Stabilization:** Monolithic limestone blocks stacked to form a terrace along the outside bend of the Pigeon River help stabilize the eroding bank while providing an opportunity for people to interact with the water.

**cost | 30,000**

**Additional costs associated with the master plan:**

Signage & wayfinding throughout the park: \$30,000

Lighting around Loop Trail: \$120,000

Site furnishings as needed: OFOI



CONSENSUS MASTER PLAN | SHELTER AT THE NORTHEAST CORNER OF QUARRY LAKE 10



CONSENSUS MASTER PLAN | COUNCIL RING AT THE SOUTHEAST CORNER OF QUARRY LAKE 12



CONSENSUS MASTER PLAN | THE VISION FOR JAYCEE PARK

# Implementation

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It is important to consider that this master planning effort is just that: a master plan. It does not include any detailed design, but a high-level road map identifying improvements to the park that would benefit the Community and make it a regional destination. Once funding is secured to implement a particular improvement proposed in this master plan, it is imperative that the City engage a professional designer appropriately licensed to provide a more detailed design of the elements associated with that improvement. The professional consultant would provide construction level documentation of the improvement for accurate bidding by a licensed and insured contractor. This approach toward implementation will ensure that the ideas presented in the master plan, which reflect the needs and desires of the Community, are fully realized and without compromise.

As the City of Sheboygan evolves, so might the needs and desires of the Community. This master plan acknowledges that the only constant is change and the improvements proposed in this document are intended to be flexible enough to accommodate whatever changes occur in the future. While phased implementation of proposed improvements is important, the realization of improvements is dependent upon funding and partnerships that have yet to be determined.

When approved, The Jaycee Park Master Plan will be adopted as part of The City of Sheboygan's new Comprehensive Outdoor Recreation Plan and be eligible for Federal, State and Local funding.

