

Preliminary Draft

SEWRPC Community Assistance Planning Report No. 132 (2nd Edition)

A LONG-RANGE PARK AND OPEN SPACE PLAN FOR MILWAUKEE COUNTY

Chapter 4

FRAMEWORK FOR PLAN DEVELOPMENT

(Table is at end of chapter)

4.1 INTRODUCTION

Previous chapters of this report have presented the results of inventories of existing population, land uses, natural resources, and park and open space sites and facilities in Milwaukee County undertaken in support of the preparation of a park and open space plan for the County. This chapter describes additional important factors considered when preparing the new park and open space plan. This includes relevant County, local, State, and regional plans and studies that should be considered in the development of the County plan. Specifically, this chapter provides an overview of public input activities related to park and open space planning carried out by Milwaukee County Parks; other recent County/County-sponsored plans or studies; local comprehensive plans and park plans; regional plans, including the regional land use and transportation plan (VISION 2050) and the regional natural areas plan; and related State plans.

4.2 PUBLIC INPUT

For any planning process, it is good practice to provide opportunities for the public to become acquainted with the planning process and to solicit public involvement in the development of plan recommendations. In the case of a park and open space plan, it is beneficial to gather information related to public perceptions of outdoor recreation, the County park system, and protection of natural resources and open space lands. To ensure community involvement, the public participation efforts carried out by Milwaukee County Parks

during the park and open space planning process included a series of focus group meetings, community workshops, a household survey, and an online survey.

Focus Group Meetings

Milwaukee County Parks held six focus group meetings in March of 2016. The focus groups consisted of friends groups, business partners, education and youth groups, outdoor recreation/trail groups, government agencies, environmental/conservation groups, and major event organizers.

Individuals that participated in a focus group meeting expressed a preference for the County to provide low-cost programs and services. Participants also indicated a need for greater understanding about the core services that the County currently provides within County-owned park and open space sites. Noting that infrastructure within County-owned park and open space sites is deteriorating and requires capital funding, focus group participants asserted that Milwaukee County Parks should have a dedicated funding source.

Community Workshops

Milwaukee County Parks held nine community workshops as another means of soliciting citizen input in the preparation of the new County park and open space plan, The workshops were held at nine different County-owned park facilities in September and October of 2016. The purpose of the workshops was to provide an overview on park and open space planning; provide background information on existing County-owned parks and park facilities; and to solicit public input relative to current and potential County-owned parks, park facilities, and other park issues. Specifically, comments were gathered on the topics of park facilities and amenities, programs and services, and the fiscal sustainability of the Milwaukee County Park System.

Among the most commonly made comments or suggestions were the following:

- Maintain and update/improve existing County-owned playgrounds and parks
- Increase monitoring of, and/or security in, County-owned parks
- Engage youth through park and recreation programs and through volunteer and employment opportunities
- Secure sufficient dedicated sources of funding for County-owned parks, via taxes and/or fees

Household Survey

Another means of obtaining public input was a statistically valid, mailed countywide survey. In August 2016, a countywide public opinion survey was conducted on behalf of the County by ETC Institute. The survey was an important means of broadening citizen input in the preparation of the new County park and open space plan.

The survey was designed to include a range of questions on park and open space topics such as quality of life, park and open space preservation, park development and facilities, existing and future park/open space/recreation facility funding, natural and cultural resource protection, and basic demographics. A total of 4,180 surveys were mailed to a random sample of adult residents in Milwaukee County, limited to one survey per household. The household survey results are expected to be accurate to within ± 4 percent with 95 percent confidence. A report detailing the full results of the survey was prepared by ETC Institute and titled *Milwaukee County Parks Household Survey Data Report*, February 2017.

Of the 4,180 surveys mailed, 600 (14 percent) were completed and returned. Results from the household survey indicated strong support for the following:

- Protecting important environmental resources
- Maintaining existing County-owned park facilities
- Maintaining and expanding County-wide trails
- Providing large parks with a variety of recreation experiences

In addition, support was expressed for funding park, open space, and farmland preservation projects through increased partnerships with local universities, private businesses, and nonprofits and formalized and expanded fundraising efforts.

The majority of survey respondents indicated that they are satisfied with the overall value that their household receives from Milwaukee County Parks. The ETC Institute's evaluation of survey results indicated that an area of opportunity to strengthen user satisfaction may be to address deferred maintenance in County-owned park and open space sites as survey respondents most often cited restroom and facility upkeep as the primary factors preventing them from using County-owned parks and recreational facilities

more frequently. In addition, the majority of household survey respondents indicated a preference for Milwaukee County Parks to focus its efforts on investing in the repair and improvement of existing County-owned parks and facilities over developing new passive or active recreational facilities or acquiring additional parkland or open space.

Online Survey

To gain an enhanced understanding of Milwaukee County residents' characteristics, preferences, and satisfaction levels regarding park and recreation facilities, amenities, and programs, an anecdotal online survey was conducted in October and November 2016. Questions in the online survey were designed to correspond with questions contained within the statistically significant household survey. While the online survey results are not statistically valid, the online survey offered an additional opportunity for the community to share thoughts.

A comparison of the results from both surveys reveals that the anecdotal online survey results aligned with several major findings from the household survey:

- Similar to household survey respondents' strong support for the Milwaukee County Parks focusing on providing large parks with a variety of experiences, the majority of online survey respondents identified the provision of large regional parks with a variety of experiences as one of the most important services that Milwaukee County Parks provides
- The majority of respondents to both the household and online surveys expressed satisfaction with the overall value that their household receives from Milwaukee County Parks
- As in household survey results, online survey respondents named restroom and facility upkeep among the top 3 reasons preventing them from using County-owned parks and recreation facilities more frequently
- Household survey respondents and online survey respondents showed similar preferences for Milwaukee County Parks to focus on investing in the repair and maintenance of existing County-owned parks and facilities over developing new facilities or the acquisition of additional parkland

- Respondents of both the household and online surveys identified partnering with local universities and non-profits among the top solutions for financially supporting the park system’s operations, maintenance, and improvement

4.3 COUNTY PLANS, STUDIES, AND LEGISLATION

Milwaukee County Park and Open Space Plan

A park and open space plan for Milwaukee County was included as part of the first regional park and open space plan, which was adopted by the Regional Planning Commission on December 1, 1977. The regional park and open space plan identified existing and probable future park and open space needs within the Region and recommended a park system consisting of large resource-oriented parks and smaller non-resource-oriented urban parks, together with attendant recreational facilities. The regional park and open space plan as it relates to Milwaukee County was subsequently refined in 1991 as documented in the first edition of this report.¹ The County’s 1991 park and open space plan was adopted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) on June 17, 1992 and by the Milwaukee County Board of Supervisors on June 18, 1992.

The 1991 plan contained detailed recommendations for park and open space acquisition and recreation facility development within the County and maintained County eligibility to apply for and receive Federal and State aids in partial support of the acquisition and development of park and open space sites and facilities. The acquisition and development recommendations from the 1991 plan were reviewed and reconsidered during the preparation of this updated plan. To account for changes in conditions since 1991, this plan varies from the County’s previous plan in relation to the authority and roles of various agencies and entities in the provision of park and open space sites and facilities within the County. Whereas the 1991 plan recommended that Milwaukee County Parks be primarily responsible for providing park and open-space sites and facilities within the County, this plan recommends that the County continue to evaluate and pursue opportunities for partnerships with the State, cities and villages within the County, the Milwaukee Metropolitan Sewerage District, and conservation organizations in meeting the site and facility needs identified in Chapter 4 of this report.

¹ SEWRPC Community Assistance Planning Report No. 132, A Park and Open Space Plan for Milwaukee County, November 1991.

Milwaukee County Parks Five Year Strategic Plan

In 2015, Milwaukee County Parks developed a five-year strategic plan. The plan presented stakeholder-centered strategic goals and objectives and provides direction for Milwaukee County Parks to guide investment in the park system through 2020. Plan objectives relating directly to park sites and facilities include conserving, preserving, and protecting natural resources and parklands; broadening service and programming opportunities to meet community park and recreation needs and optimize park use; maintaining, renovating, replacing, or repurposing facilities and equipment; diversifying and stabilizing funding sources; and developing, engaging, and leveraging partnerships through volunteer-based organizations, and intergovernmental and corporate partnerships.

Legislation to Achieve Equity and Health

The County has been committed to understanding the link between race, government and health and how County government has contributed to inequities. The County created an Office of African American Affairs (OAAA) in 2017 to serve an integral role in addressing racial inequality by recognizing and resolving racial inequities for the benefit of all County residents and so that the larger Milwaukee region achieves its full potential. Noting that over 100 studies link racism to negative health outcomes, the County became the first municipal government in the Nation to adopt a resolution declaring racism to be a public health crisis in 2019. Recognizing that racial inequities are historical, complex, and interrelated and that the County has power to make change at a systemic level, the County passed an ordinance in 2020 committing to identify and address policies, practices, and power structures that, intentionally or unintentionally, work in favor of white people and create barriers for Black, Brown, and/or Indigenous people, and people of color. The ordinance establishes racial equity as one of the County's top priorities. This legislation supports work initiated by the OAAA to train County staff of racial equity to ensure that the County's administrative functions and day-to-day operations empower citizens and address the extensive issues resulting from racial inequities. The equity index application described in Chapter 3 and Appendix B of this report exemplifies Milwaukee County Parks' early effort to implement actions consistent with this legislation.²

² Appendix B of this report includes the County resolution declaring racism as a public health crisis and ordinance to achieve equity and health.

Other County/County Sponsored Plans and Studies

Historic Properties Management Plan

Recognizing the rich heritage and the significant recreational and environmental values of the Milwaukee County Park System, Milwaukee County Parks contracted with Mead & Hunt, Inc. to prepare two reports: *Volume 1: Milwaukee County Parkway Inventory Report*, February 2012; and *Volume 2: Milwaukee County Parks and Parkways – Historic Properties Management Plan*, July 2013. Together, the two volumes of the Historic Properties Management Plan (HPMP) identify the historic properties within the Milwaukee County Park System and provide guidance for the ongoing management of those historic properties. To retain the park system’s historic character, the HPMP focuses on the following activities:

- Bridge rehabilitation, bridge replacement, and road improvement projects
- Routine maintenance of landscape features, roads, bridges, buildings, and associated resources
- Construction of new recreational resources, including buildings, trails, and other amenities

Milwaukee County Land and Water Resource Management Plan

State law requires that all counties develop a land and water resource management plan, which is to be updated every 10 years. The County’s LWRMP, first approved in 2001, was revised and updated in 2006, and updated again in 2011.³ In 2016, the Department of Agriculture, Trade and Consumer Protection (DATCP) reviewed an interim plan submitted by the County and extended State approval of the County’s LWRMP through 2021. The County was in the process of updating the LWRMP as this report was being prepared.

The County’s LWRMP is intended to protect, improve, and restore ecological diversity and quality and to promote the beneficial use of the land, water, and related resources found within the County. The plan will establish goals to guide County and other agency initiatives over the 10-year period from 2021 to 2030. Those goals, along with the workplan objectives, planned actions, and strategies presented in the plan, will provide a tool for guiding and coordinating the activities of a variety of agencies and programs and provide the basis for funding initiatives from a variety of private, local, State, and Federal sources.

³ *Southeastern Wisconsin Regional Planning Commission (SEWRPC), Community Assistance Planning Report No. 312, A Land and Water Resource Management Plan for Milwaukee County: 2012 –2021 (August 2011)*

Milwaukee County Stream Assessment

Milwaukee County contracted with Inter-fluve, Inc. to complete a study titled *Milwaukee County Stream Assessment*, September 2004, to examine the channel stability of streams in Milwaukee County and to create a prioritized list of potential projects that address streambank erosion, responses to channelization, and infrastructure integrity. This study assessed the character of 140 miles of stream channels in the Kinnickinnic River, Milwaukee River, Oak Creek, and Root River watersheds and identified a number of potential project sites.

Milwaukee County Pond & Lagoon Management Plan

Park lagoons are a valuable recreational and aesthetic feature in a number of County parks. Recognizing their importance, the County authorized a study to assess the environmental quality of ponds, lakes, and lagoons in County parks and recommend improvements consistent with the uses of these features. The study was documented in a report titled *Milwaukee County Pond & Lagoon Management Plan* as prepared by Milwaukee County Environmental Services in June 2005. The purpose of this study was to assess the environmental quality of the ponds, lakes, and lagoons in the County and recommend improvements consistent with anticipated uses. The main objectives of the plan were to evaluate basic water quality conditions and to identify and prioritize long-term needs for lagoon improvements. The plan recommended pilot projects at selected lagoons for the use of alternative management practices to improve water quality conditions.

Milwaukee County Trails Network Plan

The *Milwaukee County Trails Network Plan* was prepared by Milwaukee County Parks and published in 2007. The plan includes an inventory of the existing trail system, goals and objectives to improve and maintain current trails, guidelines for future trail development, and a proposed trail network map. The plan identifies future trail development for bikes, hiking, snowmobile, and multi-use trails. Major plan recommendations include the expansion of the Oak Leaf Trail system, and the development of connecting trails in natural resource and utility corridors. Implementing the plan will require a cooperative effort involving partnerships between Milwaukee County and various Federal, State, and local units of government; nonprofit organizations; private businesses; and volunteer groups. The trails network plan was being updated as this planning process was underway. While recommendations and updates from the trails network plan are reflected in the recommendations chapter (Chapter 6) of this report, the trails network plan is treated as a living document that updated every few years to account for completed projects, future development, and past trends and future demand.

Wisconsin Policy Forum Reports

The Wisconsin Policy Forum,⁴ a nonpartisan policy research organization that conducts analysis and disseminates information on issues relating to local and State government, has prepared numerous reports pertinent to park and open space planning for Milwaukee County.⁵ These reports incorporate information from extensive investigations into Milwaukee County's financial situation and the condition of cultural assets owned, or funded, by the County, including County-owned parks. More specifically, the Forum looked at Milwaukee County Parks' budget reports and audited financial statements from over two decades and examined operations expenditures, revenue, and staffing within Milwaukee County Parks for insight into long-term trends in financing County-owned parks.

The Forum conducted and reviewed assessments of County-owned parks to understand the potential costs of capital repairs and improvements and to assess the County's ability to address growing infrastructure needs. Milwaukee County Parks' financial situation is tied to that of the County, whose budgetary restrictions include limited Federal and State revenues for providing mandated services, statutory limitations on local tax revenues, and a self-imposed borrowing cap. The reports describe a significant structural deficit that Milwaukee County Parks has been operating under for years, and, citing the need to address the funding gap, the Forum briefly presents alternative sources of dedicated funding for County-owned parks.

Acknowledging the mounting challenges facing Milwaukee County Parks, the Forum was commissioned in 2020 to conduct a research and facilitation project that would consider options for creating a sustainable financial path forward. The research project, which was underway as this report was being prepared, was anticipated to conclude in 2021. The project will include an action plan and recommendations based on an analysis of Milwaukee County Parks' 30-year decline in staffing levels and operating capacity, the growing infrastructure and service needs experienced in the parks, and a review of peer communities and their approaches to managing parks systems. Recommendations presented in the research project may conflict with recommendations for future service level changes and other recommendations envisioned in this report.

⁴ *The Wisconsin Policy Forum was established in 2017 by the merger of the Wisconsin Taxpayer Alliance and the Public Policy Forum, the latter of which produced the reports referenced in this section that were published prior to 2018.*

⁵ *Public Policy Forum, Public Spaces, Public Priorities: An Analysis of Milwaukee County's Parks, 2002; Milwaukee County-Funded Parks and Cultural Institutions, 2008; Pulling Back the Curtain, 2013; Cracks in the Foundation, 2017; Wisconsin Policy Forum, Delay of Game, 2018.*

4.4 RELATED STATE, REGIONAL, AND OTHER AREAWIDE PLANS AND PROGRAMS

Sound planning practice requires that the County plan appropriately incorporate the findings and recommendations of adopted State, regional, and areawide plans. Plans containing information and recommendations that should be taken into consideration in the development of a new park and open space plan for Milwaukee County include the Statewide Comprehensive Outdoor Recreation Plan, the regional land use plan, the regional natural areas plan, the Milwaukee Metropolitan Sewerage District (MMSD) conservation plan, and the MMSD greenway plan. The salient recommendations of these plans applicable to Milwaukee County park and open space planning are summarized below.

Statewide Comprehensive Outdoor Recreation Plan

The Statewide Comprehensive Outdoor Recreation Plan (SCORP) is prepared by the Wisconsin Department of Natural Resources (WDNR) every five years, most recently in 2011. The purpose of the SCORP is to offer a resource base and overall guidance for all providers of outdoor recreation throughout Wisconsin, and the plan is intended to be used in conjunction with other planning documents—including county park and open space plans. The SCORP contains information and recommendations relating to outdoor recreation that should be taken into consideration when developing a park and open space plan for Milwaukee County.

Regional Land Use and Transportation Plan (VISION 2050)

The regional land use and transportation plan prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) sets forth the fundamental concepts that are recommended to guide land use and transportation system development and open space preservation in the seven-county Southeastern Wisconsin Region, consisting of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties. The plan is documented in SEWRPC Planning Report No. 55, *VISION 2050: A Regional Land Use and Transportation System Plan for Southeastern Wisconsin*. VISION 2050 provides recommendations with respect to the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region.

The following VISION 2050 recommendations are particularly pertinent to the preparation of a park and open space plan for Milwaukee County:

- The preservation of the environmentally sensitive lands of the Region

- The encouragement of a more compact pattern of urban development, including infill development and redevelopment, in areas that can be readily served by essential facilities and services such as parks and trails
- The preservation and provision of open space to enhance the total quality of the regional environment and provide opportunities for a full range of outdoor recreational activities
- The enhancement of the Region's bicycle and pedestrian network to improve access to activity centers, neighborhoods, and other destinations; improve opportunities for recreational activities; and to encourage bicycle and pedestrian travel as a safe, attractive alternative to driving

The land use component of VISION 2050 includes a development pattern and recommendations that accommodate projected growth in urban lands, population, households, and jobs in the Region and Milwaukee County. In Milwaukee County, under VISION 2050, the population is anticipated to increase by 64,200 persons, or about 7 percent, from 947,700 in 2010 to 1,011,900 in 2050; households are anticipated to increase by 41,100, or about 11 percent, from 383,600 in 2010 to 424,700 in 2050 and; the number of jobs are anticipated to increase by 52,300, or about 9 percent, from 575,400 in 2010 to 627,700 in 2050. While the land use plan component of VISION 2050 recommends maximizing redevelopment in areas with existing infrastructure, it is anticipated that new development will occur in Milwaukee County that will result in an increase in lands dedicated to urban uses. Specifically, urban land uses would increase by 3 square miles, or about 2 percent, from 198.1 square miles in 2010 to 201.1 square miles in 2050. The overall size of the anticipated future population of the County, as well as the future distribution of population and urban lands, are key components in the determination of future outdoor recreational site and facility needs in Milwaukee County in the year 2050. A detailed evaluation of those needs is included in Chapter 5 of this report.

Regional Natural Areas Plan

A comprehensive inventory of natural areas, critical species habitat sites, and geological sites in Southeastern Wisconsin was conducted in 1994 and updated in 2010 as part of the regional natural areas and critical species habitat protection and management plan.⁶ The natural areas plan was prepared by SEWRPC and adopted by the Commission as an amendment to the regional park and open space plan. The

⁶ Documented in SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997, as amended in December 2010.*

plan identified 56 natural areas, 55 critical species habitat sites, and 14 sites of geologic importance in Milwaukee County in 2009, which are shown on maps and described in tables in Chapter 2 of this report. The regional natural areas plan recommends the protection and preservation of natural areas, critical species habitat sites, and geological areas in Milwaukee County. The plan identifies potential sites to be placed in public or private protective ownership, and other sites to be protected, insofar as it is possible, through zoning and other regulatory means without protective ownership. The natural areas plan also recommends that a detailed management plan be prepared and implemented for each site placed under protective ownership. Natural areas plan recommendations for the protection and management of identified natural areas, critical species habitat, and geological sites, including consideration of updates to sites, or new sites identified since 2009, are refined and detailed in Chapter 6 of this plan, which includes specific plan recommendations with respect to open space in the County.

Milwaukee Metropolitan Sewerage District (MMSD) Plans and Programs

MMSD Conservation Plan

In 2001, with the assistance of Conservation Fund⁷ staff, MMSD completed and adopted a conservation plan identifying land parcels that are recommended to be protected for multiple purposes, including flood mitigation potential and stormwater management benefits, as well as wildlife habitat, water quality, and recreational benefits. The plan is documented in a report titled *Conservation Plan, Technical Report Submitted to Milwaukee Metropolitan Sewerage District*.

The following aspects of the conservation plan are particularly pertinent to the preparation of a park and open space plan for Milwaukee County:

- The conservation plan identified 165 sites, including 42 high-priority sites, for protection through public acquisition or conservation easements, throughout the Menomonee River, Root River, and Oak Creek watersheds within the MMSD planning area
- In areas where conservation plan sites overlap with areas recommended for preservation and protection in the County park and open space plan, significant opportunities exist for partnering between government agencies or nonprofit conservation organizations to maximize the use of funds

⁷ *The Conservation Fund is a national, nonprofit conservation organization.*

MMSD Greenway Plan

In 2002, at the request of MMSD, SEWRPC prepared a District-wide greenway plan. The greenway plan was adopted by the MMSD Commission and is documented in SEWRPC Memorandum Report No. 152, *A Greenway Connection Plan for the Milwaukee Metropolitan Sewerage District*, December 2002. The greenway plan is intended to be a companion plan to the MMSD conservation plan by identifying potential greenway corridors connecting, and typically downstream of, the isolated parcels identified in the conservation plan. In addition, it was envisioned that the planning process would synthesize the results of other open space planning efforts undertaken in the MMSD area, resulting in a comprehensive District-wide greenway connection plan having flood mitigation and other environmental benefits. Since the greenways identified were based largely on environmental corridors identified in the regional land use plan, the MMSD conservation plan supplements the environmental corridor preservation recommendations of the regional land use plan by prioritizing acquisition areas and identifying additional smaller greenway segments that warrant preservation.

MMSD Greenseams Program

MMSD's Greenseams program identifies land parcels that are recommended to be protected for multiple purposes, including flood reduction potential and stormwater management benefits, as well as wildlife habitat, water quality, and recreational benefits. The program identified sites throughout the watersheds within MMSD's planning area, which includes much of Milwaukee County.⁸ The program was initiated as an outgrowth of MMSD's conservation and greenway plans. Milwaukee County Parks has accepted ownership of open space lands conveyed to the County by MMSD after MMSD's purchase of those lands through the Greenseams program. Public ownership of the conveyed lands helps to preserve open space within Milwaukee County. However, as all lands acquired under the Greenseams program require maintenance, lands conveyed without dedicated funding to cover the costs of such maintenance require investment from Milwaukee County Parks.

4.5 LOCAL COMPREHENSIVE AND PARK AND OPEN SPACE PLANS

As described in Chapter 2 of this report, all 19 municipalities within Milwaukee County have prepared and adopted a comprehensive plan as required under the State's "Smart Growth" law. Comprehensive plans may include, or include by reference, detailed park and open space plans. Park and open space plans may include recommendations for recreation facility development at existing parks as well as recommendations

⁸ *The MMSD planning area includes all of Milwaukee County, except for lands within the City of South Milwaukee, as well as portions of Ozaukee, Washington, Waukesha, and Racine Counties.*

for acquisition and development of new parks based on local needs. Table 4.1 provides a summary of the major recommendations contained in local planning efforts with respect to recreation facilities and sites, including recommendations for the maintenance and improvement of facilities at existing parks. A number of the outlying communities in the County also recommend new park sites of varying sizes to serve areas that are anticipated to accommodate future urban development. The development of new municipally owned park sites could meet the needs of the future population in the County who might otherwise depend on the County for such facilities. Planned improvements to existing local parks and planned new facilities are a key consideration in the development of the 2050 park and open space plan for the County.

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Table 4.1
Significant Park Recommendations from the Plans of Local Governments
in Milwaukee County: 2017

New Park and Open Space Sites and Trails		
Site Type^a	Site/Location	Facilities/Details
City of Franklin		
Pocket/Mini-Parks	Southeast of 92nd Street and Rawson Avenue	Fitness stations, ice skating, open-air pavilion, picnic area, playground, playfield, trails
	North of St. Martin’s Road and Loomis Road at Lover’s Lane	Fitness stations, ice skating, open-air pavilion, picnic area, playground, playfield, trails
	Northeast of Rawson Avenue and 51st Street	Fitness stations, ice skating, open-air pavilion, picnic area, playground, playfield, trails
	Southeast of Puetz Road and 51st Street	Fitness stations, ice skating, open-air pavilion, picnic area, playground, playfield, trails
	Southwest of 27th Street and Southbranch Boulevard	TBD
Neighborhood Parks	Hillcrest Neighborhood Park	Basketball, baseball, fitness stations, ice-skating, parking; pavilion, picnic areas, playfields, playground, Oak Leaf Trail (OLT) trailhead, softball, tennis
	Woodview Neighborhood Park	Basketball, baseball, fitness stations, ice-skating, parking; pavilion, picnic areas, playfields, playground, OLT trailhead, softball, tennis
Community Park	Southwest of Puetz Road and 51st Street	Recreation center
Regional Park ^b	Southwest Park	Basketball, baseball, mountain bike trails, parking, pavilion, pedestrian trails, picnic areas, playfields, skate park, soccer, softball, tennis
Special-Use Park	Mahr Woods Park	Fitness stations, parking areas, picnic areas, trails
Trails	Cascade Creek Trail	Cascade Park to Franklin High School and to the OLT
	Quarry View Trail	Christine Rathke Memorial Park to the OLT
City of Greenfield		
Pocket/Mini-Parks	Northeast of 124th Street and Edgerton Avenue	Open-air pavilion, parking, pedestrian trails, picnic tables, playfield, wildlife viewing
	Root River Parkway southeast of Howard Avenue and 108th Street	OLT trailhead, open space, picnic tables,
	West of 116th Street between Morgan and Howard Avenues	OLT trailhead, picnic area, playground, playfield
	84South south of IH 43 between 84th and 92nd Streets	Benches, landscaping, tables, water features
	Between IH 43/894 and Cold Spring Road and Loomis Road	Benches, landscaping, tables, and water features
Neighborhood Parks	Root River Parkway southeast of IH 43 and Layton Avenue	OLT trailhead, open-air pavilion, parking, playfield, playground, picnic tables
	Root River Parkway south of Beloit Road between 108th and 112th Streets	OLT trailhead, on-leash dog-walking, parking, picnic shelter, trails
	Holt Park northeast of Morgan Avenue and 108th Street	Dog park, interpretive exhibits, multi-use path, OLT trailhead, new entrance, parking, picnic tables, playground, shelter
Community Park	Southwest of Cold Spring Road and 92nd Street	Active and passive recreational facilities

Table continued on following page.

Table 4.1 (continued)

New Park and Open Space Sites and Trails		
Site Type^a	Site/Location	Facilities/Details
City of Greenfield (continued)		
Special Open Space Area	Northeast of Grange Avenue and 51st Street	Benches, unpaved trail
Trails and Trailheads	Honey Creek corridor	Armour Park to Creekwood Park and to Konkel Park
	Between IH 43/894, Cold Spring Road, and Loomis Road	Commuter facilities, connections to Haker Park, on-street bicycle lanes, mini park
	New neighborhood park in Root River Parkway south of IH 41/43 and Layton Avenue	OLT connections ^c
	We Energies corridor (WEC) trail between Howard Avenue and Cold Spring Road	Along IH 894/41 to 27th Street with trailheads east of 84th Street connecting to Towering Woods Park and at Armour Park, potentially featuring a bridge across Honey Creek ^c
	WEC trail extension	Along IH 894/41 and through proposed community park to 92nd Street ^c
	Wildcat Creek corridor trail	Connecting Beloit and Cold Spring Roads to Falcon View Park with OLT trailhead at Root River Parkway and Howard Avenue ^c
City of Milwaukee		
Pocket Parks	Harbor District	Canoe/kayak launch, play area
Neighborhood Parks	Bay View/Grand Trunk Wetland	Boardwalk trail, canoe/kayak launch, restored wetlands, wildlife habitat
	Harbor View Plaza	Canoe/kayak launch, play structure, water feature
	Throughout the City ^d	TBD
Regional Park	Lakefront Gateway Plaza	Pedestrian bridges, public plaza, water features
Trails	Harbor District Riverwalk	Open space, play areas, shared-use trail, soccer fields, watercraft launch park
	Menomonee Valley Riverwalk	Pedestrian walkway, shared-use paths, boat launch/slips
	Southside Powerline Trail	Along WEC corridor from South Lake Drive and Howard Avenue to County's western boundary
City of Oak Creek		
Neighborhood Parks	Chapel Hills Park	TBD
	Lake Vista Park	TBD
	Oak Leaf Park	TBD
	Prairie View/Oakwood Manor	TBD
	South Hills Park	TBD
	Woodknoll/Oak Creek Manor	TBD
	Woodridge	TBD
City of Wauwatosa		
Neighborhood Park	116th Street and Gilbert Avenue	Disc golf, natural areas, passive recreational facilities, playground
City of West Allis		
Neighborhood Parks	Central-eastern portion of the City	TBD
	Northeastern portion of the City	TBD
	Southeastern portion of the City	Dog park
	Southwestern portion of the City	Dog park

Table continued on following page.

Table 4.1 (continued)

New Park and Open Space Sites and Trails		
Site Type^a	Site/Location	Facilities/Details
Village of Brown Deer		
Pocket/Mini-Parks	Churchill Basin adjacent to residential areas	Playgrounds
Neighborhood Parks	A.C. Hanson Park	Explore acquiring from or co-managing with County
	Algonquin Park	Explore acquiring from or co-managing with County
Trails	A.C. Hanson Park and Kohl Park	Trail connection
	Badger Meter River Park	Connect to Beaver Creek
Village of Hales Corners		
Pocket/Mini-Parks	TBD	WEC trailhead
Neighborhood Parks	TBD	Playgrounds, trails
Special-Use Park	TBD ^e	Open space conservancy
Trails	Cobb Park trail	Connection to Edgerton Elementary/Whitnall Middle Schools, Hales Corners Park, the library, and Whitnall Park
	Hales Corners Park	Connection to Grange Avenue/New Berlin Road
	Edgerton Avenue trail	Connection between WEC and 113th Street
	Forest Home Avenue trail	Connection from Cobb Park to southern Village boundary and from Grange Avenue to northeastern Village boundary
	Grange Avenue trail	Connection from STH 100 to Stahl-Conrad Homestead
	Schoetz Park/116th Street trails	Connection to Area #2 of the Recreational Lands and Environmental Corridors Inventory
	WEC trail	Connection between Forest Home/STH 100 and Edgerton Avenue
TBD	Former MMSD parcels	Community gardens, open space
New Facilities and Facility Improvements		
Site	Facilities/Details	
City of Franklin		
Cascade Creek Park	New ice skating area, OLT trailhead, parking area	
Ernie Lake Park	New fitness station	
Forest Hills Neighborhood Park	New ice-skating area, parking area, pavilion, picnic areas, playground, softball fields, tennis courts	
Franklin Woods Nature Center	New OLT trailhead and pavilion	
Jack E. Workman Park	New fitness stations, ice skating area, OLT trailhead, tennis court	
Ken Windl Park	New tennis courts, volleyball courts	
Lion's Legend Park	New ice skating area, playground	
Pleasant View Neighborhood Park	New baseball field, basketball courts, fitness stations, ice-skating area, OLT trailhead, pavilion, parking area, picnic area, playfield, playground, tennis courts, volleyball courts	
TBD	New community recreation center	
City of Greenfield		
Konkel Park	New amphitheater concession area, connecting paths, pavilion with restrooms, play lot, splash pad/water playground	
TBD	New skate park facility	
TBD	New off-leash dog park facility	

Table continued on following page.

Table 4.1 (continued)

New Facilities and Facility Improvements	
Site	Facilities/Details
City of Milwaukee	
1st and Hadley Playfield	Replace facilities with ADA-accessible facilities
21st and Rogers Playfield	Replace facilities with ADA-accessible facilities
30th and Farsdale Playfield	Replace facilities with ADA-accessible facilities
35th and Lincoln Playfield	Replace facilities with ADA-accessible facilities
40th and Douglas Playfield	New playground
Allis and Lincoln Playfield	Replace facilities with ADA-accessible facilities
Beerline Trail	Improve street crossings
Kinnickinnic River Trail	Improve street crossings
Riverwalk	Improve street crossings
Teutonia and Fairmont Playfield	Replace facilities with ADA-accessible facilities
City-wide	Improve bike parking
City of Oak Creek	
Abdenshein Park	Implement site development/master plan
Greenlawn Park	New shelter
Meadowview Park	New shelter
Shepard Hill Park	New shelter
TBD	New lighted softball fields
TBD	New baseball diamond
TBD	New recreation center
City of Wauwatosa	
Hart Park	New community/recreation center, entry plaza, ice skating area, pedestrian bridge, pedestrian railroad crossing, rental building, restroom facilities, sand volleyball courts, soccer field, trails
	Expand skate park
	Improve locker room access and interior, pedestrian crossings, pony baseball field, site drainage, volleyball courts, tennis courts
Hartung Park	New circular plaza seating, eastern park entrance, exercise/recreation area, multi-use field
	Improve bicycle parking, circular plazas, landscaping, Menomonee River Parkway restroom facility, trails
Root Common/Pocket Park	Improve landscaping, seating
Webster Park	New soccer field, playground, restroom facility, trails
	Improve parking area
	Rehabilitate/remove existing storage building
	Remove existing backstop, playground
City of West Allis	
Arnold Klentz Park	New ADA-accessible paths
	Renovate/repurpose basketball courts
	Replace backstops
Honey Creek Park	New ADA-accessible paths, dog exercise area
	Remove horseshoe pits
Kopperud Park	New playground structure, ice skating, basketball court, exercise equipment
Liberty Heights Park	New skateboard park
	Remove north basketball court
	Replace play structure
	Resurface tennis courts

Table continued on following page.

Table 4.1 (continued)

New Facilities and Facility Improvements	
Site	Facilities/Details
City of West Allis (continued)	
Reservoir Park	New baseball field, splash pad
	Replace play structure
Rogers Playground	New ADA-accessible paths
Veterans Memorial Park	New exercise equipment
	Replace play structure
TBD	New dog park ^f
Village of Bayside	
Ellsworth Park	New flagpole, gathering space, memorial
Village of Brown Deer	
A.C. Hanson or Algonquin Park	New skateboard facility
Badger Meter Park	New pedestrian bridge across Milwaukee River
Kohl Park	Develop park
TBD	New ice-skating arena
TBD	New outdoor amphitheater
Village of Hales Corners	
Grange Avenue Detention Area	New boardwalk, passive recreation features
Hales Corners Park	Prevent closure of swimming pool
Kelly (Kurtz) Lake	Improved public access
	New canoe/kayak launch, fishing pier, parking area
Shoetz Park	Develop goose control plan
	New fishing pier, play areas playgrounds, trail
Whitnall Park Creek	Maintain access, creek/tributaries, vegetation, wildlife habitat
Village-wide	Install uniform identification signs
	Promote community-based projects through the Urban Forestry Program
Village of Shorewood	
Atwater Park	New beach pavilion, gateway entry, seating shade/arbors
	Expand beach boardwalk, overlook
Hubbard Park	New canoe/kayak launch, connection to River Park, fishing access, OLT trailhead
Oak Leaf Trail (OLT)	New trailheads at Alpine Avenue, Glendale Avenue, Kensington Boulevard, Olive Street, Hubbard Park, and River Park
River Park	New circuit path, OLT trailhead, picnic shelter, playground, skate park
Triangle Park	New playscape
	Renovate/relocate flagpole

NOTE: These park-related recommendations were taken from local governments plans and were not necessarily developed in collaboration with Milwaukee County. The County claims no responsibility for implementation of these recommendations and requires—at a minimum—review of and cooperative agreements for projects envisioned for County-owned park and open space lands.

^a Site types are generally listed by size, from smallest to largest, followed by trails, which are generally linear in nature.

^b Proposed site to include Milwaukee County-owned Franklin Park and additional land to be acquired by the City of Franklin.

^c Trailhead facilities may include a kiosk, picnic area, pavilion, or parking area.

^d New neighborhood parks could be located proximate to areas with existing parks that are under consideration for decommissioning.

^e To be located within Town 06, Range 21, Section 30.

^f A dog park may be featured in a proposed neighborhood park in the southwestern and/or southeastern portion of the City of West Allis and/or elsewhere in the City.

Source: Local Governments in Milwaukee County and SEWRPC