



Milwaukee County, and Milwaukee County Parks, are built upon a tradition of providing public services to all residents. Unfortunately, all residents have not been served equitably and Milwaukee County is leading the charge to change this.

When looking at both quality of life and length of life, Milwaukee County ranked 71st out of 72 counties in Wisconsin, according to the County Health Rankings & Roadmaps index.<sup>1</sup> Systematic racism has perpetuated across the country and in Milwaukee County for generations, causing race to be a leading predictor of a person's quality and length of life. This is why in 2019 the County established a bold vision: by achieving racial equity, Milwaukee is the healthiest county in Wisconsin.

Focusing on health and racial equity is imperative, as statistics reveal that in Milwaukee County:

- A white person will, on average, live 14 years longer than a black person<sup>2</sup>
- The infant mortality rate is over three times higher for black people than white people<sup>3</sup>
- The poverty rate for white people is 8% compared to 29% for black people, and 19% for Hispanic/other races<sup>4</sup>

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<sup>1</sup> University of Wisconsin Population Health Institute County Health Rankings and Roadmaps, 2019 Overall Health Rankings (<https://www.countyhealthrankings.org>)

<sup>2</sup> Wisconsin Department of Health Services, Wisconsin Interactive Statistics on Health (WISH) Query: Mortality Module—Milwaukee County, 2019 (<https://www.dhs.wisconsin.gov/wish/mortality/broad-form.htm>)

<sup>3</sup> Wisconsin Department of Health Services, WISH Query: Infant Mortality Module—Milwaukee County, 2016-2018 (<https://www.dhs.wisconsin.gov/wish/infant-mortality/form.htm>)

<sup>4</sup> Poverty, Incomes, Race And Ethnicity in Wisconsin and Milwaukee: A Supplement to the 2016 Wisconsin Poverty Report (<https://www.irc.wisc.edu/wp/wp-content/uploads/2018/09/Supplement-WIPovRept-September2018.pdf>)



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These realities of health disparities are stark, thus the need for a daring vision. Racism was declared a public health crisis for Milwaukee County in May of 2019. Racial equity will be achieved when race is no longer a predictor of health outcomes in Milwaukee County.

The mission of Milwaukee County is to enhance the quality of life in Milwaukee County through great public service. Specific values drive this mission: Respect – we work with and for others; Integrity – we do the right thing; and Excellence – we never stop improving.

Milwaukee County Parks uniquely support the county vision, mission, and values because parks touch every person in the county. Parks improve physical health, support mental health, provide clean air and water, and strengthen communities. When parks thrive, people thrive.

Parks' mission is to steward a thriving park system that positively impacts every Milwaukee County Parks visitor. The vision of Parks is to foster dynamic connections through our land and community, heighten the quality of life in the county, and lead as a model park system. Parks core values are the heart of the department:

- FUN - We provide unique spaces for people of all abilities to play and enjoy life
- INCLUSIVE - We strive toward racial equity and reflect the people we serve
- GREEN - We care about the world around us and our impact on it
- RESOURCEFUL - We cultivate creative partnerships and stewardship opportunities
- YOUR BACKYARD - We grow parks for all

This park and open space plan identifies Milwaukee County parkland and facilities currently available to Milwaukee County residents and projects future need based on anticipated population growth by the year 2050. Existing and future park system needs must be addressed with racial equity at the forefront.



Improvements for our most vulnerable populations will result in healthier outcomes for all Milwaukee County residents.

Many thanks to those who worked to complete this long-range plan, and I would also like to express my continued gratitude to past and current County Leadership, Parks Employees, and Park Users who are the heart of our wonderful park system.

Sincerely,



Guy Smith

Executive Director, Milwaukee County Parks



## Preliminary Draft

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

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

## Chapter 1

# INTRODUCTION

### 1.1 INTRODUCTION

Milwaukee County has a long history of park and open space planning, including the periodic updating of the County park and open space plan, the current version of which was adopted by the Milwaukee County Board of Supervisors in 1992. With the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in 2015, Milwaukee County initiated work on an update to its park and open space plan, with the goal of extending the planning horizon to the year 2050. This report documents that planning process and presents the resulting updated County plan.

By encouraging the protection and wise use of the underlying and sustaining natural resource base, planning for parks and open space promotes the implementation of the adopted regional land use plan. SEWRPC, charged by law with the duty of preparing and adopting a comprehensive plan for the physical development of the seven-county Southeastern Wisconsin Region, adopted VISION 2050 as an update to the regional land use and transportation plan in 2016. VISION 2050 contains numerous major elements pertaining to parks and open space and serves as a guide for park and open space planning for the Region, including Milwaukee County.



## **1.2 PARK AND OPEN SPACE PLANNING FOR MILWAUKEE COUNTY**

### **History**

This park and open space plan is an update to previous editions of the park and open space plan for Milwaukee County. The first such plan was included as part of SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, which was adopted by the Regional Planning Commission on December 1, 1977. In 1991, the regional park and open space plan as it applied to Milwaukee County was amended in the first edition of this report, SEWRPC Community Assistance Planning Report No. 132, A Park and Open Space Plan for Milwaukee County, which has a design year of 2000 and was adopted by the Regional Planning Commission on June 17, 1992 and by the Milwaukee County Board of Supervisors on June 18, 1992.

### **The Milwaukee County Park System**

The Milwaukee County Park System began with the establishment of the Milwaukee County Park Commission in 1907. That Commission envisioned and developed a park system composed of a series of greenways and parks encircling the County. The County Park Commission proposed connecting existing parks within the City of Milwaukee to outlying areas, which were selected based upon the active and passive recreational opportunities offered by, and the aesthetic appeal of, the landscape. This expansion of the park system was envisioned as an opportune means to accommodate residential growth.

Milwaukee County Parks is responsible for managing the Milwaukee County Park System within budget and policy guidelines established by the County Board. Funding for Milwaukee County Parks' operations comes from the County tax levy, park user fees, Federal and State grants, and from non-profit partners and corporate sponsors. Milwaukee County Parks' mission is to steward a thriving park system that positively impacts every Milwaukee County park visitor.

### **Plan Purpose**

The purpose of park and open space planning is to identify the existing and future needs for recreational and open space within a geographic area and to develop a workable plan that can effectively meet those needs. Park and open space planning should also guide long-term park management and maintenance, as well as the potential acquisition and development of lands as public park and open spaces for outdoor recreational use and natural resource preservation, taking into account all the recreational facilities, public and private, provided within the subject geographic area. The conduct of park and open space planning



indicates an appreciation of the value of a well-developed system of park and open space sites within a community and provides guidance and rationale for long-range planning.

This park and open space plan may be considered a tool for analyzing and planning for the future of the Milwaukee County Park System. This plan has been developed to assist the Milwaukee County Executive, the Milwaukee County Board of Supervisors, and park system administrators in making decisions affecting the maintenance and improvement of the Milwaukee County Park System commensurate with the outdoor recreation and natural resource management needs of present and future County residents. The purpose of this plan is to ensure the efficient and effective use of public funding while protecting the County's natural resources and satisfying the park and open space needs of County residents.

In November 2015, Milwaukee County requested that SEWRPC assist in the preparation of this plan, which is to be considered an amendment to the regional park and open space plan and an update to the County's 1991 park and open space plan. This plan is intended to ensure County eligibility to apply for and receive Federal and State aids in support of the maintenance and improvement of park and open space sites. The plan is also utilized by granting agencies to confirm that project requests align with the long-range planning goals for the park system.

### **Plan Preparation and Approval**

The preparation of this park and open space plan was a collaborative effort between Milwaukee County Parks and SEWRPC. The preparation of this plan required Milwaukee County to consider the services it provides to County residents and review the role it plays as a park and open space provider within the regional context. The plan was prepared under the guidance of Milwaukee County Parks staff; the Parks, Energy, and Environment Committee (PEEC); the County Board of Supervisors; and the County Executive.

### **Plan Framework**

This plan addresses additional park, open space, and recreation considerations not included within previous County-related park and open space planning efforts, including information relating to land use, population levels and distribution, anticipated growth and development, and natural resources stemming from VISION 2050, which also provides a framework that is the basis for many of the recommendations contained in this plan. This plan considers park and open space and development activities within the County and identifies the need for future studies related to a long-term funding strategy for County-owned parks, open spaces, and facility needs, including deferred maintenance.



This plan lays the groundwork for the future of the Milwaukee County Park System in the following ways:

- Planning for and developing the park system to serve the diverse interests of County citizens
- Assessing public input while planning for and developing the park system
- Establishing guidelines for the maintenance, improvement, and development of park and open space sites and outdoor recreation facilities and natural resource management
- Fulfilling requirements and providing groundwork for obtaining grants and other resources for developing and maintaining the park system

### **Report Format**

This report sets forth findings and recommendations from the park and open space planning effort as follows:

- Following this introductory chapter, Chapter 2 presents information about the County pertinent to park and open space planning, including information on the existing resident population, land use pattern, and natural resource base of the County
- Chapter 3 provides information on existing park sites and facilities and open space lands within the County
- Chapter 4 presents a framework for plan development, which summarizes existing reports and public input opportunities that may influence the development of the plan
- Chapter 5 contains level of service information; preservation, acquisition, and development objectives, principles, and standards; and an analysis of the County's park and open space needs
- Chapter 6 sets forth the recommended park and open space plan and identifies the actions required to carry out the recommended plan

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## Chapter 2

# POPULATION, EMPLOYMENT, LAND USE, AND NATURAL RESOURCES

(Figures, maps, and tables are at end of chapter)

## 2.1 INTRODUCTION

The proper formulation of a park and open space plan necessitates the collection and collation of data related to existing demographic and economic characteristics, existing land uses, and natural resources. Such data provide an important basis for determining service area needs and for identifying park and open space sites and facilities necessary to meet those needs. The inventory findings are presented in this chapter.<sup>1</sup>

## 2.2 DEMOGRAPHIC CHARACTERISTICS

### Population

Historical population levels within Milwaukee County, the Region,<sup>2</sup> and the State are provided in Table 2.1 and Figure 2.1. Milwaukee County's population rose steadily from 1850 to 1960 with the greatest changes occurring between 1920 and 1930, with an increase of approximately 185,800 persons, or 34 percent; and between 1950 and 1960, with an increase of approximately 165,000 persons, or 19 percent. The large increase in Milwaukee County's population between 1950 and 1960 paralleled the growth trends of the

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<sup>1</sup> Inventory data presented in this chapter are the latest available data as report contents were being prepared.

<sup>2</sup> The seven-county Southeastern Wisconsin Region includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.



Region and the State during the same 10-year period, which grew in population by 27 percent and 15 percent, respectively. The County's population grew much slower over the following decade before beginning a gradual decline that continued from 1970 to 2000. Between 2000 and 2010, however, population in the County grew by approximately 7,600 persons to over 947,700 persons, according to the decennial Census. Since 2010, the Wisconsin Department of Administration has estimated that the County population has decreased by 2,300 persons, or less than 1 percent, to approximately 945,400 persons in 2017.

The City of Milwaukee is the most populous community in the County, with 594,833 residents in 2010, or about 63 percent of the County's population. The next most populous communities in 2010 were the City of West Allis, with 60,411 residents, or about 6 percent of the County's population; the City of Wauwatosa, with 46,396 residents, or about 5 percent of the County's population; and the City of Greenfield, with 36,720 residents, or about 4 percent of the County's population.

## **Households**

The number of households is of particular importance in land use and public facility planning because it is an important component in creating demand for transportation and other facilities and services, including parks and recreational facilities.

Trends in the number of households in the County and the Region are shown in Table 2.2. Despite population declines over every decade from 1970 to 2000, the number of households in Milwaukee County increased during each decade of that period and continued to grow through 2010. The rate of growth in the number of households in the County was highest between 1970 and 1980, about 7 percent, and declined steadily to about 3 percent between 1980 and 1990 and about 1 percent between 1990 and 2000 before increasing marginally over the past decade by approximately 2 percent.

The average size of households in the County has decreased significantly since 1970, as it did for the seven-county Region. As depicted in Tables 2.2 and 2.3, the total number of households in the County in 2010 was approximately 383,600, with an average household size of 2.4 persons.

## **Employment**

Trends in job growth in the County and Region are set forth in Table 2.4. The jobs are enumerated to reflect the number of jobs within the County and Region, including both full- and part-time jobs. As indicated in Table 2.4, employment grew in the County between 1970 and 2000, with the number of jobs



increasing from 525,200 to 618,300. Employment in the County increased 11 percent in the 1970s, 4 percent in the 1980s, and 2 percent in the 1990s, amounting to an 18 percent increase in employment in the County from 1970 to 2000. The Region experienced an increase in employment of about 54 percent, or 424,900 jobs, over the same period. Trends in employment changed over the following decade within both the County and the Region, reflecting the economic recession of the late 2000s. Employment in the County declined 7 percent from 2000 to 2010, a decrease of 42,900 jobs; employment in the Region declined approximately 3 percent, or 33,200 jobs, over the same period.

### **Age Distribution**

The age distribution of the population may be expected to influence the location and type of recreational areas and facilities provided within the County. The age distribution of the population in the County and Region in 1970 to 2010 is set forth in Table 2.5. The total population of the County moderately decreased between 1970 and 2010, with decreases in the number of people under 5 years of age, from 5 to 17 years of age, and from 18 to 24 years of age. In that time period, there was also a slight decrease in those 65 and over. Conversely, the population aged 25 to 44 and 45 to 64 increased. This trend is somewhat similar to that of the Region as a whole, which also experienced decreases in the number of people under 5 years of age and those 5 to 17 years of age as well as increases in people aged 25 to 44 and 45 to 64. The trend in Milwaukee County differed from the Region, in that the number of adults aged 18 to 24 increased slightly while the number of adults aged 65 and older experienced a significant increase between 1970 and 2010 in the Region.

### **Racial/Ethnic Composition**

It is important for this plan to consider the County's racial and ethnic composition to ensure it can promote equitable access to recreational resources for County residents of color. Table 2.6 depicts the race and ethnic composition of Milwaukee County residents as of 2017. Only slightly more than half of the County's population is White Alone (51 percent) while more than one-quarter is Black Alone (26 percent). Hispanic residents account for 16 percent of the County's population and nearly 3 percent of County residents are two or more races.

### **Household Income**

As with racial/ethnic composition and dispersion, it is important for this plan to consider the household income of County residents to ensure this plan can promote equitable access to recreational resources for the County's lower income residents. Table 2.7 and Figure 2.2 depict the household income of Milwaukee County residents in 2017, when the median household income of Milwaukee County residents was approximately \$48,000. The median household income of Black households in Milwaukee County



(approximately \$29,000) was less than half of the median income of White households in the County (approximately \$60,000).

## **2.3 HISTORICAL URBAN GROWTH AND EXISTING LAND USES**

Urban growth and land use are important determinants of both the supply of, and the demand for, outdoor recreation and related open space facilities. Accordingly, an understanding of the amount, type, and spatial distribution of urban and rural land uses within the County, and of the historical conversion of rural lands to urban use, is important to the development of a sound park and open space plan. This section presents a description of the historical urban development and existing land uses in the County.

### **Historical Urban Growth**

The historical urban development of Milwaukee County since 1850 is presented on Map 2.1.<sup>3</sup> Prior to 1900, urban development in the County was concentrated around the City of Milwaukee with small, scattered enclaves in the Cities of Cudahy, South Milwaukee, Wauwatosa, and in the Village of Whitefish Bay. A century later, the County was substantially developed for urban uses, with most of the remaining undeveloped land found in the southern and northwestern portions of the County.

### **Demographic Considerations**

The historical urban growth pattern of the County and Southeastern Wisconsin Region includes the concentration of people of color, most notably Blacks and Hispanics, in certain areas. As shown on Map 2.2, Black residents are concentrated in the near north and northwest areas of the City of Milwaukee and Hispanic residents are concentrated in the near south side of the City of Milwaukee and within Milwaukee County communities south and west of the City of Milwaukee.

The Milwaukee metro area ranks among the most segregated metro areas in the country and has a considerably lower proportion of people of color residing in its suburban communities. The history of this racial and economic segregation is complex and involves formerly legal discriminatory housing policies combined with unintended consequences of regional, national, and global trends. Racially restrictive covenants, redlining maps, and other forms of housing discrimination restricted the ability of Blacks and other people of color to move to desirable areas and to access loans and other means for building wealth.

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<sup>3</sup> Map 2.1 shows historical urban growth in Milwaukee County for approximately every decade through 2010; the 2020 land use inventory, which would form the basis for historical urban growth in 2020, was underway as this report was being prepared.



Many of the manufacturing jobs that attracted Black residents to the area left due to deindustrialization, which occurred before Black residents in Milwaukee could collectively achieve an improved economic status and at the same times as White flight from urban neighborhoods. As a result, poverty is also highly concentrated in the same areas where most people of color reside in Milwaukee County (see Map 2.3).

It is important for this park and open space planning effort to take into account this pattern to ensure residents of color and low-income residents have equitable access to recreational facilities. This plan, which was under development as Milwaukee County adopted legislation through which the County intends to advance racial equity and eliminate health disparities (see Chapter 4 of this report), is a preliminary effort to incorporate equity into park and open space planning for the County.

### **Existing Land Uses**

Land uses in Milwaukee County in 2010 are set forth on Map 2.4 and in Table 2.8. In 2010, urban land uses—consisting of residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication and utility uses—encompassed about 183 square miles, or about 75 percent of the total area of the County. Residential land comprised the largest urban land use category, encompassing 81 square miles, or about 44 percent of all urban land use and 33 percent of the total area of the County.

Land uses categorized as transportation, communications, and utilities constituted the second largest urban land use category in 2010, encompassing about 53 square miles, or 29 percent of all urban land and 22 percent of the total area of the County. Streets and highways occupied 43.5 square miles, or about 82 percent of the uses in this category. Other uses in the transportation, communications, and utilities category within the County include multiple railway freight service lines, operated by the Canadian Pacific Railway, the Canadian National Railway, the Wisconsin and Southern Railroad Company, and the Union Pacific Railroad; and two airports that serve the public—General Mitchell International Airport and Timmerman Airport.

About 59 square miles, or about 25 percent of the County, were nonurban lands in 2010. Agriculture was the largest single nonurban land use in the County, accounting for about nearly 16 square miles, or about 6 percent of the County. The balance of the nonurban area was comprised of woodlands, wetlands, surface water, landfill and extractive areas, and other open land, which in combination encompassed about 44 square miles, or about 18 percent of the County.



## **2.4 NATURAL RESOURCES**

Milwaukee County Parks maintains a large amount of the County's remaining significant natural resource base within its more than 15,000 acres of County-owned parks, parkways, and trails. An important recommendation of the adopted regional land use and park and open space plans is the preservation of the most important elements of the natural resource base of the Region. Additional information concerning the location and extent of natural resources has been collected since the preparation and adoption of the year 2000 Milwaukee County park and open space plan in 1991. This section presents such inventory information as it relates to Milwaukee County.

### **Surface Water Resources**

Surface water resources, consisting of streams and lakes, form a particularly important element of the natural resource base. Surface water resources provide recreational opportunities, influence the physical development of the County, and enhance its aesthetic quality. Major surface water features within the County are shown on Map 2.5.

Lakes and streams are susceptible to degradation through improper land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads; from malfunctioning and improperly located onsite sewage disposal systems; from sanitary sewer overflows; from construction and other urban runoff (e.g., sediment, road salt, heavy metals, oil, and trash); and from careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riparian areas, streambank failure, and the filling of wetlands, which remove valuable nutrient and sediment traps while adding nutrient and sediment sources. It is important that existing and future development in riparian areas and wetland buffer areas be managed carefully to avoid further water quality degradation and to enhance the recreational and aesthetic values of surface water resources.

Major streams are defined as those that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. There are approximately 108 miles of such streams in Milwaukee County. The County includes all or portions of five major watersheds: the Kinnickinnic River, Menomonee River, Milwaukee River, Oak Creek, and Root River watersheds. The Lake Michigan direct drainage area may be considered to compose a sixth watershed. The major stream in the Kinnickinnic River watershed, which is located in the south-central portion of the County, is the Kinnickinnic River. Major streams in the Menomonee River watershed, which generally includes the area in the northwestern



and central portions of the County, include the Little Menomonee River, Menomonee River, Honey Creek, and Underwood Creek. Major streams in the Milwaukee River watershed, which generally includes the area in the north-central portion of the County, are the Milwaukee River and Lincoln Creek. The major stream in the Oak Creek watershed, which is located in the southeastern portion of the County, is Oak Creek. Major streams in the Root River watershed, which generally includes the southwestern portion of the County, are the Root River, Ryan Creek, and Tess Corners Creek. These streams and rivers are the backbone for the County's parkway system conceived by Charles Whitnall and the first park commissioners in the early 1900s and included in the first plan for a Milwaukee County parkway system in 1924.

There are no major lakes—that is, lakes of 50 acres or more—in Milwaukee County. However, the entire eastern boundary of the County consists of Lake Michigan shoreline, which was an early focus for County park land acquisition and thus the major focus of water related activities in the County. There are numerous minor natural and man-made lakes and ponds (five to 49 acres in size) in Milwaukee County, including 13 in the Milwaukee County Park System that together encompass less than 50 acres of surface water. Within the park system, these consist largely of park lagoons, the majority of which are in an ecologically compromised state and suffer from excessive nutrients, sedimentation, aquatic invasive species, and low biological oxygen levels that prevent their use as recreational fishing locations.

### **Groundwater Resources**

Surface water and groundwater are interrelated components of a single hydrologic system. Groundwater provides base flows for streams, may sustain lake and pond levels, and supports wetlands. Groundwater resources also serve to moderate water temperatures, promote water quality, and support fish and aquatic life habitat.

Like surface water, groundwater is susceptible to depletion in quantity and to deterioration in quality as a result of contamination and overuse. The vulnerability of groundwater to contamination is a combination of several factors, including soil type, subsurface material characteristics, and depth to groundwater levels. Land use and park and open space planning must appropriately consider the potential impacts of urban and rural development on this important resource.

Recharge of the aquifers underlying Milwaukee County is derived largely from precipitation. Areas of groundwater recharge potential are shown on Map 2.6, which identifies areas based upon the potential rate of annual groundwater recharge from precipitation in the County. Areas were placed into the



following classifications: very high (more than six inches of recharge per year), high (four to six inches of recharge per year), moderate (three to four inches of recharge per year), and low (less than three inches of recharge per year). While groundwater resources in Milwaukee County do not constitute the major source of supply for domestic, municipal, and industrial water users, they often provide the base flow of streams and sustain wetland and surface water levels.

As shown on Map 2.6, about 1 percent of the County has very high recharge potential and about 7 percent has high recharge potential. High and very high recharge potential areas are largely located in the County's northern and southern areas. About 12 percent of the County is classified as having moderate recharge potential. The remainder of the County, about 80 percent, is classified as having either a low or undefined recharge potential or consists of existing urban development.

### **Floodplains**

Floodplains are the wide, gently sloping areas contiguous to, and usually lying on both sides of, a stream or river channel and often containing wetlands. For planning and regulatory purposes, floodplains are normally defined as the areas adjacent to rivers, streams, and lakes that are inundated during the 1-percent-annual-probability (100-year recurrence interval) flood event. Floodplain areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and, generally, of soils poorly suited to urban uses. Floodplain areas often contain important natural resources, such as high-value riparian woodlands, wetlands, and refuges for wildlife, and, therefore, are compatible with park and open space uses. While the resources involved may not be suitable for intensive recreation uses (e.g., ballfields, tennis courts), they can be valuable for nature-based uses such as hiking, bird watching, and nature study. In addition, ecologically functional floodplains have numerous quality of life benefits to a community, such as flood mitigation, water filtration, fish spawning areas, dispersal corridors for wildlife, and travel corridors for people in the form of hiking and biking trails.

Floodplain mapping for Milwaukee County was updated as part of a Federal Emergency Management Agency (FEMA) "Map Modernization Program." The updated maps were approved by the Wisconsin Department of Natural Resources (WDNR) and FEMA in 2008. Minor revisions were made to the maps in 2009. Floodplains, as identified in the FEMA mapping, are shown on Map 2.5. Approximately 17.3 square miles, or 7 percent of the total area of the County, were located within the 1-percent-annual-probability floodplains. Approximately 8.3 square miles, or 48 percent of the floodplains in Milwaukee County, were within County parkland.



## **Wetlands**

The location and extent of wetlands in the County in 2010, as delineated by the Regional Planning Commission, are shown on Map 2.5. At that time, wetlands covered about 11.6 square miles, or 5 percent of the County. About 5.6 square miles, or 48 percent of the wetlands in Milwaukee County, were located within County parkland. Numerous permanent wetland types, as defined by the WDNR, are found within the park system, including clay seepage bluff fens, floodplain forest, emergent aquatic, floating leaved marsh, forest seep, riverine mudflats, shrub-carr, southern hardwood swamp, southern sedge meadow, springs, submergent marsh, and wet prairie. The Milwaukee County Park System has two wetlands that have been designated “Wetland Gems” by the Wisconsin Wetland Association: the Root River Riverine Forest located in the southern Root River Parkway and the Warnimont Bluff Fens in Warnimont Park. Wetland Gems are considered to be critically important to the State’s biodiversity.

Wetlands are important resources for the ecological health and diversity of the County. They provide essential breeding, resting, and feeding grounds and escape cover for many forms of fish and wildlife. Wetlands also contribute to flood mitigation, because such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows. Wetlands may also serve as groundwater recharge and discharge areas. In addition, wetlands help to protect downstream water resources from siltation and pollution by trapping sediments, nutrients, and other water pollutants.

## **Ephemeral Wetlands**

Ephemeral wetlands are relatively shallow depressions in the landscape that temporarily hold water from seasonal rainfall and snowmelt accumulation. Ephemeral wetlands usually do not feature permanent inlets or outlets and dry up in mid- to late-summer. Due to their hydrological separation, and to the relatively short period of inundation, ephemeral wetlands are precluded from supporting fish and can provide critical habitat for amphibians and certain invertebrates that would otherwise be prey to fish. The productivity of an ephemeral wetland is linked to the continuous elevated, or upland, area surrounding it, which contributes to the water that collects in an ephemeral wetland. In addition, the species that rely on an ephemeral wetland also depend on the surrounding elevated area and move between the two landscapes to feed, rest, or breed.

According to the WDNR, Wisconsin’s ephemeral wetlands are located primarily within woodlands and provide extensive contributions to the biodiversity of the surrounding woodlot or forest stand as well as to the larger landscape. Milwaukee County Parks natural areas staff has conducted extensive surveys and documented 435 ephemeral wetlands within the park system’s natural areas.



## **Woodlands**

Woodlands are defined as those upland areas one acre or more in size having 17 or more deciduous trees per acre, each measuring at least four inches in diameter at breast height, and having 50 percent or more tree canopy coverage. Coniferous tree plantations and reforestation projects are also classified as woodlands.

Under good management, woodlands can serve a variety of beneficial functions. Woodlands provide an attractive natural resource and provide immeasurable scenic beauty, flora and fauna habitat, and recreational opportunities, and they reduce heat islands and improve air and water quality. In addition to contributing to clean air and water and regulating surface water runoff, the maintenance of woodlands within the County can contribute to sustaining a diversity of plant and animal life. Existing woodlands in the County, many of which required a century or more to develop, could be destroyed through mismanagement, or by invasive species, within a comparatively short time period. The deforestation of hillsides, ravines, and bluff areas contributes to rapid stormwater runoff, the sedimentation of lakes and streams, bluff failure, and the destruction of wildlife habitat.

As shown on Map 2.4, woodlands occur in scattered locations throughout the County. In 2010, woodland areas covered about 7.4 square miles, or 3 percent of the County. Approximately 3.1 square miles, or 42 percent of the woodlands in Milwaukee County, were within County parkland. Numerous woodland types, as defined by the WDNR, are found within the park system, including conifer plantations, floodplain forest, northern dry-mesic forest, northern mesic forest, oak savannah, oak woodlands, southern dry forest, southern dry-mesic forest, and southern hardwood swamp.

## **Grasslands and Shrublands**

The least common plant community types found within Milwaukee County and the Milwaukee County Park System are grasslands and shrublands. The majority of these types of plant communities, including native grasslands, dry prairie, dry-mesic prairie, mesic prairie, wet-mesic prairie, wet prairie, and oak savannah, would have existed in the southwest corner of Milwaukee County prior to European settlement. Small remnants of these plant communities can still be found on County-owned land at the leased farm and fish hatchery site as well as at the Franklin Savannah and Rainbow Airport sites along the Root River Parkway. The majority of grasslands currently found within the park system are “surrogate grasslands,” or prairie plantings. While surrogate grasslands may not have the floral diversity of the original prairie, they often contain rare wildlife populations that require grasslands for at least a portion of their lifecycles. The remaining shrublands are either shrub-carr in wetland areas, are components of ecological restoration



projects implemented by Milwaukee County Parks staff, or are thickets of invasive species such as buckthorn or non-native honeysuckle. Shrublands are especially important for migratory birds because Milwaukee County falls within a major migration corridor during fall migration.

### **Bluffs and Ravines**

Other regionally rare ecological and landscape features within Milwaukee County are Lake Michigan bluffs and the ravine systems that cut through these bluffs adjacent to the Lake. Bluffs and ravines both create unique microclimates that allow more northerly orientated species of flora and fauna to persist farther south in Wisconsin than is typical for the rest of the State. It has been well documented that Milwaukee County falls within Wisconsin's Ecological Tension Zone, an area of mixing for northern and southern ecosystems, due to the presence of Lake Michigan and its ability to moderate local climate conditions. In addition to supporting diverse, high-quality natural resources, lakefront bluffs and ravines support unique resource-oriented recreational opportunities and provide access to exceptional views. All of the ravines in Milwaukee County, with the exception of those at the Schlitz Audubon Nature Center and several on private property, are located within the County-owned park system at Bender, Doctors, Grant, Lake, and Warnimont Parks. These parks, along with Bay View and Sheridan Parks, also contain the largest and tallest bluffs within Milwaukee County.

Bluffs and ravines are dynamic components of Milwaukee County's natural landscape. These coastline features are constantly changing under the influence of many factors, including natural processes and human activity.<sup>4</sup> As this report was under preparation, Lake Michigan reached record-breaking high water levels and County-owned lakefront properties became increasingly vulnerable to coastline impacts. The high water levels caused bluffs in multiple County-owned parks to collapse, carrying away trees and positioning County-owned assets, including paved trails, roadways, and other infrastructure, closer to the new bluff edge.

### **Natural Areas, Critical Species Habitat, and Geological Sites**

A comprehensive inventory of natural and geological resources in the County was conducted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in 1994 and updated in 2009 as part of

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<sup>4</sup> Greater detail on coastline dynamics is presented in SEWRPC Memorandum Report No. 248, Milwaukee County Coastline Management Guidelines (February 2021), which is also referenced in Chapter 4 of this report.



the regional natural areas and critical species habitat protection and management plan.<sup>5</sup> The inventory systematically identified all remaining high-quality natural areas, critical species habitat sites, and sites having geological significance within the Region.

Since 2010, Milwaukee County Parks staff have done extensive surveys of wildlife populations across the park system. Staff have documented numerous occurrences of species listed by the State of Wisconsin or the Federal government as endangered, threatened, or of special concern that are utilizing resources within the park system. This information is likely to significantly add to the current list of critical species habitat sites when the regional natural areas report is updated.

### **Natural Areas**

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native flora and fauna communities believed to be representative of the landscape before European settlement. Natural areas, as defined by the Regional Planning Commission, are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native flora and fauna community; the extent of disturbance from human activity, such as logging, agricultural use, and pollution; the commonness of the plant and animal community; unique natural features; the size of the site; and the educational value of the site.

A total of 56 natural areas, encompassing 2,954 acres, or about 2 percent of the County, were identified in Milwaukee County in 2009. Of the 2,954 acres, 2,046 acres, or 69 percent, were located within County parkland. As shown on Map 2.7 and in Table 2.9, one natural area in the County is classified as an NA-1 site and encompasses 33 acres, 10 are classified as NA-2 sites and encompass 766 acres, and the remaining 45 natural areas are classified as NA-3 sites and encompass 2,155 acres.

### **Critical Species Habitat Sites**

Critical species habitat sites are those areas, outside of the previously defined natural areas, where the chief value lies in their ability to support rare, threatened, or endangered species. Such areas constitute

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<sup>5</sup>*SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, dated September 1997, as amended in December 2010.*



critical habitat that is important to ensure survival of a particular species or group of species of special concern.

A total of 55 sites supporting endangered, threatened, or rare plant species were identified in Milwaukee County in 2009. Combined, these sites encompass an area of 1,037 acres, of which approximately 352 acres, or 34 percent, are located within County parkland. Critical species habitat sites in Milwaukee County in 2009 are shown on Map 2.8 and described in Table 2.10.

The WDNR lists wildlife of conservation concern as “species of greatest conservation need” (SGCN) in the State-wide wildlife action plan.<sup>6</sup> SGCN are species with low abundance and/or distribution within their natural range as well as declining species that demonstrate downward trends in their populations or habitat even though they may currently be well distributed, common, or abundant in part or all of their range. SGCN are comprised of amphibians, birds, fish, mammals, and reptiles as well as invertebrates like crayfish, insects, mussels, and snails. Milwaukee County Parks natural areas staff and partner organizations have documented numerous SGCN that utilize a portion of the park system’s natural areas for at least a portion of their lifecycles, including two species of invertebrates, three species of reptiles, five species of mammals, and 53 species of birds.

### **Flora and Fauna Resources**

The Milwaukee County Park System plays a major role as a repository for the County’s remaining biodiversity. Without the proper management of the park system’s natural areas, many species of flora and fauna would become locally extinct in Milwaukee County. The park system’s natural areas do not exist in a vacuum and with the continued loss of buffer areas, or important privately held natural areas, to land conversion activities, the populations of flora and fauna on parkland become more vulnerable to genetic isolation, ecological degradation, and, ultimately, extinction.

Due to historical flora surveys by SEWRPC and, more recently, Milwaukee County Parks natural areas staff, plant communities within Milwaukee County are fairly well-defined. A total of 929 plant species have been documented within the park system’s natural areas, 710 of which are native species of plants, 130 are non-native species, and the remaining 89 are classified as non-native and invasive species. The rarest plant species, as listed by the State of Wisconsin, are also represented within the park system’s natural areas by 10 endangered species, six threatened species, and 24 species of special concern. In addition, the

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<sup>6</sup> *Wisconsin Department of Natural Resources, Wisconsin Wildlife Action Plan: 2015-2025 (2015).*



park system's natural areas contain 200 species of native plants listed by Milwaukee County Parks natural areas staff as "species of local conservation interest" (SLCI), indicating species that may be common in Wisconsin but are locally rare in Milwaukee County.

Wildlife surveys conducted by Milwaukee County Parks natural areas staff have documented 309 species of fauna within the park system's natural areas, including 248 species of birds, of which 103 are confirmed breeding species; 21 species of herptiles (amphibians and reptiles); 33 species of mammals; and seven species of crayfish. Milwaukee County Parks natural areas staff have also documented five sites with populations of the Federally endangered rusty patched bumble bee. Wildlife surveys to date, though significant, have only thoroughly surveyed approximately 30 percent of the Milwaukee County Park System's natural areas.

### **Geological Sites**

A total of 14 sites of geological importance, all of which are bedrock geology sites, were identified in the County in 2009. These geologic sites were identified on the basis of scientific importance, significance in industrial history, natural aesthetics, ecological qualities, educational value, and public access potential. These 14 sites include six sites of statewide significance (GA-1), five sites of countywide or regional significance (GA-2), and three sites of local significance (GA-3). Together, these sites encompass 138 acres in Milwaukee County, about 70 acres, or 51 percent, of which are located within County parkland. Geological sites in Milwaukee County in 2009 are depicted on Map 2.9 and described in Table 2.11.

### **Environmental Corridors and Isolated Natural Resource Areas**

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in the Region in which concentrations of the best remaining elements of the natural resource base occur. The preservation of such areas in essentially natural, open uses is vital to maintaining a high level of environmental quality in the Region, protecting its natural heritage and beauty, and providing recreational opportunities in scenic outdoor settings.

Identification of environmental corridors is based upon the presence of one or more of the following important elements of the natural resource base: 1) rivers, streams, lakes and associated riparian buffers and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; 7) and rugged terrain and high relief topography. The presence of elements that are closely related to the natural resource base, including park and open space sites, natural areas, historic sites, and



scenic viewpoints, are also considered in the delineation of environmental corridors. Many of the natural resource elements that form the basis for corridor delineation have been described in the preceding sections of this chapter.

The delineation on a map of the natural resource and resource-related elements specified above results in an essentially linear pattern of relatively narrow and elongated areas that have been termed "environmental corridors" by the Regional Planning Commission.<sup>7</sup> Primary environmental corridors are a minimum of 400 acres in size, two miles in length, and 200 feet in width. Secondary environmental corridors connect with the primary environmental corridors and are at least 100 acres in size and one mile in length. Areas at least five acres in size that contain important natural resource base elements but are separated physically from primary and secondary environmental corridors by intensive urban or agricultural land uses have also been identified and have been termed "isolated natural resource areas." Environmental corridors and isolated natural resource areas within Milwaukee County as of 2010 are shown on Map 2.8. These lands encompassed about 15,900 acres, or 25 square miles, accounting for approximately 10 percent of the County. Roughly half of these areas, amounting to about 8,000 acres or 12.5 square miles, are located within County parkland.

In any consideration of environmental corridors and isolated natural resource areas, it is important to note that the preservation of such areas and the resources that they contain serves many beneficial purposes. Land within environmental corridors and isolated natural resource areas can provide areas for the storage of flood waters away from homes and other developed areas, promote water quality by filtering sediment and fertilizer from runoff before it enters surface waters, provide wildlife habitat and dispersal corridors for the movement of wildlife, and contribute to the scenic beauty and quality of life experiences of the County and the Region. Thus, the exclusion of urban development from land within environmental corridors and isolated natural resource areas helps to prevent problems such as water pollution, wet and flooded basements, and building and pavement failures.

In addition, because of the many interacting relationships between living organisms and their environment, the destruction or deterioration of any one element of the natural resource base may lead to a chain reaction of deterioration and destruction. For example, the draining and filling of wetlands may contribute to streambank failure and may destroy fish spawning grounds and wildlife habitat,

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<sup>7</sup> A detailed description of the process of refining the delineation of environmental corridors in Southeastern Wisconsin is presented in SEWRPC Technical Record, Vol. 4, No. 2 (March 1981).



groundwater recharge or discharge areas, and the natural filtration action and floodwater storage functions that contribute to maintaining high levels of water quality as well as stable streamflows in a watershed. The resulting deterioration of surface water quality may, in turn, lead to the deterioration of the quality of the groundwater that serves as a source of domestic, municipal, and industrial water supply and on which low flows in rivers and streams may depend.

Similarly, the destruction of woodland cover may result in soil erosion and stream sedimentation, streambank failure, more rapid stormwater runoff, attendant increased flood flows and stages, and the destruction of wildlife habitat. Although the effects of any one of these environmental changes may not be overwhelming in isolation, the combined effects of environmental changes could eventually create environmental and developmental problems.

### ***Primary Environmental Corridors***

Primary environmental corridors in Milwaukee County, as shown on Map 2.10, are located along major rivers and their tributaries, along Lake Michigan, and in large wetland areas. Primary environmental corridors encompassed 9,935 acres, or about 15.5 square miles, amounting to 6 percent of the County, in 2010. County parkland contained 10 square miles, or about 65 percent, of the County's primary environmental corridors.

Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the County. As a composite of the best remaining elements of the County's natural resource base, primary environmental corridors have immeasurable environmental and recreational value.

### ***Secondary Environmental Corridors and Isolated Natural Resource Areas***

As shown on Map 2.10, secondary environmental corridors in Milwaukee County are located chiefly along small perennial and intermittent streams. Secondary environmental corridors encompassed 3,628 acres or about 5.7 square miles in 2010, comprising about 2 percent of the County. Approximately 1.8 square miles, or 31 percent, of the County's secondary environmental corridors were located within County parkland in 2010.

Secondary environmental corridors contain a variety of important resource elements and are often remnant resources from primary environmental corridors that have been developed in intensive agricultural or urban uses. Secondary environmental corridors facilitate surface water drainage and



provide dispersal corridors for wildlife and for seeds from a variety of plant species. Areas of secondary environmental corridors can be incorporated as drainageways, stormwater detention or retention areas, or as local parks or recreation trails in developing areas, as determined in local government plans.

As shown on Map 2.10, isolated natural resource areas within Milwaukee County encompassed 2,343 acres or about 3.7 square miles, amounting to 2 percent of the County, in 2010. Less than one square mile, or 18 percent of the County's isolated natural resource areas, was located within County parkland. Isolated natural resource areas in Milwaukee County include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat areas. Isolated natural resource areas may provide the only available wildlife habitat in an area, provide good locations for local parks and nature areas, and lend aesthetic character and natural diversity to an area.

## **2.5 COMPREHENSIVE PLANS**

Many communities in Southeastern Wisconsin have a long history of planning to guide their growth and development. Typically, such plans focused on future land use and other "master" or "comprehensive" plans have also addressed community facilities, including park and open space. Historically, State law has authorized—but not required—local planning and State law granted broad flexibility as to the contents of such plans.

In 1999, the Wisconsin Legislature enacted legislation, often referred to as the State's "Smart Growth" law, providing a new framework for the development, adoption, and implementation of comprehensive plans by counties, cities, villages, and towns. The law, set forth in Section 66.1001 of the Wisconsin Statutes, requires county and local units of government to adopt a comprehensive plan if they are to enact and exercise zoning, land division, or official mapping ordinances. The law further requires that those ordinances be consistent with the comprehensive plan. Almost every local government in the Southeastern Wisconsin Region has adopted a comprehensive plan in compliance with the State statute.

Since Milwaukee County does not administer a zoning, subdivision, or official mapping ordinance, the County was not required to prepare a comprehensive plan. However, each of the 19 municipalities within the County—including the Cities of Cudahy, Franklin, Glendale, Greenfield, Milwaukee, Oak Creek, Saint Francis, South Milwaukee, Wauwatosa, and West Allis, and the Villages of Bayside, Brown Deer, Fox Point, Greendale, Hales Corners, River Hills, Shorewood, West Milwaukee, and Whitefish Bay—has prepared and adopted a comprehensive plan.



The land use element of comprehensive plans include maps and recommendations to guide future development and redevelopment of land within a community. The existing and planned urban areas identified in comprehensive plans provide an indicator of existing and future population distribution in the County, which is important in the determination of existing and probable future outdoor recreation needs. Map 2.11 shows the pattern of planned land uses as identified in the comprehensive plans for each of the 19 communities in Milwaukee County.

Comprehensive plans may also include, or include by reference, detailed park and open space plans. Such plans include recommendations for park and open space sites and future outdoor recreation facilities, such as proposed facility development at existing parks as well as the acquisition and development of new park sites based on community needs. Local park and open space plans were taken into consideration in the development of this park and open space plan for Milwaukee County. Specific recommendations presented in local park and open space plans are further discussed in Chapter 4, which outlines the range of factors to be considered in this long-term park and open space plan; Chapter 5, which contains an analysis of Milwaukee County park and open space needs; and Chapter 6, which includes specific plan recommendations.

## **2.6 SUMMARY**

This chapter has presented data related to existing demographic and economic characteristics, land use, and natural resources for Milwaukee County. The key findings set forth in this chapter are as follows:

- The resident population of Milwaukee County in 2010, the year of the most recent U.S. Census, was about 947,700. The County population decreased approximately 11 percent from 1970 to 2000 and increased nearly one percent from 2000 to 2017. During that same time period, the number of households in the County increased approximately 13 percent from 1970 to 2010. With the number of households increasing at a faster rate than the population, the number of persons per household has decreased
- The County contains concentrations of people of color, most notably Blacks and Hispanics, in certain areas. These concentrations align with concentrations of poverty. It is important for this park and open space planning effort to take into account these concentrations to ensure residents of color and residents with low incomes have equitable access to recreational facilities



- An inventory of land use in 2010 indicated that 183.3 square miles, or over 75 percent of the County, were developed in urban uses, while the remaining 59.4 square miles, or approximately 25 percent of the County, were devoted to nonurban uses
- There are 108 miles of major streams within the County. There are approximately 17.3 square miles, or 7 percent of the County, located within areas that are inundated during the 1-percent-annual probability (100-year recurrence interval) flood, of which about 8.3 square miles, or 48 percent, are within Milwaukee County parkland
- The County encompasses a number of significant natural resource base features including wetland areas that in 2010 occupied about 11.6 square miles, or about 5 percent of the County, of which approximately 5.6 square miles, or 48 percent, were within Milwaukee County parkland; and woodlands, which occupied about 7.4 square miles, or about 3 percent of the County, of which approximately 3.1 square miles, or 42 percent, were within Milwaukee County parkland. The County also contained 56 sites identified as natural areas—areas that contain native flora and fauna communities believed to be representative of the pre-European settlement landscape; and 55 critical species habitat sites—other sites that support rare, threatened, or endangered species
- The most important elements of the natural resource base and of the features closely related to that base—including wetlands, woodlands, wildlife habitat, major lakes and streams and associated riparian buffers and floodplains, and outdoor recreation sites—when combined, result in an essentially linear pattern in the landscape referred to by the Regional Planning Commission as environmental corridors
  - Primary environmental corridors include a wide variety of important natural resource and resource-based elements and are, by definition, at least 400 acres in size, two miles long, and 200 feet wide. In 2010, primary environmental corridors encompassed about 15.5 square miles, or about 6 percent of the County, of which approximately 10 square miles, or 65 percent, were within Milwaukee County parkland
  - Secondary environmental corridors generally connect with primary environmental corridors and are at least 100 acres in size and one mile long. In 2010, secondary environmental corridors in the County encompassed about 5.7 square miles, or about 2 percent of the County, of which 1.8



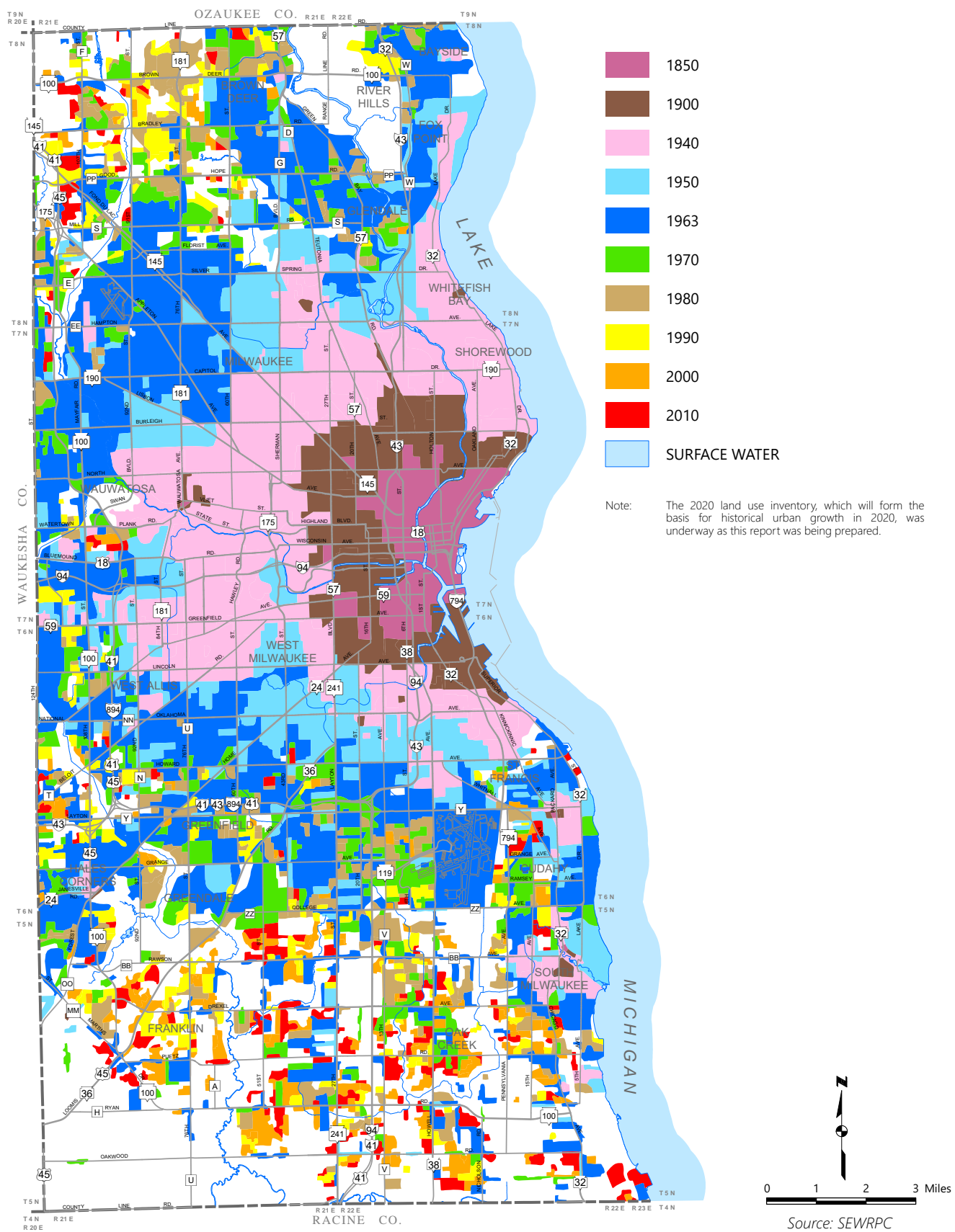
square miles, or 31 percent, were within Milwaukee County parkland

- Isolated natural resource areas are at least five acres in size but are separated physically from primary and secondary environmental corridors. In 2010, isolated natural resource areas encompassed about 3.7 square miles, or nearly 2 percent of the County, of which less than one square mile, or 18 percent, was within Milwaukee County parkland
- Since Milwaukee County does not administer a zoning, subdivision, or official mapping ordinance, the County was not required to prepare a comprehensive plan. However, consistent with the 1999 “Smart Growth” law, each of the 19 municipalities in Milwaukee County has adopted a comprehensive plan, which may include recommendations for park and open space sites and facilities

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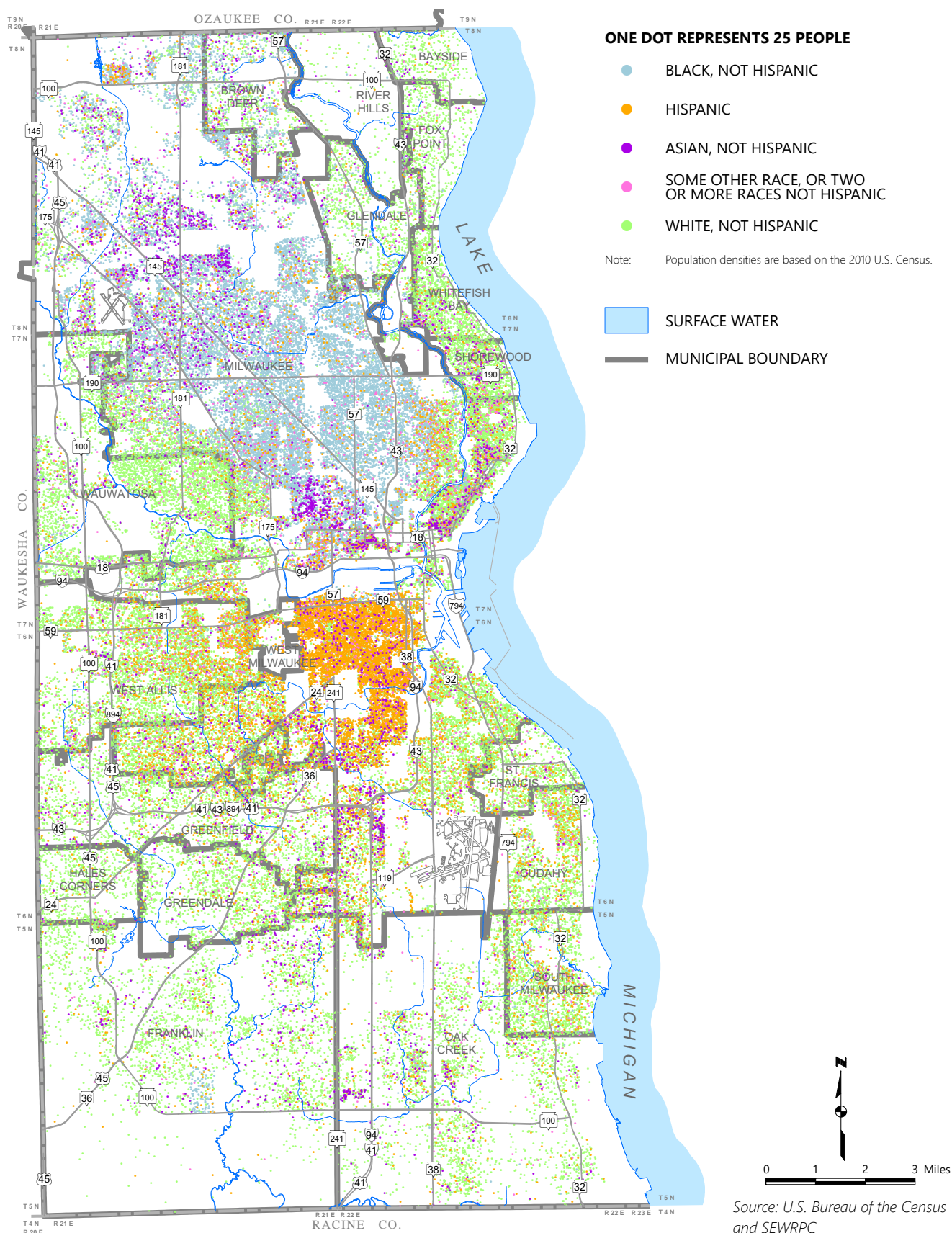
**Map 2.1**  
**Historical Urban Growth in Milwaukee County: 1850-2010**





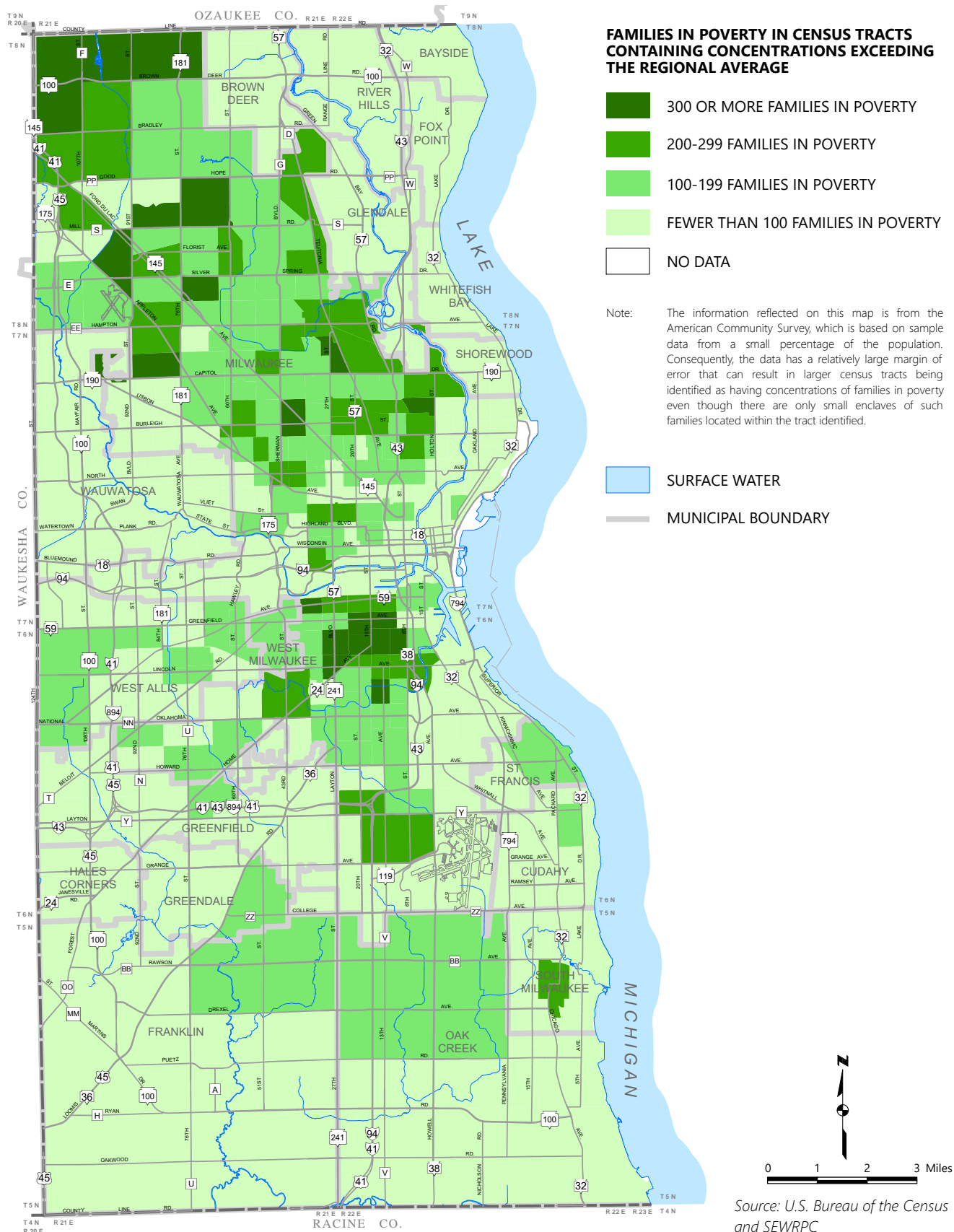
## Map 2.2 Race in Milwaukee County: 2010

**PRELIMINARY DRAFT - CHAPTER 2**



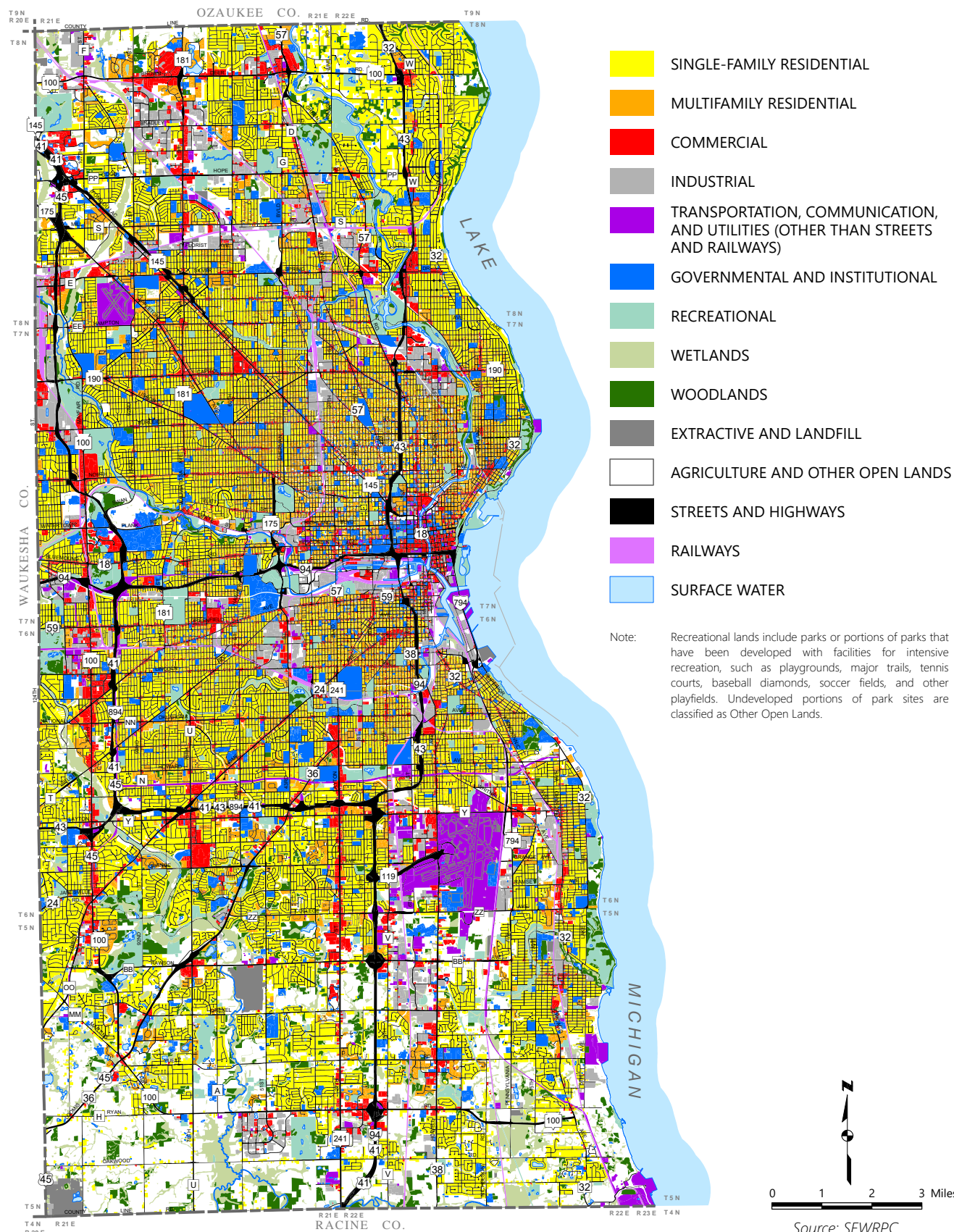


**Map 2.3**  
**Families in Poverty within Milwaukee County**



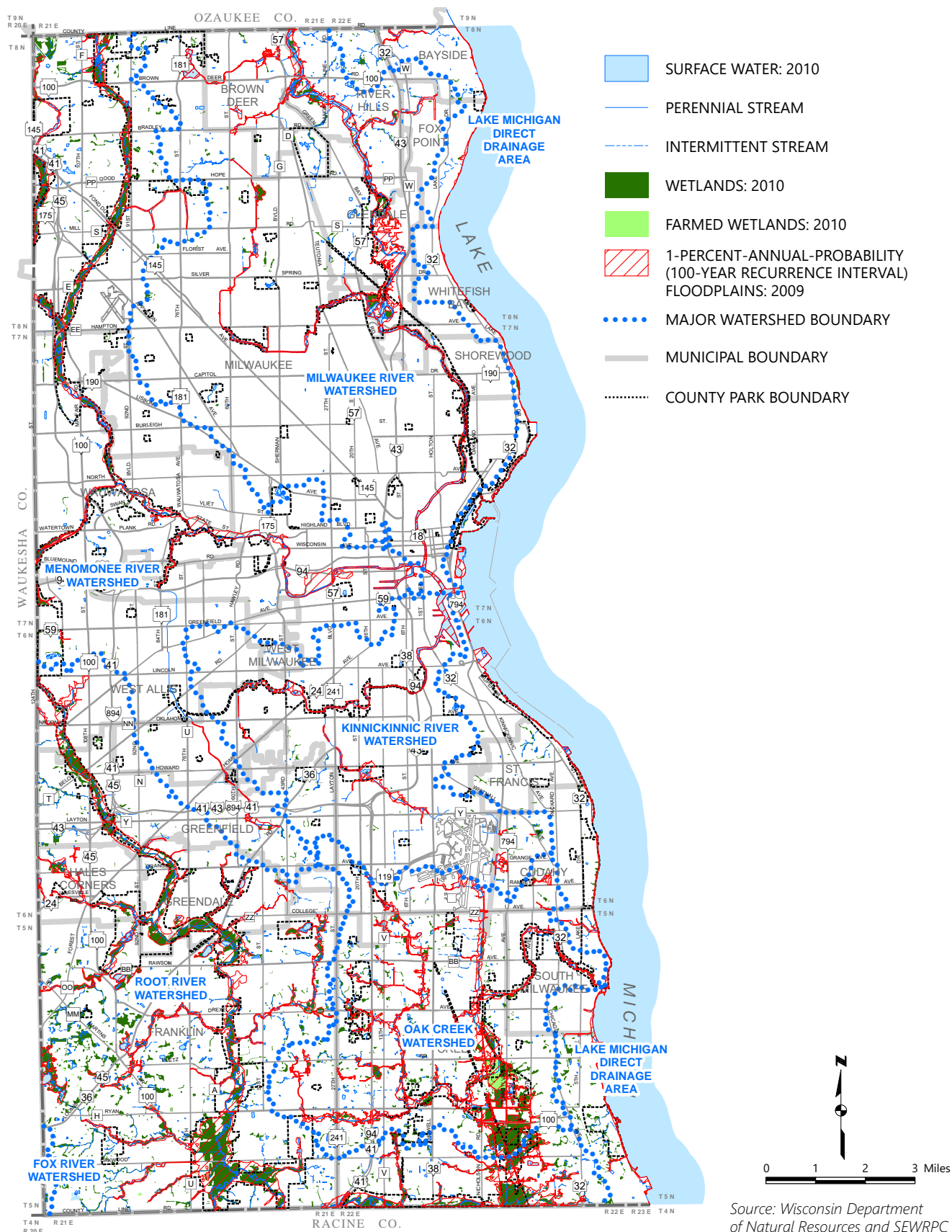


**Map 2.4**  
**Generalized Land Use in Milwaukee County: 2010**



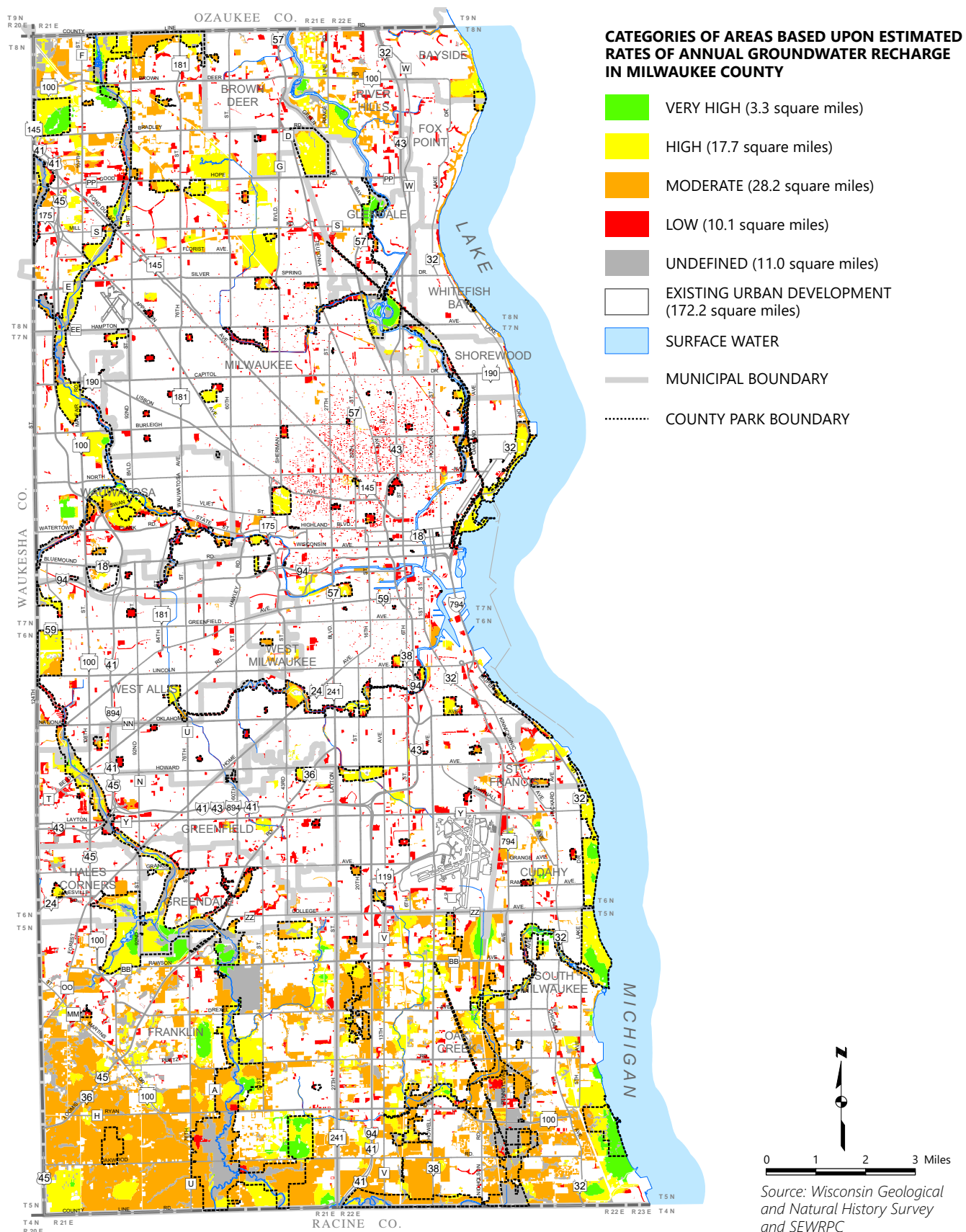


**Map 2.5**  
**Surface Waters, Wetlands, and Floodplains in Milwaukee County**



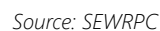


**Map 2.6**  
**Groundwater Recharge Potential in Milwaukee County: 2010**



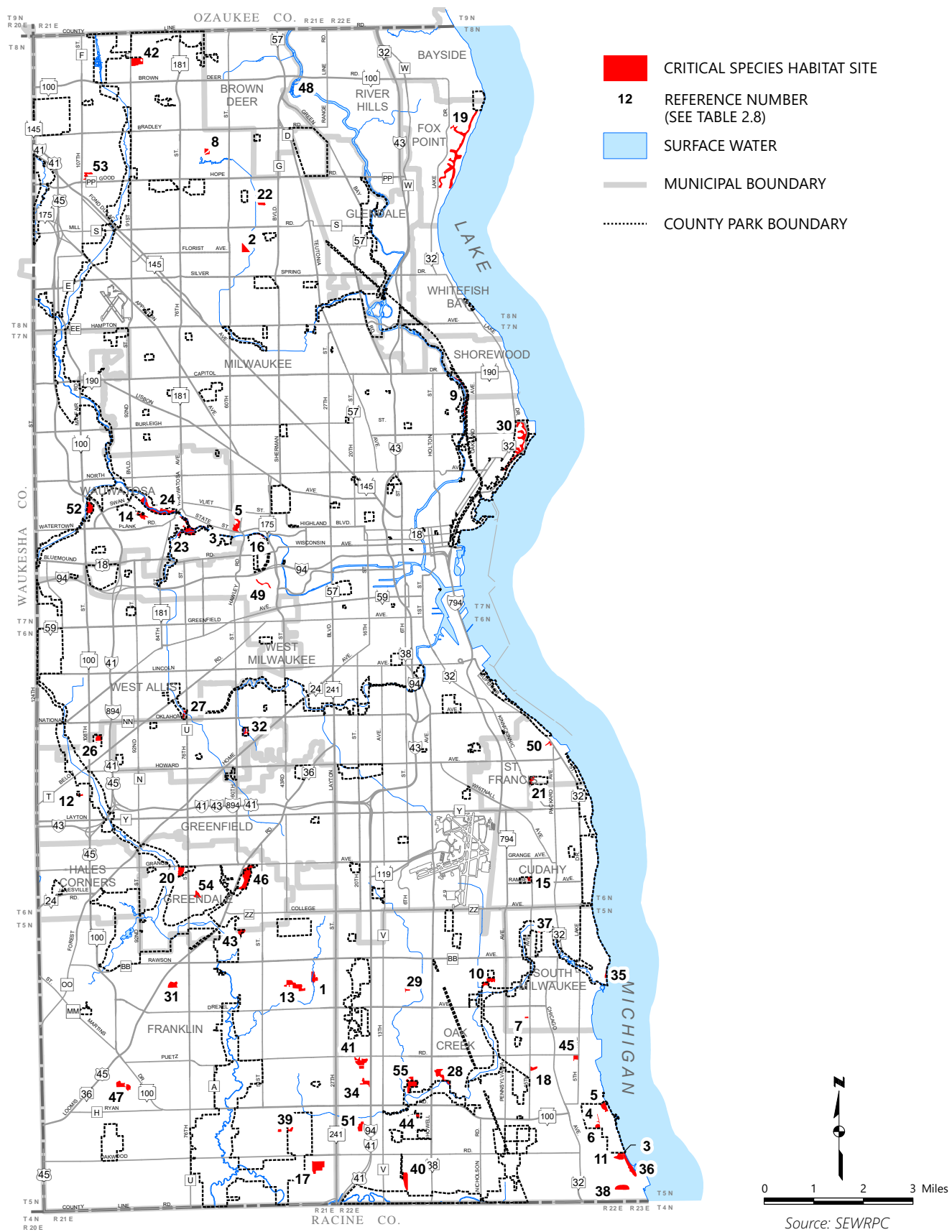


## Natural Areas in Milwaukee County: 2009





**Map 2.8**  
**Critical Species Habitat Sites in Milwaukee County: 2009**





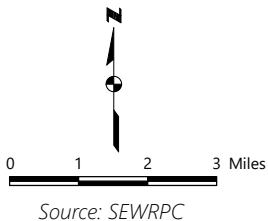
**Legend:**

- Red Triangle: FIRE STATION
- 12: REFERENCE NUMBER (SEE LIST)
- Blue Area: SURFACE WATER
- Grey Area: MUNICIPAL AREA
- Dotted Line: COUNTY BOUNDARY

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC



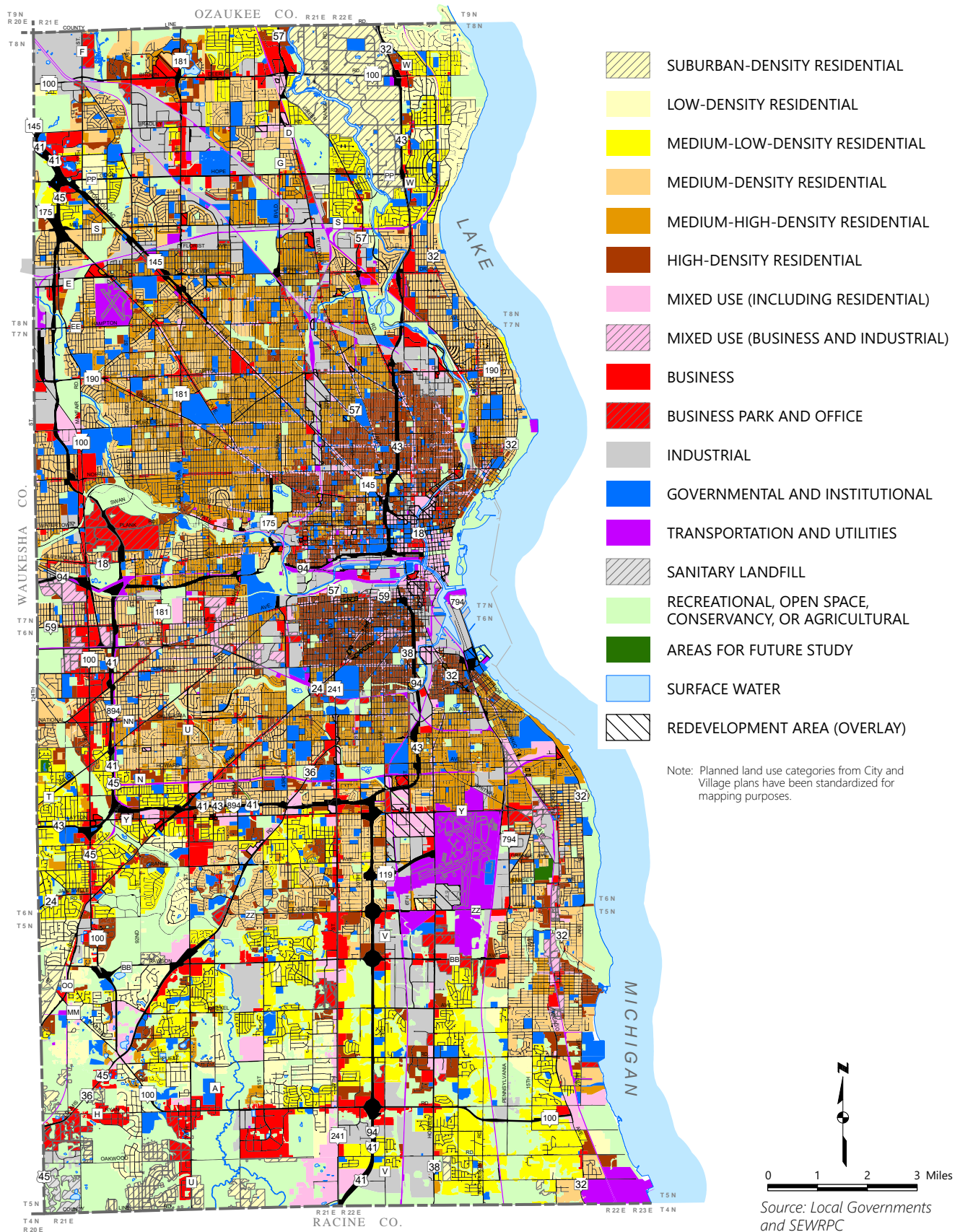
## Environmental Corridors and Isolated Natural Resource Areas in Milwaukee County: 2010





**Map 2.11**

**Planned Land Use Adopted as Part of Comprehensive Plans by Communities in Milwaukee County**





**Table 2.1**  
**Historical Resident Population Levels in Milwaukee County,**  
**the Southeastern Wisconsin Region, and the State of Wisconsin: 1850-2010**

Year	Milwaukee County			Southeastern Wisconsin			Wisconsin		
	Population	Change from Preceding Census		Population	Change from Preceding Census		Population	Change from Preceding Census	
		Number	Percent		Number	Percent		Number	Percent
1850	31,077	--	--	113,389	--	--	305,391	--	--
1860	62,518	31,441	101.2	190,409	77,020	67.9	775,881	470,490	154.1
1870	89,930	27,412	43.8	223,546	33,137	17.4	1,054,670	278,789	35.9
1880	138,538	48,608	54.1	277,119	53,573	24.0	1,315,497	260,827	24.7
1890	236,101	97,563	70.4	386,774	109,655	39.6	1,693,330	377,833	28.7
1900	330,017	93,916	39.8	501,808	115,034	29.7	2,069,042	375,712	22.2
1910	433,187	103,170	31.3	631,161	129,353	25.8	2,333,860	264,818	12.8
1920	539,449	106,262	24.5	783,681	152,520	24.2	2,632,067	298,207	12.8
1930	725,263	185,814	34.4	1,006,118	222,437	28.4	2,939,006	306,939	11.7
1940	766,885	41,622	5.7	1,067,699	61,581	6.1	3,137,587	198,581	6.8
1950	871,047	104,162	13.6	1,240,618	172,919	16.2	3,434,575	296,988	9.5
1960	1,036,041	164,994	18.9	1,573,614	332,996	26.8	3,951,777	517,202	15.1
1970	1,054,249	18,208	1.8	1,756,083	182,469	11.6	4,417,821	466,044	11.8
1980	964,988	-89,261	-8.5	1,764,796	8,713	0.5	4,705,642	287,821	6.5
1990	959,275	-5,713	-0.6	1,810,364	45,568	2.6	4,891,769	186,127	4.0
2000	940,164	-19,111	-2.0	1,931,165	120,801	6.7	5,363,675	471,906	9.6
2010	947,735	7,571	0.8	2,019,970	88,805	4.6	5,686,986	323,311	6.0

Source: U.S. Bureau of the Census and SEWRPC



**Table 2.2**  
**Number of Households in Milwaukee County**  
**and the Southeastern Wisconsin Region: 1970-2010**

Year	Milwaukee County			Southeastern Wisconsin		
	Number of Households	Change from Preceding Census		Number of Households	Change from Previous Census	
		Number	Percent		Number	Percent
1970	338,605	--	--	536,486	--	--
1980	363,653	25,048	7.4	627,955	91,469	17.0
1990	373,048	9,395	2.6	676,107	48,152	7.7
2000	377,729	4,681	1.3	749,039	72,932	10.8
2010	383,591	5,862	1.6	800,087	51,048	6.8

Source: U.S. Bureau of the Census and SEWRPC



**Table 2.3**  
**Average Household Size in Milwaukee County**  
**and the Southeastern Wisconsin Region:**  
**1970-2010**

<b>Year</b>	<b>Average Persons per Household</b>	
	Milwaukee County	Southeastern Wisconsin
1970	3.04	3.20
1980	2.59	2.75
1990	2.50	2.62
2000	2.43	2.52
2010	2.41	2.47

Source: U.S. Bureau of the Census and SEWRPC



**Table 2.4**  
**Number of Jobs in Milwaukee County and the Southeastern Wisconsin Region: 1970-2010**

Year	Milwaukee County			Southeastern Wisconsin		
	Number of Jobs	Change		Number of Jobs	Change	
		Number	Percent		Number	Percent
1970	525,200	--	--	784,900	--	--
1980	581,700	56,500	10.8	945,900	161,000	20.5
1990	604,700	23,000	4.0	1,054,000	108,100	11.4
2000	618,300	13,600	2.0	1,209,800	155,800	14.8
2010	575,400	-42,900	-6.9	1,176,600	-33,200	-2.7

Source: U.S. Bureau of Economic Analysis and SEWRPC



**Table 2.5**  
**Age Distribution of the Population of Milwaukee County**  
**and the Southeastern Wisconsin Region: 1970-2010**

		1970		1980		1990		2000		2010		Change 1970-2010	
		Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent
<b>Milwaukee County</b>	Under 5	89,354	8.4	69,030	7.1	75,200	7.8	67,141	7.1	69,364	7.3	-19,990	-22.4
	5-17	263,051	25.0	186,052	19.3	171,430	17.9	180,684	19.2	167,013	17.6	-96,038	-36.5
	18-24	123,225	11.7	136,770	14.2	102,107	10.7	98,309	10.5	108,277	11.4	-14,948	-12.1
	25-44	242,617	23.0	255,559	26.5	314,618	32.8	284,547	30.3	265,639	28.1	23,022	9.5
	45-64	224,478	21.3	196,030	20.3	165,418	17.2	187,798	20.0	228,309	24.1	3,831	1.7
	Over 64	111,338	10.6	121,547	12.6	130,502	13.6	121,685	12.9	109,133	11.5	-2,205	-2.0
	All Ages	1,054,063	100.0	964,988	100.0	959,275	100.0	940,164	100.0	947,735	100.0	-106,328	-10.1
<b>Southeastern Wisconsin</b>	Under 5	153,243	8.7	128,085	7.2	138,286	7.6	132,390	6.8	133,503	6.6	-19,740	-12.9
	5-17	472,342	26.9	375,653	21.3	339,722	18.8	377,706	19.5	364,772	18.1	-107,570	-22.8
	18-24	193,211	11.0	234,264	13.3	181,211	10.0	179,500	9.3	194,877	9.6	1,666	0.9
	25-44	412,831	23.5	482,615	27.3	590,955	32.7	581,351	30.1	527,802	26.1	114,971	27.8
	45-64	354,845	20.2	349,008	19.8	333,818	18.4	420,937	21.8	545,009	27.0	190,164	53.6
	Over 64	169,415	9.7	195,294	11.1	226,372	12.5	241,024	12.5	254,007	12.6	84,592	49.9
	All Ages	1,755,887	100.0	1,764,919	100.0	1,810,364	100.0	1,932,908	100.0	2,019,970	100.0	264,083	15.0

Note: Post-census alterations to the 1970, 1980, and 2000 regional populations, which modified the total regional population but not the population within various age group categories, are not reflected on this table.

Source: U.S. Bureau of the Census and SEWRPC



**Table 2.6**  
**Racial and Ethnic Composition of Residents**  
**in Milwaukee County: 2017**

<b>Race/Ethnicity<sup>a</sup></b>	<b>Number</b>	<b>Percent</b>
Non-Hispanic		
White Alone	486,720	51.1
Black or African American Alone	247,636	26.0
American Indian and Alaska Native Alone	3,969	0.4
Asian Alone	41,662	4.4
Native Hawaiian and Other Pacific Islander Alone	-	-- <sup>b</sup>
Some Other Race Alone	4,150	0.5
Two Or More Races	23,772	2.5
Subtotal	807,909	84.9
Hispanic	144,176	15.1
Total	952,085	100.0

<sup>a</sup> The Federal government does not consider Hispanic origin to be a race, but rather an ethnic group.

<sup>b</sup> Less than 0.5 percent.

Source: U.S. Bureau of the Census and SEWRPC



**Table 2.7**  
**Household Income of Residents in**  
**Milwaukee County: 2017**

Household Income	Milwaukee County	
	Number	Percent
Less than \$10,000	31,430	8.3
\$10,000 to \$14,999	24,695	6.6
\$15,000 to \$19,999	19,932	5.3
\$20,000 to \$24,999	22,696	6.0
\$25,000 to \$29,999	21,807	5.8
\$30,000 to \$34,999	18,730	5.0
\$35,000 to \$39,999	20,542	5.5
\$40,000 to \$44,999	19,215	5.1
\$45,000 to \$49,999	16,195	4.3
\$50,000 to \$59,999	28,670	7.6
\$60,000 to \$74,999	39,100	10.4
\$75,000 to \$99,999	42,335	11.2
\$100,000 to \$124,999	27,205	7.2
\$125,000 to \$149,999	16,419	4.4
\$150,000 to \$199,999	14,500	3.9
\$200,000 or More	12,974	3.4
Total	376,445	100.0
Median Household Income	\$47,591	

NOTE: Household income data is based on the 2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC



**Table 2.8**  
**Land Uses in Milwaukee County: 2010**

Land Use Category		Square Miles	Percent of Subtotal	Percent of County
Urban <sup>a</sup>	Single-Family Residential	63.8	34.8	26.3
	Multi-Family Residential <sup>b</sup>	17.2	9.4	7.1
	Commercial	12.3	6.7	5.1
	Industrial	11.2	6.1	4.6
	Transportation, Communications, and Utilities	53.2	29.0	21.9
	Government and Institutional	13.3	7.3	5.5
	Recreational	12.3	6.7	5.1
	Subtotal	183.3	100.0	75.5
Nonurban	Agricultural	15.6	26.3	6.4
	Wetlands	11.6	19.5	4.8
	Woodlands	7.4	12.5	3.1
	Extractive and Landfill	0.6	1.0	0.3
	Surface Water	2.4	4.0	1.0
	Other Open Lands	21.8	36.6	9.0
	Subtotal	59.4	100.0	24.5
Total		242.7	--	100.0

<sup>a</sup> Parking lots are included with the associated use.

<sup>b</sup> Includes two-family residential.

Source: SEWRPC



**Table 2.9**  
**Natural Area Sites in Milwaukee County: 2009**

Site Type <sup>a</sup>	Number on Map 2.7	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
NA-1	1	Fairy Chasm State Natural Area	T8N R22E Sections 4, 5 Village of Bayside T9N R22E Sections 32, 33 City of Mequon	The Nature Conservancy and other private	33 <sup>c</sup>	An 80- to 100-foot-deep wooded ravine that extends approximately 1.25 miles west from its confluence with Lake Michigan. Steep slopes with white pine, white cedar, and yellow birch on north-facing slopes and dry-mesic hardwoods on the more exposed south-facing slopes. Ravine has special significance because cold air drainage enables several plant species with more northerly affinities to occur this far south. The flora includes the State-designated endangered pinedrops ( <i>Pterospora andromedea</i> ). Extends into Ozaukee County
	Subtotal			1 Site	33	--
NA-2	2	Adams Prairie	T5N R21E Section 32 City of Franklin	Private	37	Species-rich, high-quality wet-mesic prairie and sedge meadow complex
	3	Cudahy Woods	T5N R22E Section 4 City of Oak Creek	Milwaukee County	47	An upland hardwood forest containing two major forest types separated by a small stream. To the north is a dry-mesic forest of oak, cherry, and hickory; southward is an old-growth mesic forest of sugar maple, beech, and red oak. One of the best forests of its kind in the vicinity. Has history of past scientific research
	4	Falk Park Woods	T5N R22E Section 7 City of Oak Creek	Milwaukee County and private	78	A diverse, relatively large north-south stand of woods. Consists mostly of good-quality dry-mesic uplands, with mesic stands of beech and sugar maple at the north end, and low areas of ephemeral ponds, wet-mesic hardwoods, and stream interspersed throughout. Past disturbances appear minimal
	5	Greenfield Park Woods	T6N R21E Section 6 City of West Allis	Milwaukee County	52	A good stand of southern dry-mesic hardwoods dominated by red and white oaks, sugar maple, and basswood. Ephemeral ponds and a lowland hardwood swamp
	6	Rawson Park Woods	T5N R22E Section 2 City of South Milwaukee	Milwaukee County and City of Milwaukee	23	Despite heavy human use, especially from the adjacent high school, this site contains probably the best remaining example of beech-maple forest in Milwaukee County. The north half is in best condition. The rich ground flora contains a good population of blue-stemmed goldenrod ( <i>Solidago caesia</i> ), a State-designated endangered species
	7	Root River Canal Woods	T5N R21E Section 34 City of Franklin T4N, R21E, Section 3 Town of Raymond	Milwaukee County and private	152 <sup>d</sup>	A mixture of good-quality dry-mesic and lowland hardwood forest along Root River Canal. One of the largest intact forested tracts in this part of the Region. Extends south into Racine County
	8	Root River Wet-Mesic Woods – West	T5N R21E Sections 35, 36 City of Franklin	Milwaukee County and private	273	Mixture of medium-aged lowland and upland hardwoods that is recovering well from past disturbance. The ground flora is rich and diverse, including good populations of several rare species. An important part of Root River environmental corridor

Table continued on next page.



Table 2.9 (continued)

Site Type <sup>a</sup>	Number on Map 2.7	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
NA-2	9	Root River Wet-Mesic Woods – East	T5N R22E Section 32 City of Oak Creek T4N R22E Section 5 Town of Caledonia	Milwaukee County and Racine County	50 <sup>e</sup>	Wet-mesic and mesic woods bordering a gravel-bottom stream that is a tributary of the Root River. Contains a rich, diverse flora, including several rare species. Extends south into Racine County
	10	St. Francis Seminary Woods	T6N R22E Sections 14, 15 City of St. Francis	St. Francis Seminary and City of St. Francis	52	This southern mesic forest features mature basswood, sugar maple, beech, red oak, and paper birch. The site is divided by a gravel road, a small stream tributary to Lake Michigan, and numerous trails. The relatively diverse ground flora includes the State-designated endangered blue-stemmed goldenrod ( <i>Solidago caesia</i> )
	11	Warnimont Park Fens	T6N R22E Section 36 City of Cudahy	Milwaukee County	2	Clay bluffs with spring seepages along Lake Michigan support calcareous fens that contain an unusual flora. Regionally uncommon plants include buffaloberry ( <i>Shepherdia canadensis</i> ), variegated scouringrush ( <i>Equisetum variegatum</i> ), purple false oats ( <i>Trisetum melicoides</i> ), Ohio goldenrod ( <i>Solidago ohioensis</i> ), small fringed gentian ( <i>Gentiana procera</i> ), and false asphodel ( <i>Tofieldia glutinosa</i> ), a State-designated threatened species
	Subtotal			10 Sites	766	--
NA-3	12	60th Street Woods	T5N R21E Section 27 City of Franklin	Milwaukee County	11	Small, but species-rich upland woods
	13	Bike Trail Marsh	T5N R21E Section 3 City of Franklin	Milwaukee County	3	Good-quality shallow marsh
	14	Blue Mound Country Club Woods	T7N R21E Section 17 City of Wauwatosa	Milwaukee County and private	17	A small patch of southern dry-mesic woods containing critical species habitat
	15	Bradley Woods	T8N R21E Section 9 City of Milwaukee	Milwaukee County and private	34	An old-growth southern mesic forested island, dominated by sugar maple, beech, and basswood. One of the few remnants of the original forest remaining in northern Milwaukee County. The western portion, owned by the County, is least disturbed
	16	Brown Deer Park Woods	T8N R21E Section 13 Village of Brown Deer	Milwaukee County	43	Small islands of remnant southern mesic hardwoods within a golf course matrix, dominated by beech and sugar maple
	17	Convent Woods	T8N R21E Section 10 City of Milwaukee	Private	9	Small though floristically diverse mesic forest remnant
	18	Currie Park Low Woods	T7N R21E Section 8 City of Wauwatosa	Milwaukee County	27	A portion of the Menomonee River bordered by disturbed lowland hardwoods and upland dry-mesic hardwoods. The ground flora is rich, including such rare species as the State-designated threatened forked aster ( <i>Aster furcatus</i> )
	19	Downer Woods	T7N R22E Section 10 City of Milwaukee	University of Wisconsin-Milwaukee	11	A disturbed southern dry-mesic hardwood forest where scattered large oak and smaller ash and basswood dominate the tree stratum. There is a thick shrub layer of natives and exotics. One of the few undeveloped woods within this part of the County

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**Table 2.9 (continued)**

Site Type <sup>a</sup>	Number on Map 2.7	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
NA-3	20	Elm Road Woods	T5N R21E Section 36 City of Franklin	Private	20	A small, mostly second-growth woodlot of southern mesic forest and lowland hardwoods. American beech is present at the western edge of its range. Contains good populations of two State-designated special concern species: American gromwell ( <i>Lithospermum latifolium</i> ) and black haw ( <i>Viburnum prunifolium</i> )
	21	Esch-Honadel Woods	T5N R22E Section 18 City of Oak Creek	Private	64	A patchy mix of low woods, second-growth upland forest, and relatively undisturbed beech woods. Integrity threatened by encroaching residential development
	22	Fitzsimmons Road Woods	T5N R21E Section 25 City of Franklin	Milwaukee County and Milwaukee Area Land Conservancy	39	The south and east portions of this dry-mesic woods are mostly second-growth; the west portion is less disturbed, with larger, mature trees. In the northwest are several ephemeral ponds where the State-designated endangered hop-like sedge ( <i>Carex lupuliformis</i> ) is found
	23	Franklin (Puetz Road) Woods	T5N R21E Sections 23, 24 City of Franklin	City of Franklin	34	Situated along the headwaters of Oak Creek, this site consists of mature dry-mesic hard-woods, lowland hardwoods, and stands of younger growth. The rich and diverse flora includes black haw ( <i>Viburnum prunifolium</i> ), a State-designated special concern species
	24	Franklin Oak Woods and Oak Savanna	T5N R21E Section 29 City of Franklin	Milwaukee County	79	The entire site is a former oak savanna, but only the north portion retains this appearance. Large, scattered, open-grown bur oaks with understory consisting mainly of weeds, with a few prairie species persisting. The south portion has degraded into a dense shrubland. Restoration efforts, including cutting and burning, are attempting to restore the site to more of a pre-settlement condition
	25	Glenwood School Woods	T6N R21E Section 14 City of Milwaukee	Glenwood School	7	Relatively good-quality dry-mesic woods on school grounds
	26	Grant Park Woods – Old Growth	T5N R22E Section 1 City of South Milwaukee	Milwaukee County	42	Dissected by ravines, this site has long been used as a park. Despite the heavy human influence, this beech-maple woods, which is a remnant of the original Lake Michigan forest, retains some of its pre-settlement character. Rich ground flora includes the State-designated endangered blue-stemmed goldenrod ( <i>Solidago caesia</i> )
	27	Grant Park Woods – South	T5N R22E Sections 1, 12 City of South Milwaukee	Milwaukee County	45	A remnant, narrow wooded strip of moderate quality of the once more-widespread beech-maple mesic woods along Lake Michigan. In Grant Park. Bordered by golf course
	28	Granville Low Woods	T8N R21E Section 6 City of Milwaukee	Milwaukee Metropolitan Sewerage District	50	Good quality wet-mesic woods supporting critical species habitat
	29	Grobschmidt Park Wetlands and Upland Woods	T5N R21E Sections 1, 2 City of Franklin	Milwaukee County and private	83	A combination of moderate-quality deep and shallow marsh, sedge meadow, shrub-carr, and disturbed dry-mesic woods. Site contains restored prairie
	30	Grootemaat Woods	T6N R21E Section 35 City of Greenfield	City of Greenfield	20	Dry-mesic woods with ephemeral ponds

**Table continued on next page.**



Table 2.9 (continued)

Site Type <sup>a</sup>	Number on Map 2.7	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
NA-3	31	Harbinger Woods	T8N R21E Section 18 City of Milwaukee T8N R20E Section 13 Village of Menomonee Falls	Milwaukee County and private	34 <sup>f</sup>	Mesic upland woods and lowland hardwoods bordering the Menomonee River that extend into Waukesha County. The spring flora of the mesic woods is rich and diverse, including American gromwell ( <i>Lithospermum latifolium</i> ), a State-designated special concern species. Also present are several chinkapin oaks ( <i>Quercus muehlenbergii</i> ), a State-designated special concern tree species. Extends west into Waukesha County
	32	Haskell Noyes Park Woods	T8N R21E Section 21 City of Milwaukee	Milwaukee County	20	Disturbed southern mesic hardwood forested island with a substantial amount of beech. Best old-growth remnant is near center of woods. Pond and wetlands are present at south end
	33	Jacobus Park Woods	T7N R21E Section 27 City of Wauwatosa	Milwaukee County	11	A small remnant of the original southern dry-mesic forest on bluffs overlooking the Menomonee River. Contains several populations of the State-designated threatened forked aster ( <i>Aster furcatus</i> ), as well as other regionally rare species
	34	Kletzsch Park Woods	T8N R22E Section 19 City of Glendale	Milwaukee County	13	A remnant of southern mesic to dry-mesic forest on the west bank of the Milwaukee River. The diversity of habitats (upland woods, ravine, flood-plain, and slope) has resulted in a diverse ground flora, including the State-designated threatened forked aster ( <i>Aster furcatus</i> )
	35	McGovern Park Woods	T8N R21E Section 35 City of Milwaukee	Milwaukee County	14	Remnant woodland within urban park
	36	Menomonee River Swamp – South	T7N R21E Section 6 City of Wauwatosa	Milwaukee County, City of Milwaukee, and Wisconsin Department of Transportation	99	A portion of the Menomonee River bordered by lowland hardwood forest and dry-mesic upland woods. Contains American gromwell ( <i>Lithospermum latifolium</i> ) and heart-leaved skullcap ( <i>Scutellaria ovate</i> ), both State-designated special concern species
	37	Menomonee River Swamp – North	T8N R21E Sections 19, 30 City of Milwaukee T8N R20E Section 24 Village of Menomonee Falls	Milwaukee County and private	75 <sup>g</sup>	Discontinuous patches of disturbed floodplain forest bordering the Menomonee River. Extends west into Waukesha County
	38	Mission Hills Wetlands	T5N R21E Sections 16, 17 City of Franklin	Private	38	Complex of sedge meadow, shallow marsh, and wet prairie
	39	Mitchell's Woods	T6N R21E Section 11 City of Milwaukee	Milwaukee County	37	Mixed-quality woods bordering Kinnickinnic River
	40	Monastery Lake Wetlands	T5N R21E Section 8 City of Franklin	Private	48	A diverse wetland plant community complex consisting of deep and shallow marsh, sedge meadow, fresh (wet) meadow, shrub-carr, and the last tree-size tamaracks in Milwaukee County
	41	Oak Creek Low Woods	T5N R22E Sections 26, 27 City of Oak Creek	Milwaukee County and private	68	Moderate-quality wet-mesic woods, with small areas of mesic woods
	42	Oak Creek Parkway Woods	T5N R22E Section 11, 12 City of Oak Creek	Milwaukee County	24	Dry-mesic woods along Oak Creek

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**Table 2.9 (continued)**

Site Type <sup>a</sup>	Number on Map 2.7	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
NA-3	43	Root River Bike Trail Woods	T5N R21E Section 15 City of Franklin	Milwaukee County	108	Relatively diverse combination of wet-mesic and dry-mesic woods bordering Root River
	44	Root River Low and Upland Woods	T5N R21E Sections 1, 2 City of Franklin	Milwaukee County	76	Primarily wet-mesic and floodplain woods along Root River, with upland dry-mesic forest at north end
	45	Root River Parkway Prairie	T5N R21E Sections 27 City of Franklin	Milwaukee County	51	Wet-mesic prairie located within the Root River Parkway wetland complex. Characteristic species include big bluestem, saw-toothed sunflower, Virginia mountain mint, prairie cordgrass, leadplant, azure aster, bottle gentian, prairie dock, and slender ladies'-tresses orchid. It is the largest prairie remaining in Milwaukee County
	46	Root River Parkway Woods	T5N R21E Section 4 Village of Greendale	Milwaukee County	64	Dry-mesic forest on undulating topography, dominated by relatively large red oaks. Ground layer is sparse. Contains hiking and ski trails
	47	Root River Riverine Forest	T5N R22E Sections 31, 32, 33, 34 City of Oak Creek T4N R22E Sections 3, 4, 5, 6 Town of Caledonia	Milwaukee County, Racine County, Wisconsin Department of Transportation, and private	147 <sup>h</sup>	A significant portion of the Root River corridor. Extends south into Racine County
	48	Ryan Creek Woods	T5N R21E Section 28 City of Franklin	Private	102	One of the larger woodlots remaining in Milwaukee County. A dry-mesic woods of varying quality recovering from past disturbance. An east-west stream crosses at south
	49	Ryan Road Woods	T5N R22E Section 29 City of Oak Creek	Milwaukee County and private	42	Dry-mesic woods containing critical species
	50	Schlitz Audubon Center/ Doctors Park Woods and Beach	T8N R22E Sections 9, 10 Village of Bayside	Schlitz Audubon Center and Milwaukee County	72	Mesic and dry-mesic woods on bluffs and in steep ravines along Lake Michigan. Site includes lake sand beach
	51	Warnimont Park Woods	T6N R22E Section 36 City of Cudahy	Milwaukee County	47	Mix of mesic and dry-mesic woods located on bluffs along Lake Michigan, traversed by ravines that provide cooler and moister micro-habitats
	52	Wedge Woods	T5N R22E Section 23 City of Oak Creek	Private	17	A small, disturbed woods consisting of lowland hardwoods at the low, wet west end, and dry-mesic woods at the drier east end. Contains one of the largest populations of the State-designated endangered blue-stemmed goldenrod ( <i>Solidago caesia</i> ) in the State. Threatened by residential development
	53	West Branch Root River Woods	T6N R21E Section 7 City of West Allis	Private	12	Small remnant portion of native forest in highly developed area
	54	Whitnall Park Woods – North	T6N R21E Section 32 Village of Hales Corners	Milwaukee County	82	Stands of dry-mesic and lowland hardwoods within Whitnall Park. Contains forked aster ( <i>Aster furcatus</i> ), a State-designated threatened species

**Table continued on next page.**



**Table 2.9 (continued)**

Site Type <sup>a</sup>	Number on Map 2.7	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
NA-3	55	Whitnall Park Woods – South	T5N R21E Sections 5, 8 City of Franklin T6N R21E Section 32 Village of Hales Corners	Milwaukee County and private	175	Site consists of several more-or-less connected stands of dry-mesic upland woods. The area of highest quality is surrounded by golf links. Here, mature red oaks and sugar maples provide a canopy over a representative ground flora that includes two State-designated species: American gromwell ( <i>Lithospermum latifolium</i> ) and black haw ( <i>Viburnum prunifolium</i> )
	56	Wil-O-Way Woods	T7N R21E Section 20 City of Wauwatosa	Milwaukee County	41	Moderate-quality southern dry-mesic hardwoods containing a representative ground flora
	Subtotal			45 sites	2,155	--
Total				56 sites	2,954	--

<sup>a</sup> Natural area sites are classified as follows:

NA-1 identifies natural area sites of statewide significance or greater

NA-2 identifies natural area sites of countywide or regional significance

NA-3 identifies natural area sites of local significance.

<sup>b</sup> Indicates the U.S. Public Land Survey Township, Range and Section in which the site is located.

<sup>c</sup> An additional 47 acres are located in Ozaukee County.

<sup>d</sup> An additional 163 acres are located in Racine County.

<sup>e</sup> An additional 2 acres are located in Racine County.

<sup>f</sup> An additional 12 acres are located in Waukesha County.

<sup>g</sup> An additional 4 acres are located in Waukesha County.

<sup>h</sup> An additional 184 acres are located in Racine County.

Source: Wisconsin Department of Natural Resources and SEWRPC

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4/25/2016; 4/19/2018; 9/23/2021



**Table 2.10**  
**Critical Species Habitat Sites Located Outside Natural Areas in Milwaukee County: 2009**

Number on Map 2.8	Site Name	Location	Ownership	Size (acres)	Species of Concern <sup>a</sup>
1	35th Street Woods	T5N R21E Section 12 City of Franklin	Private	14	Black haw ( <i>Viburnum prunifolium</i> ) (R)
2	Army Reserve Woods and Open Space	T8N R21, Section 26 City of Milwaukee	U.S. Army and Wisconsin Department of Natural Resources	166	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
3	Bender Clay Banks and Ravine South	T5N R22E Section 36 City of Oak Creek	Milwaukee County	2	Slender bog arrow-grass ( <i>Triglochin palustre</i> ) (R)
4	Bender Park Stream and Meadow	T5N R22E Section 25 City of Oak Creek	Milwaukee County	2	Waxy meadow rue ( <i>Thalictrum revolutum</i> ) (R)
5	Bender Park Woods North	T5N R22E Section 25 City of Oak Creek	Milwaukee County	11	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
6	Bender Park Woods South	T5N R22E Section 25 City of Oak Creek	Milwaukee County	5	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
7	Blakewood School Woods	T5N R22E Section 15 City of South Milwaukee	Blakewood School	1	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
8	Brynwood Country Club Woods	T8N R21E Section 15 City of Milwaukee	Private	5	Broad-leaved puccoon ( <i>Lithospermum latifolium</i> ) (R)
9	Cambridge Avenue Woods	T7N R22E Section 9 City of Milwaukee	Milwaukee County	17	Forked aster ( <i>Aster furcatus</i> ) (T)
10	Camelot Park Woods	T5N R22E Section 10 City of Oak Creek	Milwaukee County	15	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
11	Clay Ravine Woods	T5N R22E Section 36 City of Oak Creek	WE Energies	12	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
12	Cold Spring Road Thicket	T6N R21E Section 19 City of Greenfield	Private	2	Broad-leaved puccoon ( <i>Lithospermum latifolium</i> ) (R)
13	Countryside Woods	T5N R21E Section 12 City of Franklin	City of Franklin and Milwaukee Metropolitan Sewerage District	26	Red trillium ( <i>Trillium recurvatum</i> ) (R) Black haw ( <i>Viburnum prunifolium</i> ) (R)
14	County Grounds Woods	T7N R21E Section 21 City of Wauwatosa	Milwaukee County	10	Forked aster ( <i>Aster furcatus</i> ) (T)
15	Cudahy Park Woods	T6N R22E Section 34 City of Cudahy	Milwaukee County	4	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
16	Doyme Park Woodland	T7N R21E Section 26 City of Milwaukee	Milwaukee County	4	Hoptree ( <i>Ptelea trifoliata</i> ) (R)
17	Elm Road Woods North	T5N R21E Section 36 City of Franklin	Private	32	Red trillium ( <i>Trillium recurvatum</i> ) (R) Black haw ( <i>Viburnum prunifolium</i> ) (R)
18	Fittshur Wetland	T5N R22E Section 23 City of Oak Creek	Private	6	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
19	Fox Point Bluffs and Ravines	T8N R22E Sections 9, 16, 21, 28 Village of Fox Point	Private	93	False asphodel ( <i>Tofieldia glutinosa</i> ) (T) Snow trillium ( <i>Trillium nivale</i> ) (T)
20	Grange Avenue Woods	T6N R21E Section 33 Village of Greendale	Milwaukee County	14	Hoptree ( <i>Ptelea trifoliata</i> ) (R)
21	Greene Park Woods	T6N R22E Section 23 City of St. Francis	Milwaukee County	7	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
22	Green Tree Road Woods and Open Space	T8N R21, Section 23 City of Milwaukee	Private	45	Broad-leaved puccoon ( <i>Lithospermum latifolium</i> ) (R)

Table continued on next page.



Table 2.10 (continued)

Number on Map 2.8	Site Name	Location	Ownership	Size (acres)	Species of Concern <sup>a</sup>
23	Hart Park/Psychiatric Hospital Woods	T7N R21E Section 22 City of Wauwatosa	Milwaukee County	41	Forked aster ( <i>Aster furcatus</i> ) (T) Golden seal ( <i>Hydrastis canadensis</i> ) (R) Twinleaf ( <i>Jeffersonia diphylla</i> ) (R) Broad-leaved puccoon ( <i>Lithospermum latifolium</i> ) (R) Hoptree ( <i>Ptelea trifoliata</i> ) (R) Black haw ( <i>Viburnum prunifolium</i> ) (R)
24	Harwood Avenue Woods	T7N R21E Section 21 City of Wauwatosa	Milwaukee County	46	Forked aster ( <i>Aster furcatus</i> ) (T) Twinleaf ( <i>Jeffersonia diphylla</i> ) (R) Hoptree ( <i>Ptelea trifoliata</i> ) (R)
25	Hawthorn Glen	T7N R21E Section 23 City of Milwaukee	Milwaukee County	16	Broad-leaved puccoon ( <i>Lithospermum latifolium</i> ) (R) Hoptree ( <i>Ptelea trifoliata</i> ) (R)
26	Holt Park Woods	T6N R21E Section 17 City of Greenfield	Milwaukee County	8	Red trillium ( <i>Trillium recurvatum</i> ) (R)
27	Honey Creek Parkway Woods	T6N R21E Section 9 City of West Allis	Milwaukee County	5	Red trillium ( <i>Trillium recurvatum</i> ) (R) Forked aster ( <i>Aster furcatus</i> ) (T) Hoptree ( <i>Ptelea trifoliata</i> ) (R)
28	Howell Avenue Woods and Meadows	T5N R22E Section, 21 City of Oak Creek	Milwaukee County and private	67	Black haw ( <i>Viburnum prunifolium</i> ) (R)
29	Industrial Park Mesic Woods	T5N R22E Section 8 City of Oak Creek	Private	5	Golden seal ( <i>Hydrastis canadensis</i> ) (R)
30	Lake Park Woods	T7N R22E Sections 14,15 City of Milwaukee	Milwaukee County	46	Red trillium ( <i>Trillium recurvatum</i> ) (R)
31	Loomis Road Woods	T5N R21E Section 9 City of Franklin	Private	13	Red trillium ( <i>Trillium recurvatum</i> ) (R) Broad-leaved puccoon ( <i>Lithospermum latifolium</i> ) (R)
32	Lyons Park Woods	T6N R21E Section 14 City of Milwaukee	Milwaukee County	6	Red trillium ( <i>Trillium recurvatum</i> ) (R)
33	Menomonee River PCA No. 10	T7N R21E Section 27 City of Wauwatosa	Milwaukee County	3	Hoptree ( <i>Ptelea trifoliata</i> ) (R)
34	Meyers Woods	T5N R22E Section 19 City of Oak Creek	Private	10	Black haw ( <i>Viburnum prunifolium</i> ) (R)
35	Oak Creek Bluffs and Beach North	T5N R22E Section 12 City of South Milwaukee	Milwaukee County	4	Ohio goldenrod ( <i>Solidago ohioensis</i> ) (R); False asphodel ( <i>Tofieldia glutinosa</i> ) (R)
36	Oak Creek Bluffs and Beach South	T5N R22E Section 36 T5N R23E Section 31 City of Oak Creek	Milwaukee County	24	Sea rocket ( <i>Cakile edentula</i> ) (R)
37	Oak Creek Parkway Bike Trail Woods	T5N R22E Section 2 City of South Milwaukee	Milwaukee County	2	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
38	Oak Creek Power Plant Woods	T5N R22E Section 36 City of Oak Creek	WE Energies	16	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
39	Oakwood Park Oak Woods	T5N R21E Section 25, 26 City of Franklin	Milwaukee County and private	8	Red trillium ( <i>Trillium recurvatum</i> ) (R)
40	PPG Woods	T5N R22E Section 32 City of Oak Creek	Private	19	Red trillium ( <i>Trillium recurvatum</i> ) (R)

Table continued on next page.



**Table 2.10 (continued)**

Number on Map 2.8	Site Name	Location	Ownership	Size (acres)	Species of Concern <sup>a</sup>
41	Puetz Road Woods	T5N R22E Section 19 City of Oak Creek	Private	22	Red trillium ( <i>Trillium recurvatum</i> ) (R) Black haw ( <i>Viburnum prunifolium</i> ) (R)
42	Research Center Woods	T8N R21E Section 4 City of Milwaukee	Private	22	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
43	Russell Avenue Woods	T5N R21E Section 2 City of Franklin	Private	9	Red trillium ( <i>Trillium recurvatum</i> ) (R)
44	Ryan Road Upland Woods East	T5N R22E Section 29 City of Oak Creek	Milwaukee County	4	Black haw ( <i>Viburnum prunifolium</i> ) (R)
45	Schmidt/Johnson Woods	T5N R22E Section 23 City of Oak Creek	Private	6	Black haw ( <i>Viburnum prunifolium</i> ) (R)
46	Scout Lake Park Woods	T6N R21E Section 35 Village of Greendale	Milwaukee County	43	Broad-leaved puccoon ( <i>Lithospermum latifolium</i> ) (R)
47	Shooting Star Prairie and Shrubland (Carity Prairie)	T5N R21E Section 20 City of Franklin	Milwaukee Area Land Conservancy and private	18	Cream gentian ( <i>Gentiana alba</i> ) (T)
48	Silver Maple Island	T8N R21E Section 12 Village of Brown Deer	Bureau of Land Management	1	Sweet Indian plantain ( <i>Hasteola suaveolens</i> ) (R)
49	Stadium Bluff Woods	T7N R21E Section 35 City of Milwaukee	Zablocki Veterans Affairs Medical Center	6	Forked aster ( <i>Aster furcatus</i> ) (T)
50	Trestle Ravine Woods	T6N R22E Section 14 City of St. Francis	WE Energies	3	Blue-stemmed goldenrod ( <i>Solidago caesia</i> ) (E)
51	Truck Stop Woods	T5N R22E Section 30 City of Oak Creek	Private	11	Red trillium ( <i>Trillium recurvatum</i> ) (R) Black haw ( <i>Viburnum prunifolium</i> ) (R)
52	Underwood Parkway Woods	T7N R21E Section 20 City of Wauwatosa	Milwaukee County	16	Hoptree ( <i>Ptelea trifoliata</i> ) (R)
53	West Granville Mesic Woods	T8N R21E Section 17 City of Milwaukee	Private	8	Golden seal ( <i>Hydrastis canadensis</i> ) (R)
54	Westway Woods	T6N R21E Section 34 Village of Greendale	Village of Greendale	9	Red trillium ( <i>Trillium recurvatum</i> ) (R)
55	Wood Creek Woods	T5N R22E Section 20 City of Oak Creek	Private	27	Red trillium ( <i>Trillium recurvatum</i> ) (R) Black haw ( <i>Viburnum prunifolium</i> ) (R) False hop sedge ( <i>Carex lupuliformus</i> ) (E)
Total			55 Sites	1,037	--

<sup>a</sup> Species of concern are classified as follows:

E - refers to species designated as endangered

T - refers to species designated as threatened

R - refers to species designated as rare or special concern.

Source: SEWRPC

WD# 230406v2

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DAS/RMB

4/25/16; 4/18/2018; 7/21/2021; 9/3/2021



**Table 2.11**  
**Significant Geological Sites in Milwaukee County: 2009**

Site Type <sup>a</sup>	Number on Map 2.9	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
GA-1	1	Brown Deer Railroad Cut	T8N R21E Section 11 Village of Brown Deer	CP Rail System	2	Northernmost exposure of the Devonian Milwaukee Formation, first described by T.C. Chamberlin in 1877. Locality from which the type specimen of the Devonian fish <i>Rhynchodus excavatus</i> was collected
	2	Estabrook Park-Lincoln Park Area	T7N R22E Sections 4, 5 City of Glendale and Village of Shorewood	Milwaukee County	40	Scattered outcrops and old quarry exposures along the Milwaukee River, representing the best and most extensive exposures of the highly fossiliferous Milwaukee Formation in the State
	3	Hartung Quarry (Hartung Park)	T7N R21E Section 8 City of Milwaukee	City of Milwaukee and City of Wauwatosa	17	Former building-stone quarry in Racine Dolomite. Previously one of the most famous fossil-collecting localities in the Midwest where fine specimens of the Wisconsin State Fossil, <i>Calymene celebra</i> , a trilobite, have been found.
	4	Schoonmaker Reef	T7N R21E Section 22 City of Wauwatosa	Private	5	Racine Dolomite reef rock exposed in old quarry wall. As the first fossil reef in North America to be interpreted as such, it is the most important geological site in Southeastern Wisconsin. Fossils found here are located in museums across the country. Under consideration for designation as a National Historic Landmark in the History of Science
	5	Soldier's Home Reef	T7N R21E Section 35 City of Milwaukee	Zablocki Veterans Affairs Medical Center	5	Relatively undisturbed Menomonee River bluff containing 450-foot-long reef. Has international significance in the history of geology for its key role in first recognition of fossil reefs in North America. A National Historic Landmark in the History of Science
	6	Whitefish Bay Shore Exposure	T8N R22E Section 21 Village of Fox Point	Private	2	Low natural outcrop of the Devonian Milwaukee Formation, extending for 200 feet along the Lake Michigan shoreline. Studied by early prominent geologists
Subtotal				6 Sites	71	--
GA-2	7	Lime Ridge	T7N R21E Section 25 T7N R22E Section 30 City of Milwaukee	Wisconsin Department of Transportation, Wisconsin Electric Power Co., and private	1	Reef-controlled bedrock hill along Menomonee River bluff. Abundant fossils formerly collected here. Studied by Increase Lapham in 1836
	8	McGovern Park	T8N R21E Section 35 City of Milwaukee	Milwaukee County	1	Excellent example of bedrock-glacier interaction; most accessible roche moutonnée in the Region
	9	Menomonee River Outcrops	T7N R21E Sections 26, 27 City of Milwaukee and City of Wauwatosa	Milwaukee County and private	6	Exposures of Racine Dolomite in bed of Menomonee River and outcrops along south bank
	10	Root River Outcrops	T5N R21E Section 3 City of Franklin	Milwaukee County	18	Natural outcrops of Racine Dolomite reef rocks
	11	Warnimont Park Clay Banks	T6N R22E Sections 25, 36 City of Cudahy	Milwaukee County	23	Clay Banks along Lake Michigan shore
Subtotal				5 Sites	49	--

Table continued on next page.



**Table 2.11 (continued)**

Site Type <sup>a</sup>	Number on Map 2.9	Site Name	Location <sup>b</sup>	Ownership	Size (acres)	Description and Comments
GA-3	12	Brazelton’s Creek Outcrop	T8N R21E Section 10 Village of Brown Deer	Private	2	Low outcrops of fossiliferous Racine Dolomite reef rock
	13	Lincoln Creek	T7N R21E Section 1 City of Milwaukee	Milwaukee County	11	Only exposure of Waubakee Dolomite in Milwaukee County, found along Lincoln Creek. Historically of prime importance in understanding the bedrock geology of eastern Wisconsin
	14	Mill Road Reef	T8N R21E Section 29 City of Milwaukee	Milwaukee County	5	Small reef-controlled rock hill, containing well-exposed fossiliferous Racine Dolomite reef
	Subtotal			3 Sites	18	--
Total				14 Sites	138	--

<sup>a</sup> Geological sites are classified as follows:

GA-1 identifies geological sites of statewide significance

GA-2 identifies geological sites of countywide or regional significance

GA-3 identifies geological sites of local significance.

<sup>b</sup> Indicates the U.S. Public Land Survey Township, Range and Section in which the site is located.

<sup>c</sup> An additional 47 acres are located in Ozaukee County.

<sup>d</sup> An additional 163 acres are located in Racine County.

<sup>e</sup> An additional 2 acres are located in Racine County.

<sup>f</sup> An additional 12 acres are located in Waukesha County.

<sup>g</sup> An additional 4 acres are located in Waukesha County.

<sup>h</sup> An additional 184 acres are located in Racine County.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC

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4/25/2016; 4/25/2018



## Preliminary Draft

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

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

### Chapter 3

## EXISTING PARK AND OPEN SPACE SITES

(Maps and tables are at end of chapter)

### 3.1 INTRODUCTION

To plan efficiently and effectively for the park system of the future, Milwaukee County must consider all existing park and open space sites within the planning area, including those provided by other public or private entities. A comprehensive areawide inventory of park and open space sites, initially conducted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in 1973 under the initial regional park and open space planning program,<sup>1</sup> was updated in 1988 for use in preparing the year 2000 Milwaukee County park and open space plan.<sup>2</sup> The comprehensive inventory of park and open space sites in the County has been updated periodically since the completion of the year 2000 plan and was updated again in 2015 for use in preparing this park and open space plan. The findings of the inventory are presented in this chapter.<sup>3</sup>

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<sup>1</sup> *The initial regional park and open space plan is documented in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, November 1977.*

<sup>2</sup> *SEWRPC Community Assistance Planning Report No. 132, A Park and Open Space Plan for Milwaukee County, November 1991.*

<sup>3</sup> *While the park and open space site inventory presented in this chapter is current as of 2015, minor adjustments have been made to reflect notable changes that occurred during the plan development process.*



The inventory identifies all park and open space sites owned by a public agency, including State, County, and local units of government; school districts; and other public districts. The inventory also identifies lands owned by private organizations for natural resource protection purposes and private lands held in conservation easements by other agencies and organizations. The inventory also includes privately owned outdoor recreation sites and other resources of recreational significance.

### **3.2 EXISTING COUNTY-OWNED PARK AND OPEN SPACE SITES**

The practice of the first Milwaukee County park commissioners of setting aside land for park purposes, dedicating land along principal routes of travel to allow for highway beautification, and developing parkways following the routes of existing rivers and streams led to an ambitious program for acquisition and development that has resulted in a park and parkway system that has long been recognized as one of the finest such systems in the Nation.

Milwaukee County contains 157 County-owned park and open space sites, encompassing a total of 15,316 acres, or about 10 percent of the total area of the County. These County-owned sites are shown on Map 3.1 and listed in Table 3.1, which includes the park typology for each site.<sup>4</sup> Selected outdoor recreational facilities found at each site are identified in Table 3.2. Of the 157 County-owned park and open space sites, 146 sites amounting to 7,883 acres, or approximately 52 percent of the County-owned park lands, are considered regional parks, community parks, neighborhood parks, greenways, open space/natural areas, mini parks, sports complexes, and special use facilities, under the park typology used in this plan. The remaining 12 sites, totaling 7,433 acres, are classified as parkways.

Eighteen of the County-owned parks are classified as regional parks, which are sites that are generally 100 acres or more in size, are well-distributed geographically, and contain significant natural resource and recreational amenities. Regional parks in the County include Bender Park; Brown Deer Park; Currie Park; Dretzka Park; Estabrook Park; Falk Park; Franklin Park; Greenfield Park; Grobschmidt Park; Jackson Park; Kletzsch Park; Kohl Park; Lake Michigan North, which is comprised of Back Bay, Bradford Beach, Juneau Park, Lake Park, McKinley Park, and Veterans Park; Lake Michigan South, which is comprised of Bay View Park, Cupertino Park, Grant Park, Sheridan Park, South Shore Park and Warnimont Park; Lincoln Park; Mitchell Park; Washington Park; Whitnall Park; and Wilson Park/Wilson Recreation Center.

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<sup>4</sup> The park typology used in this plan, described in detail in Appendix A, is based upon the park typology established in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, November 1977.



Large County-owned parkways include the Root River Parkway in the southern and southwestern portions of the County, the Oak Creek Parkway in the southeastern portion of the County, and the Little Menomonee and Menomonee River Parkways in the northwestern portion of the County. Other parkways include the Dale Creek Parkway, Grantosa Creek Parkway, Honey Creek Parkway, Kinnickinnic River Parkway, Lincoln Creek Parkway, Milwaukee River Parkway, Story Parkway, and Underwood Creek Parkway. In addition to providing opportunities for a variety of outdoor recreational activities, the County's parkways also serve to protect many of the remaining important natural resource features and to provide stormwater management and flood mitigation in Milwaukee County as a function of a natural riparian edge.

#### **County-Owned Park and Open Space Sites with Facilities Not Under the Jurisdiction of Milwaukee County Parks**

As listed in Table 3.1, there were two County-owned park and open space sites not under the jurisdiction of Milwaukee County Parks, including the 10-acre Camelot Park, which is leased to the City of Oak Creek, and the 168-acre Milwaukee County Zoo. Additional County-owned park and open space sites with leases for facilities between Milwaukee County Parks and local governments or districts and private organizations are identified in Table 3.2.

#### **County-Owned Park Site Condition Assessment and Equity Index Score**

County-owned park and open space sites feature a variety of cultural and recreational elements, including indoor and outdoor recreation facilities, historic sites and monuments, and recreational and educational programming. Table 3.2 contains a list of selected outdoor recreation facilities within County-owned park and open space sites. Milwaukee County Parks conducted a condition assessment of County-owned park and open space sites and recreational facilities in 2017 for use in preparing this plan. The results of the condition assessment are shown on Map 3.2 and in Table 3.3.

As shown in Table 3.3, each County-owned park and open space site was assessed and a determination was made with respect to the overall condition of the park, i.e., excellent, good, fair, or poor condition. Approximately 3 percent of the assessed park and open space sites were determined to be in excellent condition, 61 percent in good condition, 31 percent in fair condition, and 5 percent were determined to be in poor condition. Table 3.3 also identifies recreational facilities and/or site features that contributed to a park or open space site having a fair or poor overall condition. Outdoor recreational facilities, such as play areas or soccer fields, were the most frequently identified concern contributing to a park or open space site's overall fair or poor condition. Additional site features contributing to the rating of park and



open space sites in fair or poor overall condition included the general condition of existing park buildings, landscaping, and pavement.

Table 3.3 also sets forth equity index scores for each County-owned park and open space site. The scores were determined using a County-developed GIS (Geographic Information Systems) application that allows County staff and representatives to acknowledge and account for the unique and diverse needs of park users from the 19 different municipalities within Milwaukee County. The tool, which is regularly reviewed to vet the application's process and results, enables decision-makers to consider equity as a determining factor when evaluating options and making choices related to parks. Equity index scores are determined via a weighted composite analysis for each park's service area using data that includes income, factors for at-risk populations, demographics, health care access, and crime. Equity index scores range from 1 to 10 with a higher score indicating a greater need for equity considerations. The mean equity index score of the 157 County-owned park and open space sites is 5.3.<sup>5</sup>

### **3.3 PARK AND OPEN SPACE SITES UNDER OTHER OWNERSHIP**

#### **Park and Open Space Sites Owned by the State of Wisconsin**

There are 10 park and open space sites owned by the State or a special purpose district established by the State located in Milwaukee County. Shown on Map 3.1 and described in Table 3.4, the State-owned sites encompass 888 acres, or less than 1 percent of the total area of the County. Of these 10 sites, seven are owned by the WDNR: a 119-acre portion of the Big Muskego Lake Wildlife Area; a 9-acre wetland mitigation site adjacent to Johnstone Park; an access site for the Hank Aaron State Trail under an acre in size; a 2-acre wildlife habitat site near the Port of Milwaukee; the 67-acre Forestry Education Center on the former Milwaukee County Grounds; the 20-acre Lake Shore State Park; and Havenwoods State Forest, which encompasses 222 acres. Two of the remaining three sites are special purpose sites. These include Miller Park, which is owned by the Southeast Wisconsin Professional Baseball District and encompasses 228 acres, and the State Fairgrounds, a special purpose site encompassing 203 acres. The University of Wisconsin owns the remaining 25-acre site on the UW-Milwaukee campus, which includes a natural area of local significance known as Downer Woods.

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<sup>5</sup> This mean and the equity index scores presented on Table 3.3 were calculated in 2021. Additional information on the equity index is presented in Appendix B of this report.



## **Park and Open Space Sites Owned by Local Governments, School Districts, or Other Public Districts**

Aside from County- and State-owned park and open space sites in Milwaukee County, a total of 485 sites are owned by local units of government or public school districts. Those sites, shown on Map C.1 and listed in Table C.1 in Appendix C, encompass 3,363 acres, or about 2 percent of the total area of the County. Local governments own 240 park and open space sites (1,718 acres) and public school districts own 245 sites (1,645 acres). The acreage attributed to school district sites includes only those portions of the site used for recreational or open space purposes. In general, sites owned by school districts are accessible to the public when school is not session.<sup>6</sup>

Park and open space sites in the County that are owned by other public districts are shown on Map 3.3, including 21 sites encompassing 576 acres that were purchased by the Milwaukee Metropolitan Sewerage District (MMSD) under its conservation plan, or “Greenseams” program. The Greenseams program is intended to permanently protect key lands within the MMSD planning area<sup>7</sup> for long term benefits for floodplain management. Where applicable, the properties can be used for hiking, bird watching, and other passive recreation, but they are intended to remain largely undeveloped and to be restored to natural conditions.

## **Private and Public Interest Park and Open Space Sites**

### ***Privately Owned Outdoor Recreation and Open Space Sites***

A total of 181 privately owned park and open space sites are located within Milwaukee County. Those 181 sites are shown on Map C.2 and listed in Table C.2 in Appendix C. Together, these privately-owned park and open space sites encompass 2,220 acres, or about 1 percent of the total area of the County. These sites provide a wide range of recreational facilities including golf courses, soccer fields, ball fields, tennis courts, and urban green space.

### ***Private Resource Protection Sites***

A total of five sites owned by private non-profit organizations for natural resource protection purposes are located within Milwaukee County. The sites are shown on Map 3.3 and listed in Table 3.5. These five open space sites encompass 220 acres, or less than 1 percent of the total area of the County. As indicated

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<sup>6</sup> Sites owned by public school districts may typically be accessible to the public Monday through Friday from school close until dusk and on holidays and weekends from 8:00 a.m. until dusk.

<sup>7</sup> The MMSD planning area includes all of Milwaukee County, except for lands within the City of South Milwaukee, as well as portions of Oazukee, Washington, Waukesha, and Racine Counties.



in Table 3.5, private resource protection sites in the County include two sites owned by the Milwaukee River Revitalization Foundation, two sites owned by the Milwaukee Area Land Conservancy, and the Schlitz Audubon Nature Center.

### **Conservation Easements**

There are three privately owned open space and environmentally sensitive sites located in Milwaukee County that are protected under conservation easements in 2015. In general, conservation easements are voluntary contracts between a private land owner and a land trust or government body that limit, or in some cases prohibit, future development of the parcel. The property owner sells or donates a conservation easement for the property to a land trust or government agency, but retains ownership. The owner is not prohibited from selling the property, but future owners must abide by the terms of the conservation easement. Conservation easements typically do not include any provision for public access. Sites with conservation easements, shown on Map 3.3 and listed in Table 3.5, encompass 32 acres in Milwaukee County. These conservation easements provide for the permanent protection of resources on private land.

### **Lakebed Grant Lands**

Under the Public Trust Doctrine, the State of Wisconsin holds navigable water in trust for the public. The State Legislature can authorize a lakebed grant through special legislation. A lakebed grant is a defined area of land conveyed to a local unit of government. Lakebed grants give a limited property title to a local unit of government for specified public purposes, such as a park or beach or for navigation. Any facilities constructed on lakebed grant areas must be widely available to the public and support the primary purpose for which the Legislature made the grant.

The government transferee does not get legal title from the State but becomes trustee in the stead of the State to the benefit of the public, with the State retaining substantial oversight. Authority over the near-shore areas along Milwaukee County's 27.6 miles of Lake Michigan shoreline has been divided between three government agencies: the State of Wisconsin, Milwaukee County, and the City of Milwaukee. Milwaukee County has been granted authority over the largest area of lakebed lands with 22.5 linear miles, followed by the City of Milwaukee with 2.8 miles. The State of Wisconsin maintains sole authority over the remaining 2.3 miles.



### **3.4 LAKE AND RIVER ACCESS SITES**

Lake Michigan and the rivers of Milwaukee County constitute a particularly valuable part of the natural resource base of the County. In addition to supporting a variety of aquatic and terrestrial flora and fauna communities, these surface waters are focal points for water-related activities including swimming, boating, fishing and sight-seeing. There are four publicly owned lake and river access sites for launching motorized boats located within the County, including three sites on Lake Michigan and one on the Milwaukee River. In addition, the large amount of County-owned park land within river corridors and along the lakefront offer extensive opportunities for non-motorized lake and river access.

### **3.5 TRAILS AND BICYCLE WAYS**

Milwaukee County Parks has been constructing paved off-road trails since 1967. In 1976, the multi-use trail system was 76 miles in length and was named the "76 Trail" to commemorate the U.S. bicentennial. The year 2000 park and open space plan for Milwaukee County, completed in 1991, recommended that a total of 89 miles of trails be provided. In 1996 the trail system had grown to approximately 90 miles in length and was renamed the "Oak Leaf Trail."

Shown on Map 3.4, the Oak Leaf Trail is a total of 125 miles in length, including approximately 72 miles of paved off-road trails, 27 miles along parkway drives, and 26 miles of bicycle ways on municipal streets. Also shown on Map 3.4 is the Hank Aaron State Trail, which provides a continuous 12-mile connection between Milwaukee's lakefront and the Oak Leaf Trail near the Milwaukee-Waukesha county line. In addition, a number of municipally owned trails complement the County and State trail network.

For purposes of this report, the term "trails" refers to paved off-street paths, which generally accommodate both foot and bicycle travel. The term "bicycle way" refers to facilities for bicycle travel associated with street rights-of-way, including signed bicycle routes, striped and signed bicycle lanes, and separate bicycle paths within a roadway right-of-way. Bicycle ways generally accommodate bicycle travel only. Bicycle use can and does legally occur on many public roadways in the County that are not specifically designated for such use. State law permits bicycle use on all public roadways, except expressways and freeways and those roadways where the local government concerned has acted to prohibit bicycle use by ordinance.

Four sanctioned mountain bike trails, amounting to a total of 14 miles, also exist within County-owned parks. These trails include the 4-mile Alpha Trail, which is located within the Root River Parkway east of



Whitnall Park; the 3-mile Bubba's Woods Trail, which is located within the Menomonee River Parkway east of Currie Park; the 2-mile Hoyt Trail, which is located within the Menomonee River Parkway and Hoyt Park; and the 5-mile Oak Hill Trail, which is located within the Menomonee River Parkway north of Currie Park.

In addition, Milwaukee County Parks operates the Forked Aster Hiking Trail System, a series of soft trails within 28 County-owned parks. The 50 miles of trails within the Forked Aster Hiking Trail System pass through grasslands, wetlands, and woodlands and offer the opportunity to observe a diverse array of native flora and fauna. County-owned parks that contain Forked Aster Hiking Trails, which are noted among other facilities, are identified in Table 3.2.

### **3.6 HISTORIC SITES**

Historic sites in Milwaukee County often have important recreational, educational, and cultural value. A number of inventories and surveys of potentially significant historic sites have been conducted by various units and agencies of government in Milwaukee County since the completion of the first regional park and open space plan. The results of these inventories and surveys, on file at such agencies as the City of Milwaukee Historic Preservation Office, the Milwaukee County Historical Society, and the Wisconsin Historical Society, indicate that there are more than 10,000 historic sites in Milwaukee County.

Certain sites of known historic significance are listed on the National Register of Historic Places. There were 191 individual sites and 43 historic districts within the County listed on the National Register as this inventory was being prepared.<sup>8</sup> The locations of these sites and districts are presented on Map 3.5 and in Table 3.6. Ten of these historic sites are located within or are made up of County-owned park and open space lands. Sites within County-owned park and open space lands include the Jeremiah Curtain House, located within Trimborn Farm; the Benjamin Curtain House, located within Estabrook Park; the Milwaukee River Parkway, located within Kletzsch Park; and Northpoint Lighthouse, located within Lake Park. County-owned park and open space lands that are designated as historic sites include the Honey Creek, Kinnickinnic River, Oak Creek, and Root River Parkways; Lake Park; and Trimborn Farm.

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<sup>8</sup> A historic district is a geographically definable area, urban or rural, that contains a concentration of significant historic sites or structures from the same period of time.



### 3.7 SUMMARY

This chapter presents the findings of a year 2015 inventory of existing outdoor recreation and open space sites in Milwaukee County, including existing parks, other open space sites, lake and river access sites, recreation trails and bicycle ways, and historic sites. A summary of these sites follows:

- Milwaukee County owns 157 park and open space sites, which collectively encompassed 15,316 acres, or about 10 percent of the total area of the County
- The State of Wisconsin or special purpose district established by the State owns a total of 10 park and open space sites, encompassing 888 acres, or less than 1 percent of the total area of the County
- Local units of government and school districts own 486 park and open space sites, encompassing 3,371 acres, or about 2 percent of the total area of the County. An additional 21 sites, encompassing 576 acres, are owned by the Milwaukee Metropolitan Sewerage District (MMSD) within the County
- A total of 179 privately owned park and open space sites encompassing 2,195 acres is located in Milwaukee County
- Private organizations own five sites for natural resource protection purposes, encompassing 226 acres, in Milwaukee County
- Private lands protected under conservation easements encompass 32 acres in the County
- A total of 4 publicly owned lake and river access sites for launching motorized boats are available on Lake Michigan and the Milwaukee River. Numerous other County-owned park sites provide non-motorized access to Lake Michigan and the rivers of Milwaukee County for recreational activities and passive uses
- Milwaukee County Parks' multi-use Oak Leaf Trail system is 125 miles in length, including approximately 72 miles of paved off-road trails, 27 miles along parkway drives, and 26 miles on municipal streets. Additional County-owned trails include four sanctioned mountain bike trails,



which totaled 14 miles, and 50 miles of trails within the Forked Aster Hiking Trail System, a series of soft trails within 28 County-owned parks

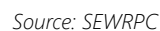
- A total of 190 individual sites and 43 historic districts in Milwaukee County are listed on the National Register of Historic Places

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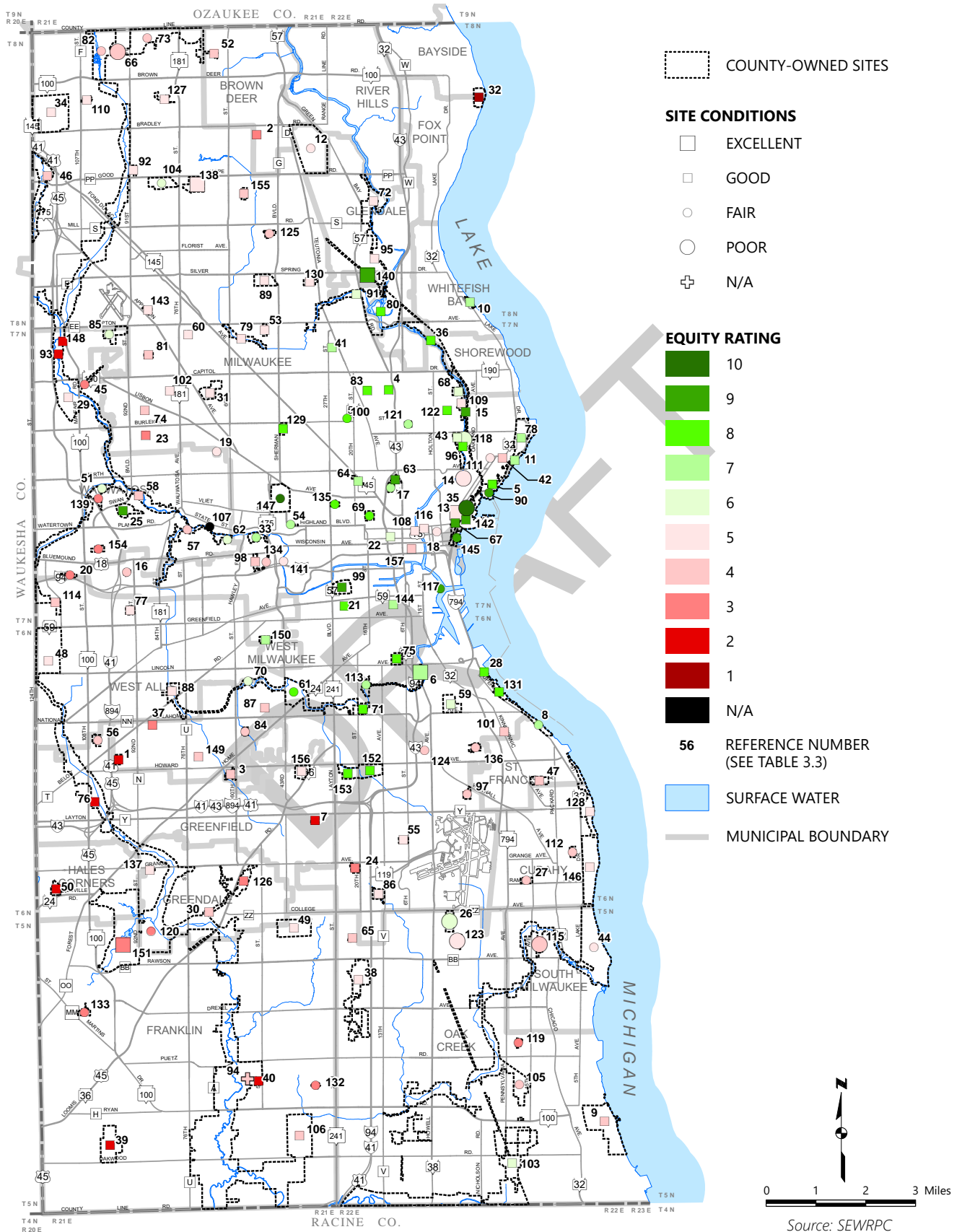


## Milwaukee County and State of Wisconsin Park and Open Space Sites: 2015



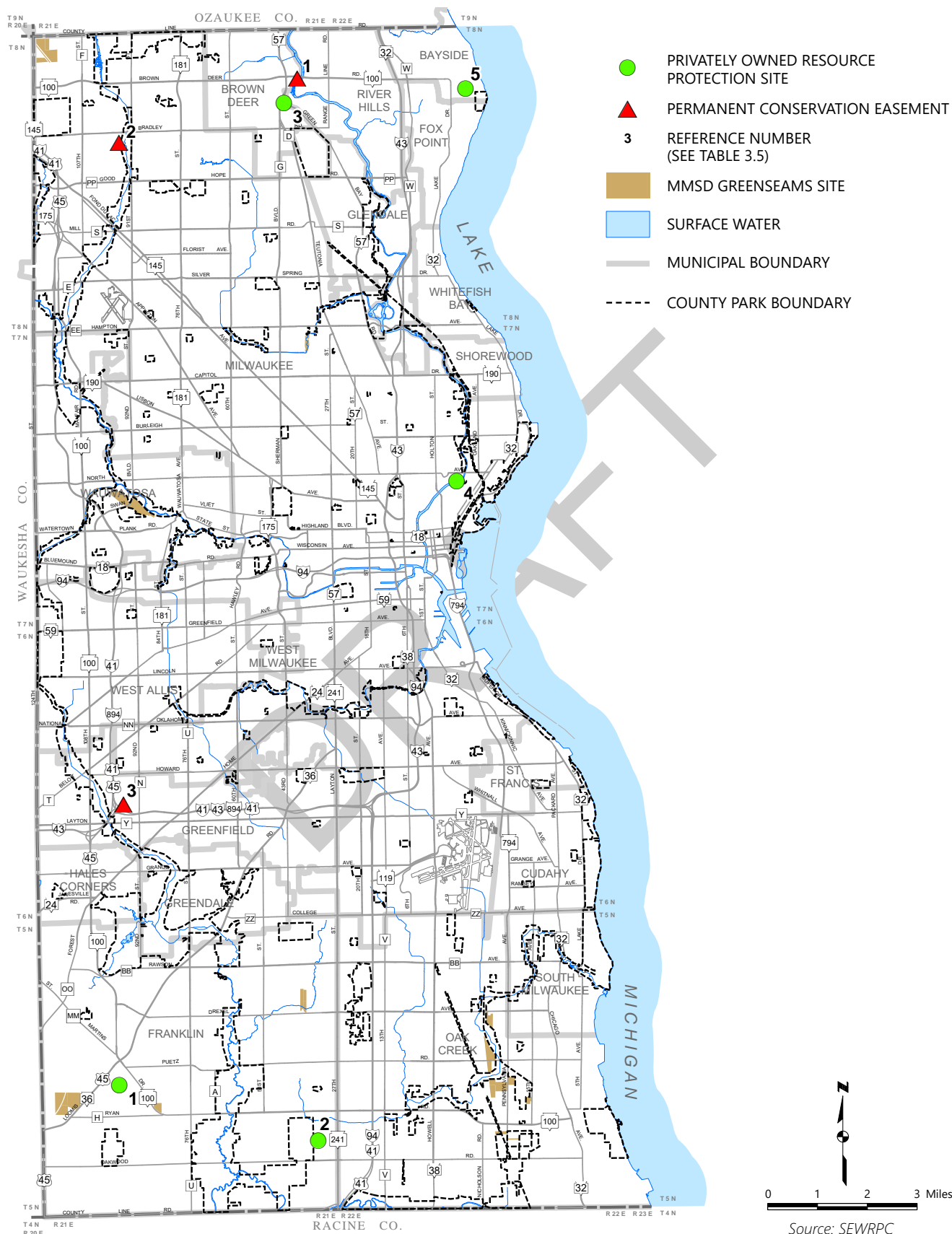


**Map 3.2**  
**Milwaukee County Park and Open Space Site Condition Assessment: 2017**





**Map 3.3**  
**Resource Protection Sites: 2015**





**OFF-STREET ROUTES**

- HANDBIKES
- OAK LEAF SYMBOL

**ON-STREET BICYCLE ROUTES**

- HANDBIKES
- OAK LEAF SYMBOL

**OTHER FEATURES**

- SURFACE WATER
- MUNICIPAL BOUNDARIES
- COUNTY BOUNDARIES

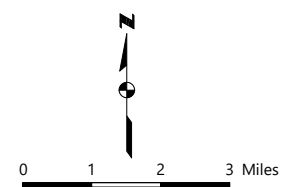
— HANK AARON TRAIL

— OAK LEAF TRAIL

 HANK AARON TRAIL  
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 MUNICIPAL BOUNDARY

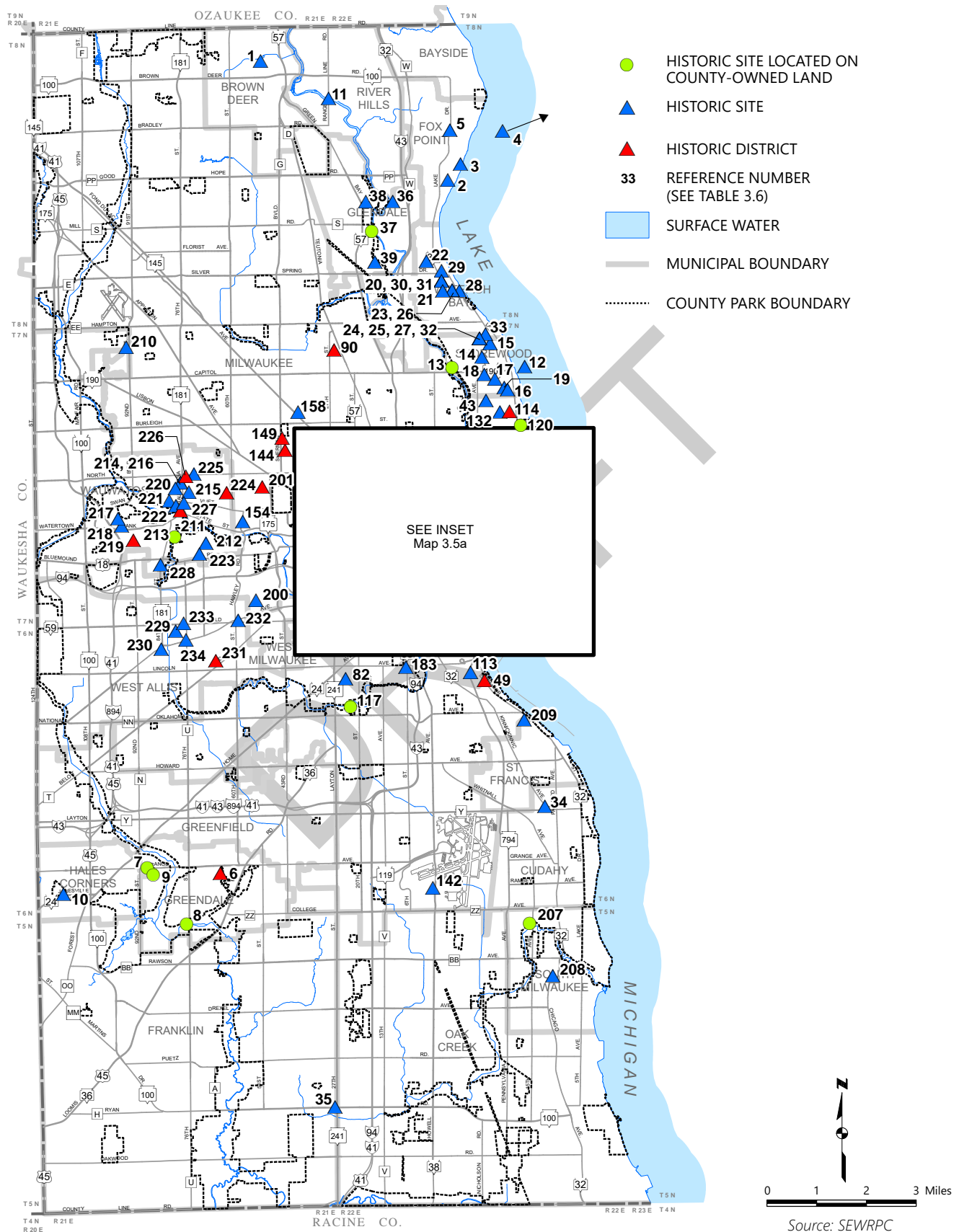
..... COUNTY PARK BOUNDARY



Source: SEWRPC

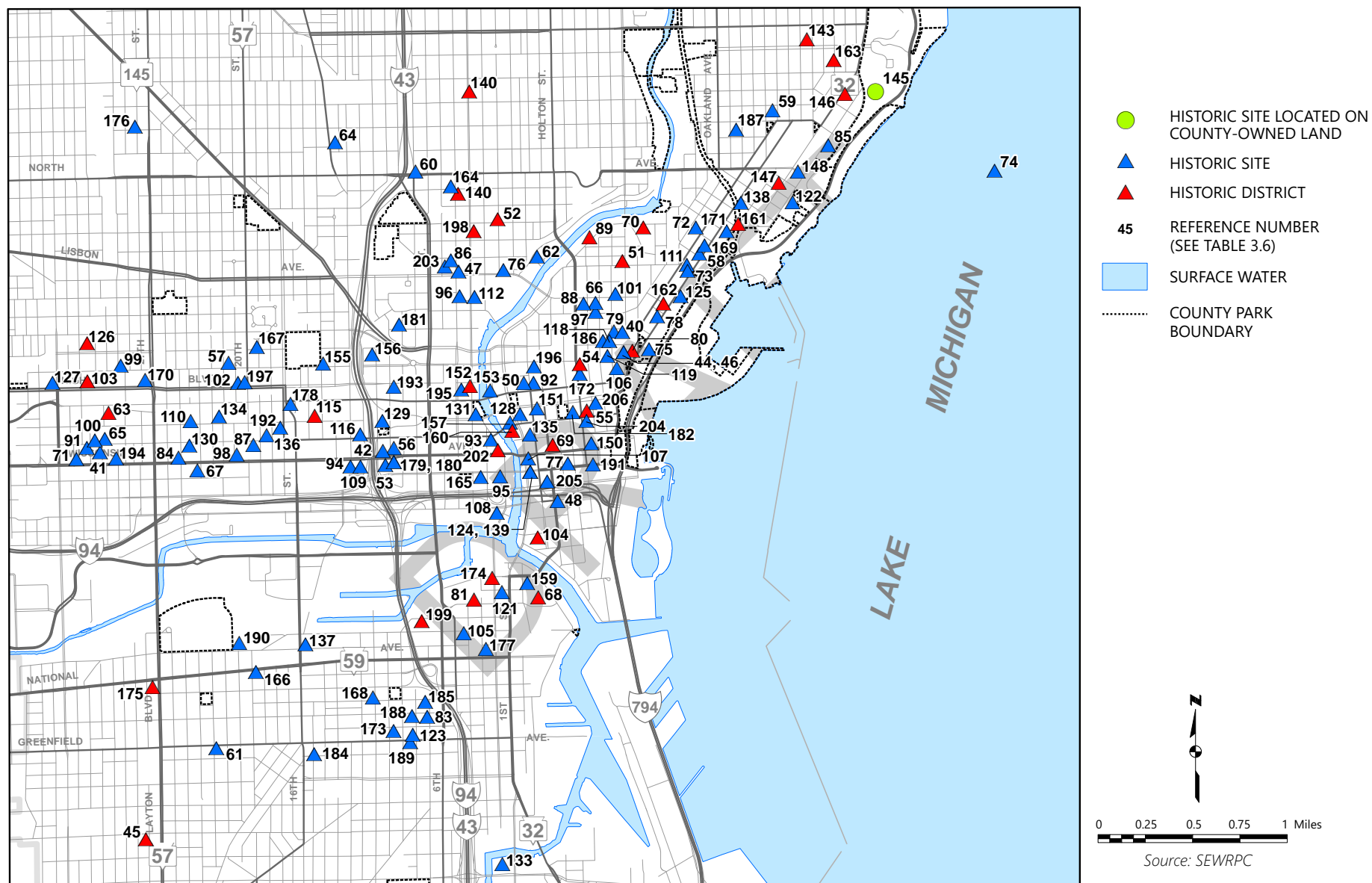


## Map 3.5





**Map 3.5a**  
**Historic Sites and Districts Listed on the National Register of Historic Places in Central Milwaukee Area: 2015**





## 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  $\pm 4$  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.<sup>1</sup> 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.

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<sup>1</sup> 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.<sup>2</sup>

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<sup>2</sup> 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.<sup>3</sup> 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.

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<sup>3</sup> *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,<sup>4</sup> 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.<sup>5</sup> 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.

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<sup>4</sup> *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.*

<sup>5</sup> *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.<sup>6</sup> 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

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<sup>6</sup> 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 Fund<sup>7</sup> 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

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<sup>7</sup> 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.<sup>8</sup> 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

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<sup>8</sup> *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 <sup>a</sup>	Site/Location	Facilities/Details
<b>City of Franklin</b>		
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 <sup>b</sup>	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
<b>City of Greenfield</b>		
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 <sup>a</sup>	Site/Location	Facilities/Details
<b>City of Greenfield (continued)</b>		
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 <sup>c</sup>
	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 <sup>c</sup>
	WEC trail extension	Along IH 894/41 and through proposed community park to 92nd Street <sup>c</sup>
	Wildcat Creek corridor trail	Connecting Beloit and Cold Spring Roads to Falcon View Park with OLT trailhead at Root River Parkway and Howard Avenue <sup>c</sup>
<b>City of Milwaukee</b>		
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 <sup>d</sup>	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
<b>City of Oak Creek</b>		
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
<b>City of Wauwatosa</b>		
Neighborhood Park	116th Street and Gilbert Avenue	Disc golf, natural areas, passive recreational facilities, playground
<b>City of West Allis</b>		
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 <sup>a</sup>	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 <sup>e</sup>	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
<b>City of Milwaukee</b>	
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
<b>City of Oak Creek</b>	
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
<b>City of Wauwatosa</b>	
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
<b>City of West Allis</b>	
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)**

<b>New Facilities and Facility Improvements</b>	
<b>Site</b>	<b>Facilities/Details</b>
<b>City of West Allis (continued)</b>	
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 <sup>f</sup>
<b>Village of Bayside</b>	
Ellsworth Park	New flagpole, gathering space, memorial
<b>Village of Brown Deer</b>	
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
<b>Village of Hales Corners</b>	
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
<b>Village of Shorewood</b>	
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.

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

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

<sup>c</sup> Trailhead facilities may include a kiosk, picnic area, pavilion, or parking area.

<sup>d</sup> New neighborhood parks could be located proximate to areas with existing parks that are under consideration for decommissioning.

<sup>e</sup> To be located within Town 06, Range 21, Section 30.

<sup>f</sup> 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



Preliminary Draft

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

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

## **Chapter 5**

# **OBJECTIVES, PRINCIPLES, AND STANDARDS AND PARK AND OPEN SPACE NEEDS ANALYSIS**

(Maps and table are at end of chapter)

### **5.1 INTRODUCTION**

This chapter sets forth the objectives, principles, and standards used to help determine the need for park site and outdoor recreational facilities within Milwaukee County. The objectives contained herein guide the preparation of this park and open space plan. The standards corresponding with each objective provide the structure for evaluating how well each objective is met as each standard is applied to County-specific information as part of a needs analysis. The needs identified as a result of this analysis are addressed within the recommended park and open space plan for Milwaukee County as presented in Chapter 6 of this report.

### **5.2 OBJECTIVES, PRINCIPLES, AND STANDARDS**

The objectives, principles, and standards for the Milwaukee County park and open space plan take into consideration a set of regional objectives and accompanying principles and standards for park and open space preservation, acquisition, and development that were established by the Regional Planning Commission's Technical and Citizen Advisory Committee on Regional Park and Open Space Planning under



the regional park and open space planning program.<sup>1</sup> The committee used national standards developed by the National Recreation and Park Association (NRPA) as a basis for the regional standards, comparing the national standards to regional recreational preferences and demands, as determined by surveys of recreation site managers and users, and ultimately modifying the standards to meet park and open space demands within the Region.

The committee-established objectives, principles, and standards were incorporated directly into Milwaukee County's 1991 park and open space plan and have been reevaluated as part of this park and open space plan update. The outdoor recreation and open space planning objectives for Milwaukee County's 2050 park and open space plan follow:

- To provide an integrated system of public general-use outdoor recreation sites and related open space areas that provide all County residents with adequate opportunities to participate in a wide range of outdoor recreational and educational activities while emphasizing equitable access to such facilities
- To provide sufficient outdoor recreation facilities to allow all County residents adequate opportunities to participate in intensive resource-oriented outdoor recreational activities
- To provide sufficient outdoor recreation facilities to allow County residents adequate opportunities to participate in intensive nonresource-oriented outdoor recreational activities
- To provide sufficient outdoor recreation facilities to allow County residents adequate opportunities to participate in trail-related and other extensive land-based outdoor recreational activities
- To provide sufficient surface water access areas to allow County residents adequate opportunities to participate in water-based outdoor recreational activities on major inland lakes and rivers and Lake Michigan, consistent with safe and enjoyable surface water use and the maintenance of good water quality

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<sup>1</sup> SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*, November 1977.



- To preserve sufficient high-quality open-space lands for protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being, environmental quality, and biodiversity of the County
- To satisfy outdoor recreation and related open space needs in an efficient and economical way while emphasizing equity

The attainment of these objectives, which are set forth in Appendix D of this report, is considered desirable to provide County residents with equitable, needed opportunities for high-quality recreational experiences and may serve to promote tourism and economic development.

### **Milwaukee County Parks Authority**

As noted in the County's previous park and open space plans, the authority and responsibility for providing resource-oriented park and open space sites and facilities within the County rests primarily with the Milwaukee County Board of Supervisors. Though Milwaukee County Parks has historically had a lead role in both preserving important natural resources and in providing regional, community, and neighborhood parks within the County,<sup>2</sup> this plan recognizes the increasing role of the State, cities and villages within the County, the Milwaukee Metropolitan Sewerage District (MMSD), and conservation organizations in providing park and open space sites within Milwaukee County. Acknowledging the existing financial challenges of the County-based park system, Milwaukee County Parks shall therefore continue to consider and evaluate the potential to partner with such agencies and entities as opportunities arise.

### **Per Capita and Service Area Standards**

Each park and open space planning objective used in this plan, set forth in Appendix D, is presented with a supporting principle and set of related standards, including standards for the size, number, and spatial distribution of park and open space sites and outdoor recreation facilities. As noted previously in this chapter, the regional park and open space planning principles and standards were modified slightly for this plan. Modification to the standards for certain facilities were made to better reflect Milwaukee County's outdoor recreational facility needs based upon input from various sources, including County staff; a review

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<sup>2</sup> The park typology used to differentiate park types referenced in this plan is set forth in Appendix A of this report.



of standards used by peer communities; and available information on best practices standards for various park types and park facilities.

Applied to the size and distribution of the existing and anticipated future population, standards serve to facilitate ascertaining probable park site and facility demands and needs. Differences between probable demand for park sites and recreation facilities and the existing supply of park sites and recreation facilities may reveal a need for such sites or facilities. Many of the existing facilities assessed using these standards are included in Table 3.2, which identifies selected outdoor recreational facilities in County-owned parks as of 2015. Park and open space planning standards can be considered minimum standards that do not preclude opportunities for additional sites and facilities beyond those identified in this plan. In addition, it should be noted that this needs analysis does not broadly incorporate privately owned outdoor recreation sites or facilities, many of which are identified in Appendix C.

The primary park and open space planning standards presented in this chapter are service area standards and per capita standards. Service area standards are intended to ensure that public parks and recreation facilities are spatially distributed in a manner that is most convenient and efficient for use by the population within that park or facility's service area.<sup>3</sup> Service area standards may indicate a need for additional sites or facilities in some situations because of the relative distance of a site or facility to County residents or the challenges presented to County residents in getting to a site or facility. Such challenges, or barriers, are most significant for sites and facilities with smaller service areas that are expected to serve County residents within walking distance. Examples of barriers include site surroundings that do not facilitate pedestrian activity and relatively expansive, nonresidential land uses, which do not support recreational uses. Service area standards for some Milwaukee County residents may be met by sites or facilities located in adjacent counties, which are not shown on maps in this chapter.

This plan utilized the service area standards in a level of service analysis to determine if the existing supply of park and open space sites and outdoor recreation facilities in Milwaukee County meets the needs of the County's existing and anticipated future population. The analysis incorporates the appropriate service area standard for publicly owned park and open space sites in Milwaukee County as of 2015 for various park types and facilities. The service area for each County-owned site/facility reflects the condition of the site or

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<sup>3</sup> *Site or facility service area standards for some Milwaukee County residents may be met by facilities located in adjacent counties. The service areas for such sites and facilities are not shown on level of service maps in this chapter.*



facility as determined by an assessment undertaken by Milwaukee County Parks for this plan. The service areas for selected community-owned and public school district sites and facilities are mapped as an overlay to reveal where they overlap with the service area of County-owned sites and facilities in the best overall condition.<sup>4</sup> Finally, the County-owned sites and facility service areas for County-owned sites are compared to the distribution of the County's existing and anticipated 2050 residents to ascertain if the existing and anticipated populations are adequately served by the analyzed park and open space sites or outdoor recreation facilities.

Per capita standards used in this plan can help determine if the existing County population is adequately served by the number of existing County-owned sites or facilities. Per capita standards are also intended to help estimate the total number of acres of land or quantity of facilities needed to satisfy requirements for park and recreation land and related facilities based on the anticipated future resident population of the County.<sup>5</sup> The condition of County-owned sites and facilities shown on service area maps in this chapter is also a factor in determining the degree to which resident's facilities' needs are met.

### ***Existing and Forecast Population Size and Distribution***

Information on the overall size and distribution of Milwaukee County's existing and anticipated future population is important to a determination of existing and probable future outdoor recreation needs. VISION 2050, the regional land use and transportation plan (as amended), anticipates Milwaukee County's 2010 population to increase about 8 percent from approximately 947,700 to 1,019,100 in 2050.<sup>6</sup> The future park site and recreational facility needs presented in this plan utilize the anticipated 2050 County population of 1,019,100 to identify and reserve sufficient high-quality park and recreation sites that may be required in the future.

The land use plan shown on Map 5.1 reflects the distribution of the County's anticipated 2050 population under VISION 2050. That plan designates most of Milwaukee County as an urban service area with the

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<sup>4</sup> *The service area of sites and facilities with the greatest conditions per the County assessment conducted for this report appear layered above the service area of sites and facilities that were deemed to be in poorer condition.*

<sup>5</sup> *Application of the park site and facility per capita standards is summarized in Appendix E.*

<sup>6</sup> *The determination of future per capita park site and recreational facility needs in this chapter is based upon the application of the per capita standards to the anticipated 2050 County population of 1,019,100.*



exception of small portions of the Cities of Franklin and Oak Creek and the Village of River Hills, with most of the latter classified as “rural” based on the existing overall density of about five acres per dwelling unit.

### **Public Park and Open Space Site Needs**

Objective No. 1 in Appendix D sets forth the service area and per capita standards for public outdoor recreation sites by site type. While these standards are applicable strictly to publicly owned park and open space sites, this needs assessment recognizes that all residents should have good access to public parks and open space that—by virtue of their public ownership—are available for use by all. The County may consider information presented on the maps in this chapter while prioritizing equitable access in plans for the renovation or development of park sites or recreational facilities.

As Milwaukee County Parks has worked to overcome the budgetary challenges of its large and diverse parks system, some instances of long-term leases and/or management agreements have been enacted for certain park sites. In these cases, third-party entities have worked with the Milwaukee County parks system to cooperatively achieve park improvements. These partnerships are documented through an arrangement that defers operating and maintenance responsibilities to outside parties while allowing land ownership to remain with Milwaukee County Parks. Terms of these contracts are negotiated by the Parks Department, and ultimately approved through the Milwaukee County Board of Supervisors and Milwaukee County Executive. The basis for considering these partnerships is that the Parks Department can achieve projects related to deferred maintenance or capital investments while achieving the goals of the Milwaukee County Parks System and its mission. Any such agreement would be expected to have a guaranteed public access component.

### **Regional Parks**

As established under the typology used in this report,<sup>7</sup> regional parks include Site Types I and II under Objective No. 1 in Appendix D. The County-owned regional parks identified in Chapter 3 of this plan are depicted on Map 5.2 and listed on Table 5.1. Application of the service area standards to these regional park sites reveals that nearly the entire County is located within the recommended four-mile service radius of—and is therefore served by—a regional park. Application of the per capita standards for regional park sites to the existing and anticipated 2050 County populations indicates that the acreage of existing regional parks within Milwaukee County is adequate to serve existing and anticipated County residents.

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<sup>7</sup> See Appendix A of this report.



### ***Community and Neighborhood Parks***

Community parks, Site Type III under Objective No. 1 in Appendix D, are defined as publicly owned outdoor recreation sites ranging from 25 to 99 acres in size that contain nonresource-oriented facilities such as baseball and softball diamonds, soccer fields, swimming pools, and recreation buildings. Neighborhood parks, Site Type IV under Objective No. 1 in Appendix D, are defined as publicly owned outdoor recreation sites less than 25 acres in size that contain nonresource-oriented facilities such as baseball and softball diamonds, soccer fields, playgrounds, basketball goals, and wading pools. Publicly owned community and neighborhood parks in Milwaukee County include County-owned sites, identified in Table 3.1, as well as sites owned by local governments that serve as community and neighborhood parks for County residents.

Publicly owned community parks, including regional parks that function as community parks for residents within the community park service area of such sites, are shown on Map 5.3 and listed in Table 5.1. Application of the service area standard to the community park sites in Milwaukee County reveals that portions of the County are outside of the two-mile service radius of such sites. Application of the per capita standard for community park sites to the existing and anticipated 2050 County populations, however, indicates that the existing acreage of publicly owned community park sites is adequate to serve both existing and future populations of the County.

Map 5.4 shows publicly owned neighborhood parks, including publicly owned regional and community parks that may function as neighborhood parks for residents within the neighborhood park service area of those parks (see Table 5.1). Application of the service area standard to the sites on Map 5.4 reveals that existing and anticipated 2050 populations in some portions of Milwaukee County will be outside of the one-mile service radius of a publicly owned neighborhood park site. Application of the per capita standard for publicly owned neighborhood park sites to the existing and anticipated 2050 County populations, however, indicates that the existing acreage of such sites will be adequate to serve both existing and future populations of the County.

It should be noted that some of the areas of Milwaukee County not served by an existing publicly owned community or neighborhood park may be expected to be served by a community or neighborhood park as land is developed for public recreational use, which is addressed in the park and open space plan presented in Chapter 6 of this report. It should also be noted that some of the areas in need of a publicly owned community or neighborhood park are essentially fully developed. In such areas, the identified park needs



may only be met through redevelopment as the opportunity arises for the public acquisition of suitable land, the clearing of such lands as appropriate, and development of the necessary outdoor recreation facilities.<sup>8</sup>

### **Facility Needs for Resource-Oriented Recreational Activities**

Resource-oriented recreational activities include activities that depend upon natural resource features, such as beach swimming and nature study, as well as activities that are significantly enhanced by natural resource features, such as golf and picnicking. Facilities for resource-oriented recreational activities tend to be provided in regional parks that have large expanses of land or water and an abundance of natural resource features. Objectives No. 3, No. 4, and No. 5 in Appendix D set forth service area and per capita standards for outdoor recreation facilities that provide opportunities for participation in resource-oriented activities.

#### **Golf Facilities**

Milwaukee County contains nine County-owned, 18-hole regulation golf courses at Brown Deer, Currie, Dretzka, Grant, Greenfield, Hansen, Oakwood, Warnimont, and Whitnall Parks. Application of the service area standard for golf indicates that both the existing and anticipated 2050 County populations are within the 10-mile service area of a public 18-hole regulation golf course. In addition, application of the per capita standards for 18-hole regulation golf courses to the County's existing and anticipated 2050 populations indicates that both populations are more than adequately served by such facilities.

#### **Picnic Facilities**

Picnicking may be enjoyed in most parks regardless of size and is permitted in all County-owned parks. To ensure the provision of adequate picnic areas in parks with an abundance of natural resource features, the service area standard for picnicking facilities under Objective No. 3 in Appendix C includes requirements for an abundance of natural resource features as are typically contained in regional parks. Map 5.5 therefore depicts regional parks in the County that provide facilities for picnicking, which include Brown Deer, Dretzka, Estabrook, Grant, Greenfield, Jackson, Kletsch, Lake, Lincoln, Mitchell, Sheridan, South Shore, Washington, Whitnall, and Wilson Parks and Wilson Recreation Center. Application of the service area standard indicates that portions of the County are outside the recommended four-mile service radius of a regional park with

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<sup>8</sup> As development controls and park impact fees only occur at the local government level, Milwaukee County Parks should not be solely responsible for such acquisition and development.



facilities for picnicking. Application of the per capita standard for the provision of picnicking facilities—which is based on the number of picnic tables per 1,000 residents—to the County’s existing and anticipated 2050 populations indicates a need for approximately 440 additional picnic tables to serve the County’s existing population and approximately 650 additional picnic tables to serve the County’s future population. It should be noted that the County can move picnic tables to park and open space sites as necessary to meet demand.

### ***Facilities for Downhill Skiing***

The Rock Sports Complex, a privately operated facility located partially on County-owned parkland and partially on privately owned land within the City of Franklin and Village of Greendale, contains the only downhill skiing facility in Milwaukee County. The Rock Sports Complex satisfies the service area standard for downhill skiing facilities as the County’s existing and anticipated 2050 population is situated within a 25-mile service radius of the site.

### ***Swimming Beaches***

Publicly owned swimming beaches in Milwaukee County that access Lake Michigan include County-owned swimming beaches at Bradford Beach and at Bay View, Bender, Doctors/Tietjen, Grant, McKinley, and South Shore Parks. Portions of the County are also served by North Beach and Quarry Lake Park in Racine County; and Idle Isle, Menomonee, Minooka, and Muskego Parks in Waukesha County—all of which provide public swimming beaches. Application of the service area standard for public swimming beaches indicates that all of the County’s existing and anticipated 2050 populations are within the recommended 10-mile service radius of a public beach. Application of the per capita standard for public swimming beaches indicates that both the existing and anticipated 2050 populations of Milwaukee County are adequately served by such facilities.

While both the service area and per capita standards for public swimming beaches in the County are met, it should be noted that opportunities for swimming in Lake Michigan may, at some times, be limited by water quality conditions that may present a risk to human health. The City of Milwaukee Health Department regularly monitors water quality at the Lake Michigan beaches at Bradford Beach, McKinley Park, and South Shore Park and uses *E. coli* (*Escherichia coli*) as an indicator of bacterial pollution. Potential sources of *E. coli* contamination include direct stormwater discharges to beaches, including runoff from adjacent parking lots; reservoirs of bacteria in beach sand and algal mats; and fecal material from waterfowl. Water quality modeling analyses conducted under the regional water quality management plan update indicate that



combined and sanitary sewer overflows and stormwater runoff conveyed in the rivers that discharge to Lake Michigan are not the major sources of such bacterial pollution at Bradford Beach or the McKinley Park beach. While those two factors may contribute somewhat to bacteria pollution at South Shore Beach, the main causes of such pollution at the South Shore Park beach identified by the regional water quality update include but are not limited to combined sewer overflows, direct stormwater discharges, bacteria in sand and algal mats, and waterfowl.<sup>9</sup> Upon finding elevated levels of *E. coli* while monitoring water quality, the City of Milwaukee Health Department posts water quality advisories indicating “swim at your own risk” at the affected beach, likely resulting in limited use of the affected recreational facility on such occurrences.

### ***Trail Facilities***

Outdoor trail-oriented recreational activities, such as hiking, biking, cross-country skiing, nature study, and scenic touring, may be best accommodated through a system of resource-oriented recreation corridors. Located on or adjacent to linear resource-oriented open space lands, recreation corridors can serve to physically connect existing and proposed publicly owned park and open space sites. Objective No. 4 in Appendix D sets forth standards for facilities for trail-oriented activities such as hiking and biking and Objective No. 1 sets forth standards for the provision of recreation corridors.

Several resource-oriented recreation corridors and segments of such corridors exist within Milwaukee County along Lake Michigan, the Kinnickinnic River, Little Menomonee River, Menomonee River, Milwaukee River, Oak Creek, Root River, and Underwood Creek, providing both existing and future residents with sufficient access to facilities for such trail-oriented activities. As the County's recreational corridor system continues to be developed, additional trails for various outdoor recreational activities should be provided.<sup>10</sup> While standards set forth in Objective No. 1 suggest recreation corridors be 15 miles or more in length, the development of recreation corridors and trails under 15 miles in length should also be encouraged to meet local facility needs for trail-oriented activities.

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<sup>9</sup> More detailed information on water quality at beaches can be found in SEWRPC Planning Report No. 50, A Regional Water Quality Management Plan for the Greater Milwaukee Watersheds, and SEWRPC Technical Report No. 39, Water Quality Conditions and Sources of Pollution in the Greater Milwaukee Watersheds, both of which were published in 2007.

<sup>10</sup> The Milwaukee County Trails Network Plan, published by Milwaukee County Parks in 2007, details proposed trails, trail corridors, and initiatives.



## **Nature Centers**

The standards under Objective No. 4 in Appendix D call for the County to contain at least one public nature center that includes a building for interpretive nature study. Milwaukee County contains two such public nature centers: Wehr Nature Center in Whitnall Park and the nature center in Havenwoods State Forest. Additional public facilities for nature study include the Urban Ecology Center, which has three locations in Milwaukee County, two of which are within County-owned parks,<sup>11</sup> and the Hawthorne Glen Outdoor Education Center, which is owned by the Milwaukee Public School District. In addition, a private nature study center, the Schlitz Audubon Nature Center located in the Village of Bayside, is open for public use.<sup>12,13</sup>

## **Facilities for Lake and River Access**

Objective No. 5 in Appendix D sets forth corresponding service area and per capita standards for lake and river access facilities to support the provision of water-based recreational activities. The standard for accessing Lake Michigan calls for the provision of recreational boat launch facilities within harbors of refuge at regular intervals of 15 miles or less. Milwaukee County contains three recreational boat launch facilities within harbors of refuge on Lake Michigan, including County-owned facilities at Bender, McKinley, and South Shore Parks. These facilities serve much of the County's existing and anticipated 2050 populations but leave a service area gap for existing and anticipated 2050 residents in the northern portion of the County. Accordingly, there is a need for such facilities in northern Milwaukee County or southern Ozaukee County—a need that was identified in both the initial regional park and open space plan and in the previous edition of this park and open space plan.

The standard for accessing navigable rivers call for public access sites at regular intervals of 10 miles or less. Navigable rivers in Milwaukee County include the Menomonee, Milwaukee, and Root Rivers. The County

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<sup>11</sup> The Urban Ecology Center has locations within County-owned Riverside and Washington Parks as well as a location at the western edge of Three Bridges Park, which is owned by the City of Milwaukee, along the Hank Aaron State Trail.

<sup>12</sup> Horticultural facilities that provide similar interpretive nature-based learning opportunities in Milwaukee County, including the County-owned Boerner Botanical Gardens in Whitnall Park and the Mitchell Park Horticultural Conservatory (i.e. the Domes), are not included in this needs analysis as the regional park and open space planning program did not establish objectives and standards for horticultural facilities.

<sup>13</sup> The Mequon Nature Preserve, located in Ozaukee County along the Ozaukee-Milwaukee county line, also serves Milwaukee County residents.



contains one publicly owned site providing river access facilities for trailered boats, the County-owned Bruce Street River Front Boat Launch. The County also contains numerous public and private river access sites for non-motorized watercraft along the County's navigable rivers. Based on Objective No. 5 in Appendix C, which calls for river access facilities to be situated with a maximum interval of 10 miles along major rivers to be available for use by the general public, the County's existing and anticipated 2050 populations have sufficient access to Milwaukee County's major rivers.<sup>14</sup>

### **Facility Needs for Nonresource-Oriented Recreational Activities**

Nonresource-oriented recreational activities are far less dependent upon the natural resource base than resource-oriented recreational activities. Such activities require the basic provision of a facility, usually man-made, examples of which include baseball and softball fields, basketball and tennis courts, soccer fields, and general playfields. Facilities for nonresource-oriented recreational activities have traditionally been provided at all types of County-owned parks—regional, community, and neighborhood parks. In addition, such facilities are also provided within local parks owned by some of the cities and villages within the County and on public school district grounds in the County. Objective No. 2 in Appendix D sets forth service area and per capita standards for outdoor facilities for nonresource-oriented recreational activities.<sup>15</sup>

The standards for nonresource-oriented recreation facilities—like the standards for other facilities addressed in this chapter—set forth minimum guidelines. Satisfaction of these standards should not preclude the County from considering the development of additional facilities for nonresource-oriented recreational activities as improvements are made to County-owned parks in the future. In addition, planning for facilities for nonresource-oriented recreational activities at County-owned sites should take into consideration similar facilities provided in nearby city- and village-owned parks and on public school district grounds. While the authority and responsibility for providing resource-oriented park and open space sites and facilities in the County rests primarily with the Milwaukee County Board of Supervisors, Milwaukee County Parks should not be expected to be the sole or lead agency responsible for the provision of nonresource-oriented recreational facilities within the County.

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<sup>14</sup> Appendix D does not contain a per capita standard for river access facilities.

<sup>15</sup> Application of per capita standards for nonresource-oriented facilities is summarized in Appendix E.



### **Baseball Diamonds**

Publicly owned baseball facilities, including 18 within County-owned parks, are depicted on Map 5.6.<sup>16</sup> As shown on the map, application of the service area standard for publicly owned baseball diamonds shows that portions of Milwaukee County's existing and anticipated 2050 populations reside outside of the two-mile service radius of such facilities. Application of the per capita standard for publicly owned baseball diamonds to the County's existing and anticipated 2050 populations also indicates that neither population is adequately served by such facilities. A total of 11 additional publicly owned baseball diamonds is necessary to serve the County's existing population and a total of 16 additional baseball diamonds is necessary to serve the County's anticipated 2050 population.<sup>17</sup>

### **Basketball Courts**

Map 5.7 depicts publicly owned park sites with outdoor basketball courts—both full and half courts—in Milwaukee County, including 41 County-owned sites.<sup>18</sup> As the map indicates, existing and anticipated 2050 residents of much of the County are outside the one-half-mile service radius of a publicly owned outdoor basketball court. However, application of the per capita standard for such facilities suggests that the County's current and anticipated 2050 population are adequately served by publicly owned outdoor basketball courts in Milwaukee County.

### **Disc Golf Facilities**

Publicly owned park sites with disc golf facilities in Milwaukee County, including disc golf courses with nine to 27 holes and practice facilities with fewer holes, are shown on Map 5.8, eight of which are County-owned: Brown Deer, Dineen, Doctors, Dretzka, Estabrook, and Grant Parks; the Milwaukee County Sports Complex; and Root River Parkway. As depicted on the map, all of Milwaukee County is within the 10-mile service

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<sup>16</sup> Map 5.6 shows the County-owned baseball facility within Oak Creek Parkway, which is leased by the South Milwaukee High School, as a public school site due to limited availability of the site for public use and shows The Rock sports complex, a privately owned recreational facility with four baseball diamonds that is located partially on County-owned lands and partially on privately owned lands.

<sup>17</sup> It should be noted that there may be greater benefit in providing additional baseball fields as fourplexes rather than individually within portions of the County.

<sup>18</sup> Map 5.7 shows the service areas for Grant, Rainbow, and Wisconsin Parks outlined in purple as the basketball courts at these sites were not assessed.



radius of a disc golf facility. Application of the per capita standard for publicly owned disc golf facilities reveals that the County's existing and anticipated 2050 populations are both well-served by publicly owned disc golf facilities located within Milwaukee County.

### ***Dog Parks***

Public outdoor dog parks in Milwaukee County as of 2015 include six County-owned sites, including sites in Currie, Estabrook, and Warnimont Parks and the Granville, Rover West, and Runway Dog Parks.<sup>19</sup> The per capita standard for such facilities indicates that the existing and anticipated 2050 County populations are adequately served; however, existing and anticipated residents within portions of the County are not within five miles of such a facility (see Map 5.9). Despite each dog park in Milwaukee County as of 2015 being County-owned or operated, Milwaukee County Parks should not be expected to be the sole or lead provider of such facilities.

### ***Multi-Purpose Playfields***

Sites with publicly owned multi-purpose playfields in Milwaukee County are shown on Map 5.10, including sites within 27 County-owned parks.<sup>20</sup> Application of the service area standard for these sites indicates that the southern portion of the County and several smaller scattered areas are not served by multi-purpose playfields that are located within the County. This need is also reflected by application of the per capita standard for playfields, which indicates that the County's existing and anticipated 2050 populations are underserved by such facilities. A total of 12 additional publicly owned multi-purpose playfields in the County is needed to satisfy the needs of the County's existing population and a total of 19 additional playfields is needed to serve the County's anticipated 2050 population.<sup>21</sup>

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<sup>19</sup> Milwaukee County Parks also manages the Bay View Dog Park, which is owned by the City of Milwaukee.

<sup>20</sup> Multi-purpose playfields may be located in the outfield of baseball or softball fields and may accommodate various outdoor recreational activities, such as football, grass volleyball, rugby, soccer, and ultimate frisbee. Map 5.10 shows the service areas for Hales Corners, Popuch, Tiefenthaler, and Wilson Parks outlined in purple as multi-purpose fields at these sites were not assessed.

<sup>21</sup> Developing multi-purpose fields may enable the County to more equitably serve County residents as such fields can accommodate a wider variety of recreational activities.



## **Outdoor Swimming Facilities<sup>22</sup>**

### *Aquatic Centers and Deep Well Pools*

Publicly owned recreation sites with outdoor aquatic centers and deep well pools in Milwaukee County as of 2015 are shown on Map 5.11, including 12 County-owned sites: Greenfield, Hales Corners, Holler, Hoyt,<sup>23</sup> Jackson, Kosciuszko, Lincoln, McCarty, Sheridan, and Washington Parks; Oak Creek Parkway; and the Wilson Recreation Center.<sup>24</sup> The per capita standard for outdoor aquatic centers and deep well pools indicates that the existing and anticipated 2050 County populations are adequately served. However, existing and anticipated residents within portions of the County are not within three miles of such a facility.

### *Splash Pads and Wading Pools*

Map 5.12 depicts publicly owned outdoor recreation sites with splash pads and wading pools in Milwaukee County as of 2015, including 37 County-owned park sites.<sup>25</sup> Similar to aquatic centers and deep well pools, the per capita standard for splash pads and wading pools indicates that the existing and anticipated 2050 County populations are adequately served while existing and anticipated residents within portions of the County are not within three miles of such a facility.

## **Playgrounds**

Map 5.13 shows publicly owned park sites with playgrounds, including 96 County-owned parks containing one or more playgrounds.<sup>26</sup> The per capita standard for playgrounds indicates that the existing and anticipated 2050 County populations are adequately served. However, existing and anticipated residents within portions of the County are not within the one-half-mile service radius of such facilities.

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<sup>22</sup> *The County was in the process of developing an aquatics master plan while this report was being prepared, which will likely impact the County's existing aquatics system.*

<sup>23</sup> *Tosa Pool at Hoyt Park is not operated by Milwaukee County Parks.*

<sup>24</sup> *Map 5.12 also shows three County-owned sites that feature indoor swimming facilities, including Noyes and Pulaski Parks.*

<sup>25</sup> *County-owned outdoor wading pools with limitations associated with their adjacent facilities, including those in Grant Park, Noyes Park, and Underwood Creek Parkway, are not depicted on Map 5.13.*

<sup>26</sup> *There are 113 playgrounds within County-owned park and open space sites.*



### ***Sand Volleyball Courts***

Publicly owned sites with sand volleyball courts, including 18 County-owned park sites, are shown on Map 5.14.<sup>27</sup> While the per capita standard for sand volleyball courts indicates that the existing and anticipated 2050 County populations are adequately served, existing and anticipated residents within portions of the County are not within the two-mile service radius of such facilities.

### ***Soccer Fields***

Park sites with publicly owned outdoor soccer fields, including sites within 25 County-owned parks, are shown on Map 5.15.<sup>28</sup> As shown on the map, existing and anticipated 2050 residents in several portions of the County are located outside of the two-mile service radius of publicly owned outdoor soccer fields. Application of the per capita standard for soccer fields indicates that the supply of soccer fields in the County as of 2015 is sufficient to accommodate the needs of the County's existing population—but is not sufficient to meet the needs of the County's anticipated 2050 population. While numerous private soccer fields in the County may meet the needs for a portion of the County's populations, a total of 14 additional publicly owned soccer fields is necessary to serve the County's anticipated 2050 population.

### ***Softball Diamonds***

Sites with publicly owned softball fields, including 32 County-owned parks, are depicted on Map 5.16.<sup>29</sup> Application of the service area standard for publicly owned softball diamonds indicates that there are several areas in Milwaukee County where existing and anticipated 2050 residents are not served by softball facilities. Application of the per capita standard for publicly owned softball diamonds reveals that the County's existing population is well-served by the supply of softball diamonds in the County as of 2015. However, a total of 20 additional publicly owned softball diamonds is necessary to serve the County's anticipated 2050 population.

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<sup>27</sup> *The County-owned volleyball court at Sheridan Park, which is only available for use with paid admission to the Sheridan Park Pool, is not included on Map 5.15. Grant Park, which offers beach volleyball, is also shown on the map.*

<sup>28</sup> *Uihlein Soccer Park is not shown on Map 5.16 as its outdoor soccer fields are available for rent only.*

<sup>29</sup> *Riverside Park is depicted on Map 5.16 as a public school site to reflect limitations on the facility's availability for public use.*



### ***Tennis Courts***

Map 5.17 depicts publicly owned sites with outdoor tennis courts in Milwaukee County, including 24 County-owned park sites.<sup>30</sup> Application of the service area standard for such facilities indicates that much of the County is within a one-mile service radius of a publicly owned outdoor tennis court. However, existing and anticipated 2050 residents in portions of the County are not well-served by sites with publicly owned outdoor tennis courts. Application of the per capita standard for publicly owned outdoor tennis courts indicates that the County's existing population is well-served. Application of the per capita standard, however, indicates that there is a need for a total of 23 additional tennis courts to serve the County's anticipated 2050 population.<sup>31</sup>

### ***Facilities Needs for Other Nonresource-Oriented Recreational Activities***

The County park plan should also recognize emerging facility needs for nonresource-oriented recreational activities for which Appendix C does not contain standards. Among others that may be identified over the course of this plan's implementation, such additional facilities may include futsal and pickleball. Futsal is a variation of soccer that is played on a court or field smaller than a soccer field indoors or outdoors. Futsal is played between two teams of five players each using a smaller, harder, low-bounce ball. Milwaukee County contains a total of three futsal fields located at Lincoln and Pulaski Parks as of 2015.

Pickleball is a sport that combines elements of badminton, tennis, and table tennis. Pickleball can be played indoors or outdoors on a badminton-sized court with a slightly modified tennis net using a paddle and a plastic ball with holes. The game can be played as by teams of doubles or singles. Public outdoor pickleball courts in Milwaukee County as of 2015 are located at Lions Legend Park in the City of Franklin, Greendale Community Center in the Village of Greendale, and at Juneau Playfield in the City of Milwaukee.

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<sup>30</sup> The Oak Creek Parkway site with County-owned tennis courts that are leased to South Milwaukee High School is shown on Map 5.17 as a public school site.

<sup>31</sup> It may be feasible for the County to meet some of this need by renovating existing tennis courts that are out of service. In doing so, it may be practical to complete such renovations in a way that enables courts to accommodate additional recreational activities, like pickleball.



## **Land and Water Resource Management Needs<sup>32</sup>**

Many of the best remaining natural resource features in Milwaukee County are within County-owned park and open space sites and there is a continuing need to properly manage the important land and water resources encompassed by County-owned parks.

### ***Open Space Lands***

Objective No. 6 in Appendix D calls for the preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being and environmental quality of the County. The preservation of such lands helps to maintain water quality and protect floodways and floodplains from incompatible uses. High-quality open space lands include primary environmental corridors, natural areas and critical species habitat sites, and prime agricultural lands. Rather than applying standards, the need to preserve such lands is based upon the location and composition of existing natural resources.

Primary environmental corridors contain many of the best remaining woodlands, wetlands, and wildlife habitat areas within the County. The standard under Objective No. 6 indicates that primary environmental corridors should be preserved in essentially natural, open use. Although not specifically addressed in Objective No. 6, County and local governments should also consider preserving and protecting secondary environmental corridors and isolated natural resource areas. The preservation of such areas in essentially natural, open uses is vital to maintaining a high level of environmental quality in the Region, protecting its natural heritage and beauty, and providing recreational opportunities in scenic outdoor settings. While such areas can also serve as economical drainageways and stormwater detention basins, environmental corridors are of significant value in that they can provide needed open space in otherwise developed urban areas. Environmental corridors and isolated natural resource areas in Milwaukee County are shown on Map 2.8.

Natural areas and critical species habitat sites in Milwaukee County, which contain rare, threatened, and endangered flora and fauna species are shown on Maps 2.5 and 2.6, respectively. The standard under Objective No. 6 indicates that natural areas and critical species habitat sites should be preserved and managed to maintain their natural value. Although not specifically addressed in Objective No. 6, State,

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<sup>32</sup> *The Milwaukee County land and water resource management plan (LWRMP), which contains an inventory of natural area and critical species habitat sites, was in the process of being updated as this plan was being prepared.*



County, and local governments should also consider preserving and protecting significant geological areas, consistent with the recommendations of the regional natural areas plan.

### **5.3 INFRASTRUCTURE MAINTENANCE NEEDS**

Milwaukee County Parks has a large investment in park infrastructure, such as park buildings, aquatic facilities, golf courses, playground equipment, court facilities, parkway drives, trails, and walking paths. In addition, County-owned parks also contain both County- and municipally owned utility infrastructure, such as water systems, wells, holding tanks and storm and sanitary sewers. Milwaukee County Parks also has an ongoing need to maintain, or repair and replace as appropriate, such existing infrastructure. However, fiscal constraints prohibiting Milwaukee County Parks from undertaking such work has resulted in deferred maintenance of parks infrastructure.

Milwaukee County Parks has documented deferred maintenance costs internally, through a County-prepared report, and via a facility condition assessment conducted by an outside agency to gain insight into the extent of repair/replacement needs for infrastructure in County-owned parks. While not exhaustive, these materials indicate that infrastructure in County-owned parks requires substantial repair or replacement. As of 2021, Milwaukee County Parks' capital improvement needs are estimated to amount to over \$400 million, which reflects the cost of improving existing park and open space sites and facilities to a useable condition. Paved assets account for the most substantial portion of the estimated capital deferred improvement costs, with parkway roads, parking lots, and internal park roads together amounting to 34 percent of Milwaukee County Parks' capital improvement needs. County-owned recreational buildings are also among the highest categorical capital costs facing Milwaukee County Parks, accounting for 16 percent of capital deferred improvements.

The Mitchell Park Horticultural Conservatory, i.e., the Domes, is a notable County-owned facility in need of significant rehabilitation at the time this report was being prepared. While short-term interventions have addressed conditions of immediate concern at the Domes, long-term concerns remain. The County established a task force to identify and evaluate long-term options for the Domes through a series of feasibility studies as this report was being prepared. Recognizing the Domes' role as an iconic landmark and anchor institution, the task force has been charged with conducting community engagement. The task force is also responsible for evaluating information from the feasibility studies and for recommending a course of action to the Milwaukee County Executive and County Board.



An abbreviated list of additional park site and recreational facilities in need of repair or replacement that are recognized as contributing to the fair or poor overall condition of a significant portion of sites assessed by the County during this planning process is presented in Table 3.3. While the majority of the sites assessed by the County were in excellent (3 percent) or good (61 percent) overall condition, a significant portion of the assessed sites were determined to be in fair (31 percent) or poor (5 percent) overall condition. Table 3.3 lists the recreational facilities and site features that contributed to the County classifying sites as being in fair or poor overall condition. A 2018 Wisconsin Policy Forum report<sup>33</sup> analyzing County-owned parks infrastructure reiterates these findings, noting that a significant portion of park assets requires critical repair or replacement. The recommended park and open space plan for Milwaukee County presented in Chapter 6 of this report is intended to serve as a guide to prioritizing park site and recreational facility improvements to ensure that existing County-owned sites are returned to a useable condition and that County residents have equitable access to park and open space sites and recreational facilities.<sup>34</sup>

## **5.4 PARK SAFETY AND SECURITY**

Park safety and security is always an important consideration for Milwaukee County Parks, as signified by input from County residents through the County's recent and historical outreach efforts. In some regards, however, concerns related to safety may be changing in nature as public input gathered during this planning process differs from input gathered during previous surveys.

Public outreach efforts carried out during this park and open space planning process, described in Chapter 4, included feedback on safety in relation to nuisances presented by others as well as nuisances presented by degrading facilities. Participants in the Key Partners Focus Group identified safety as among the top three most important issues/challenges facing Milwaukee County Parks while nearly 30 percent of household survey respondents identified insufficient security as one of the reasons that prevents them or members of their household from using County-owned parks and recreation facilities more frequently. At the same time, four of the six focus groups identified deferred maintenance as a safety hazard within

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<sup>33</sup> *Wisconsin Policy Forum, Delay of Game, (2018). See Chapter 4 for additional information on Wisconsin Policy Forum reports related to County-owned parks.*

<sup>34</sup> *As noted later in this plan, it will be essential for the County to obtain a detailed evaluation of County-owned park and open space sites and facilities in order to establish an accurate estimate of deferred maintenance and to help evaluate potential projects.*



County-owned parks. In addition, the provision of public safety education could decrease perceptions of crime and violence based on comments from the Education and Youth User Focus Group as a means for increasing the public's awareness of the services and amenities that Milwaukee County Parks provides.

Compared to past outreach efforts, the perceived safety of County-owned parks in terms of violence has declined. Results of a survey of County residents conducted by the University of Wisconsin-Milwaukee Center for Urban Initiatives and Research (CUIR) in 2000 indicated that 64 percent of the respondents identified crime and safety as an issue in their use of County-owned park, which is lower than the results of a similar survey conducted in 1995 in which 79 percent of the respondents identified crime and safety as an issue in their use of County parks. Similarly, during the County Park Forums in 2004, County residents expressed concerns about safety in parks and indicated a preference for increased law enforcement presence in County-owned parks and increased signage regarding parks rules. As a summary report indicated that County-owned park users expressed concern regarding actual and perceived safety and noted that their ability to enjoy County-owned parks and recreation facilities resources are inhibited by crime and others' lack of compliance with park rules.

Public outreach efforts carried out during this planning process, described in Chapter 4, included feedback on safety in relation to nuisances presented by others as well as nuisances presented by degrading facilities. Participants in the Key Partners Focus Group identified safety as among the top three most important issues/challenges facing Milwaukee County Parks while nearly 30 percent of household survey respondents identified insufficient security as one of the reasons that prevents them or members of their household from using County-owned parks and recreation facilities more frequently. At the same time, four of the six focus groups identified deferred maintenance as a safety hazard within County-owned parks. In addition, comments from the Education and Youth User Focus Group suggested that the provision of public safety education could decrease perceptions of crime and increase the public's awareness of the services and amenities that Milwaukee County Parks provides.

In effort to support public safety, Milwaukee County Parks has a robust Park Ranger program that works in cooperation with the Milwaukee County Sheriff's Department, local law enforcement agencies, and park neighbors and patrons. The Ranger program is managed by Parks' Safety, Security, and Training Section, and was established in 2009 with the objective of maintaining order and safety in County park spaces. The program is staffed by approximately eighteen full-time and seasonal Parks employees. The Ranger team is deployed into Park Patrol Zones throughout the Milwaukee County Park System to ensure patrol



consistency and minimizes response time to calls for service. The Rangers are also posted at pool sites during the summer months. On a year-round basis, the Rangers issue parking citations and monitor the permitting of dog exercise areas and disc golf courses.

The safety of Milwaukee County Parks employees, who have been subject to threats and harassment by park users while working within County-owned parks, has also been a concern. While such events have been limited, this concern has a direct impact on staff morale, retention, and recruitment. Milwaukee County Parks has taken steps to protect the safety and well-being of Parks employees, including adjusting Parks employees' hours, providing safety training for staff to ensure best practices, and working closely with the Milwaukee County Sheriff's Office to ensure proactive enforcement at sites with known safety concerns.

## **5.5 SUMMARY**

This chapter presents a park site and recreational facility needs analysis that utilizes park and open space planning objectives, principles, and standards to identify and describe existing and anticipated needs that should be taken into account in Milwaukee County's park and open space plan. Differences between the existing supply of park sites and outdoor recreation facilities and the probable future demand for such sites and facilities, as determined by applying per capita and service area standards to the size and distribution of the County's existing and anticipated 2050 populations,<sup>35</sup> may indicate a need for additional parks or outdoor recreation facilities. This chapter specifically identifies the County's anticipated future needs for parks and recreation facilities, land and water resource management needs and maintenance needs for key infrastructure within the Milwaukee County Park System, and safety and security concerns for County-owned parks. A summary of findings from the needs analysis follows:

1. The findings of this chapter's needs analysis are intended to serve as a guide for County planning for renovating or developing park sites or recreational facilities to provide opportunities for high-quality recreational experiences while prioritizing equity.
2. While the per capita standards for each park type indicate that the County's existing and anticipated 2050 populations are well-served, application of the service area standard for each park type reveals

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<sup>35</sup> *The determination of future per capita park site and recreational facility needs in this chapter is based upon the application of the per capita standards to the anticipated 2050 County population of 1,011,900.*



that portions of Milwaukee County's existing and anticipated 2050 populations are outside the service radius of a publicly owned community or neighborhood park

3. Application of the service area and per capita standards for publicly owned resource-oriented outdoor recreation facilities to the County's existing and anticipated 2050 populations indicates the following:
  - a. The County's existing and anticipated 2050 populations are located within the service radius of and are adequately served by public 18-hole regulation golf courses, downhill skiing facilities, nature study centers, and swimming beaches
  - b. The County's existing and anticipated 2050 populations have sufficient access to trail facilities, but have a need for additional trail miles
  - c. The service area and per capita standards both indicate a need for additional picnic tables and additional recreational boat launch facilities for motorized watercraft to serve the County's existing and anticipated 2050 populations
4. Application of the service area and per capita standards for publicly owned nonresource-oriented outdoor recreation facilities to the County's existing and anticipated 2050 populations indicates the following:
  - a. The County's existing and anticipated 2050 populations have sufficient access to and are well-served by disc golf facilities
  - b. The service area and per capita standards both indicate a need for additional public outdoor soccer fields and softball facilities to serve the County's anticipated 2050 population
  - c. The service area and per capita standards both indicate a need for publicly owned outdoor baseball diamonds and multi-use playfields to serve existing and anticipated 2050 populations

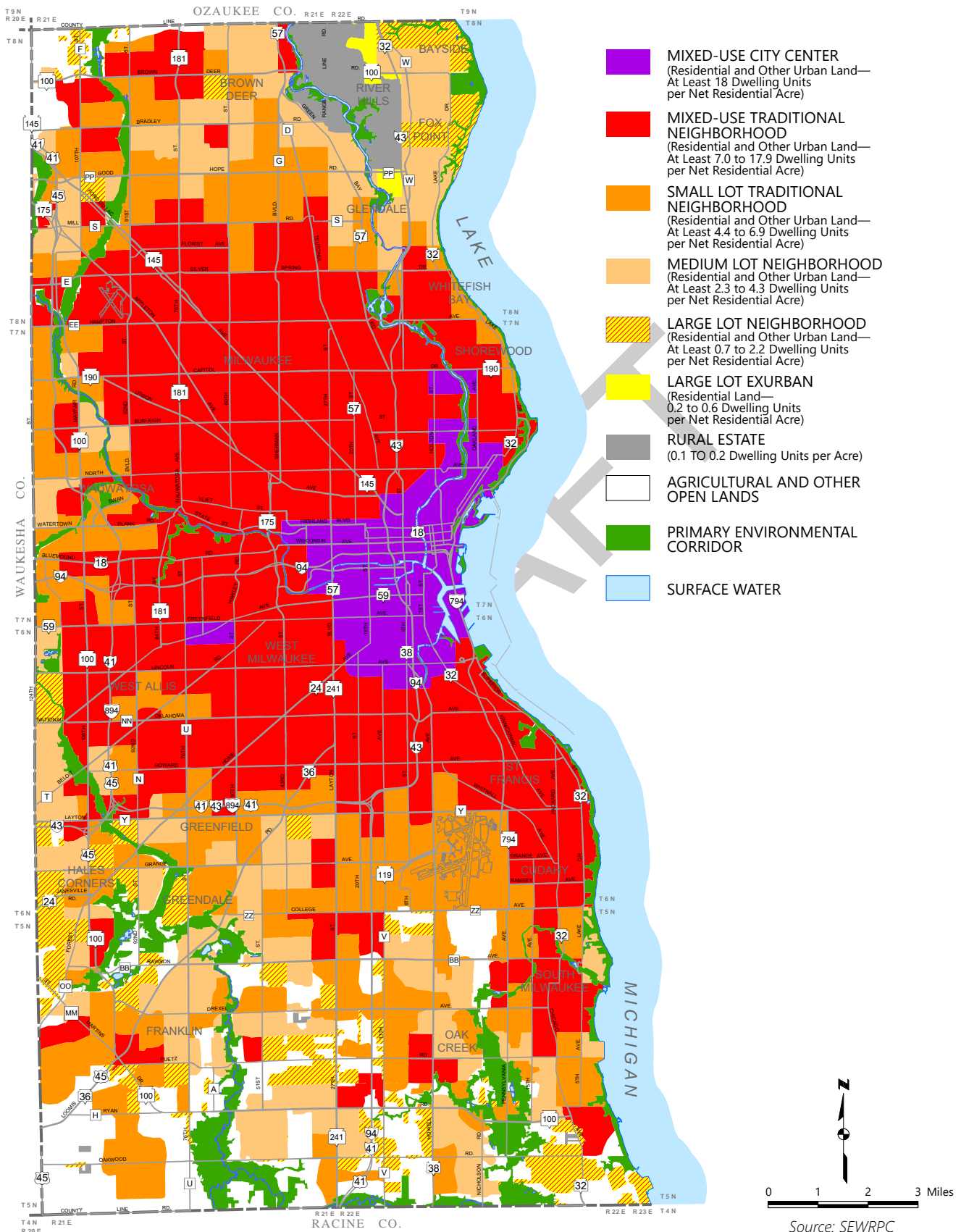


- d. The service area standard reveals a need for more facilities to serve the County's existing and anticipated 2050 populations, including additional publicly owned outdoor basketball courts; dog parks; playgrounds; swimming facilities, including aquatic centers, deep well pools, splash pads, and wading pools; sand volleyball courts; and tennis courts
5. Milwaukee County Parks should recognize emerging facility needs for additional nonresource-oriented recreational activities identified over the course of this plan's implementation, such as futsal, handball, and pickleball
6. Plan objectives call for preserving environmental corridors, isolated natural resource areas, natural areas, and critical species habitat sites
7. This plan recognizes the deferred implementation of and ongoing need for maintaining and repairing infrastructure in County-owned parks
8. Milwaukee County Parks should recognize the impacts of facilities in need of maintenance and public perceptions to address safety and security considerations

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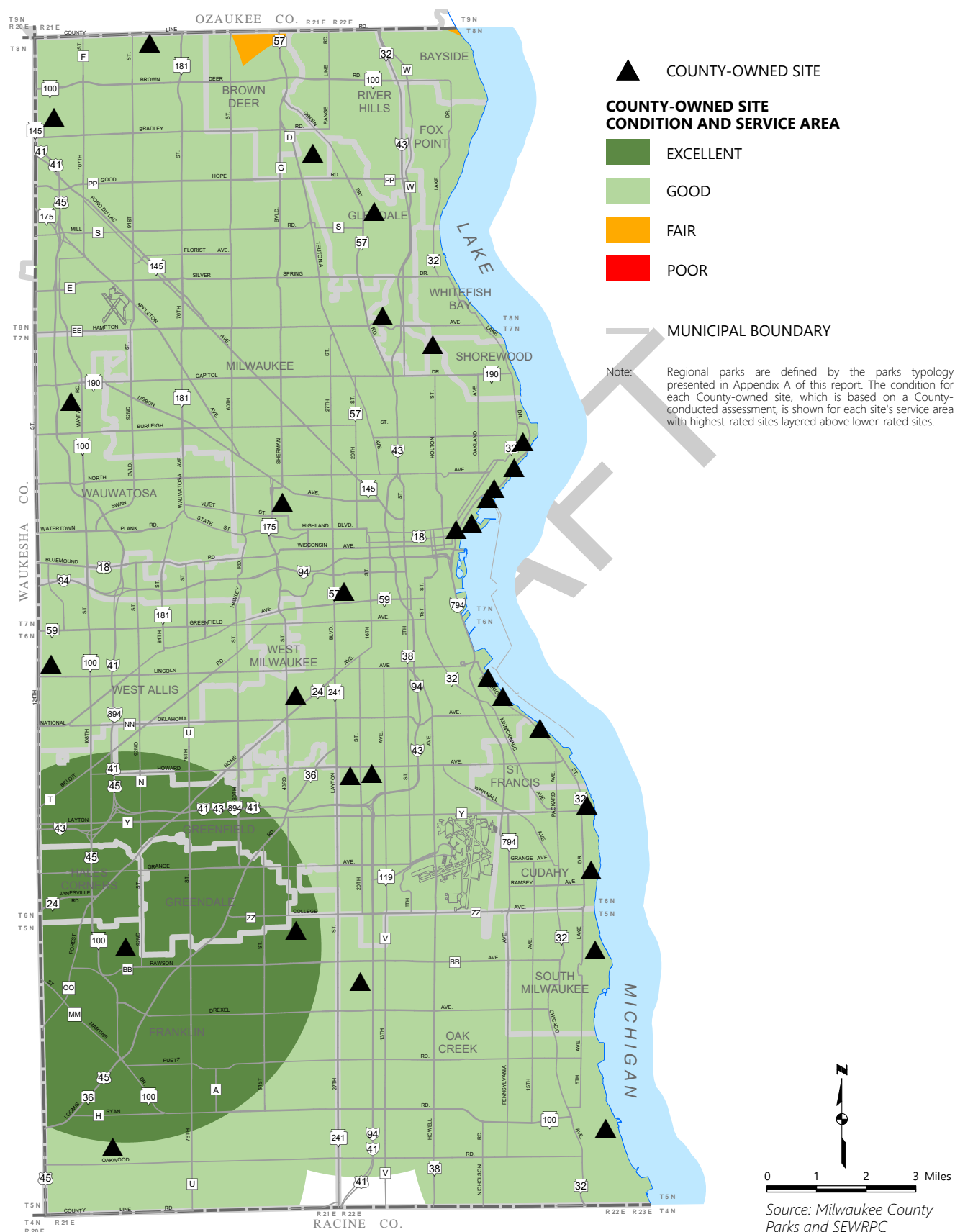


**Map 5.1**  
**Regional Land Use Plan as it Pertains to Milwaukee County: 2050**



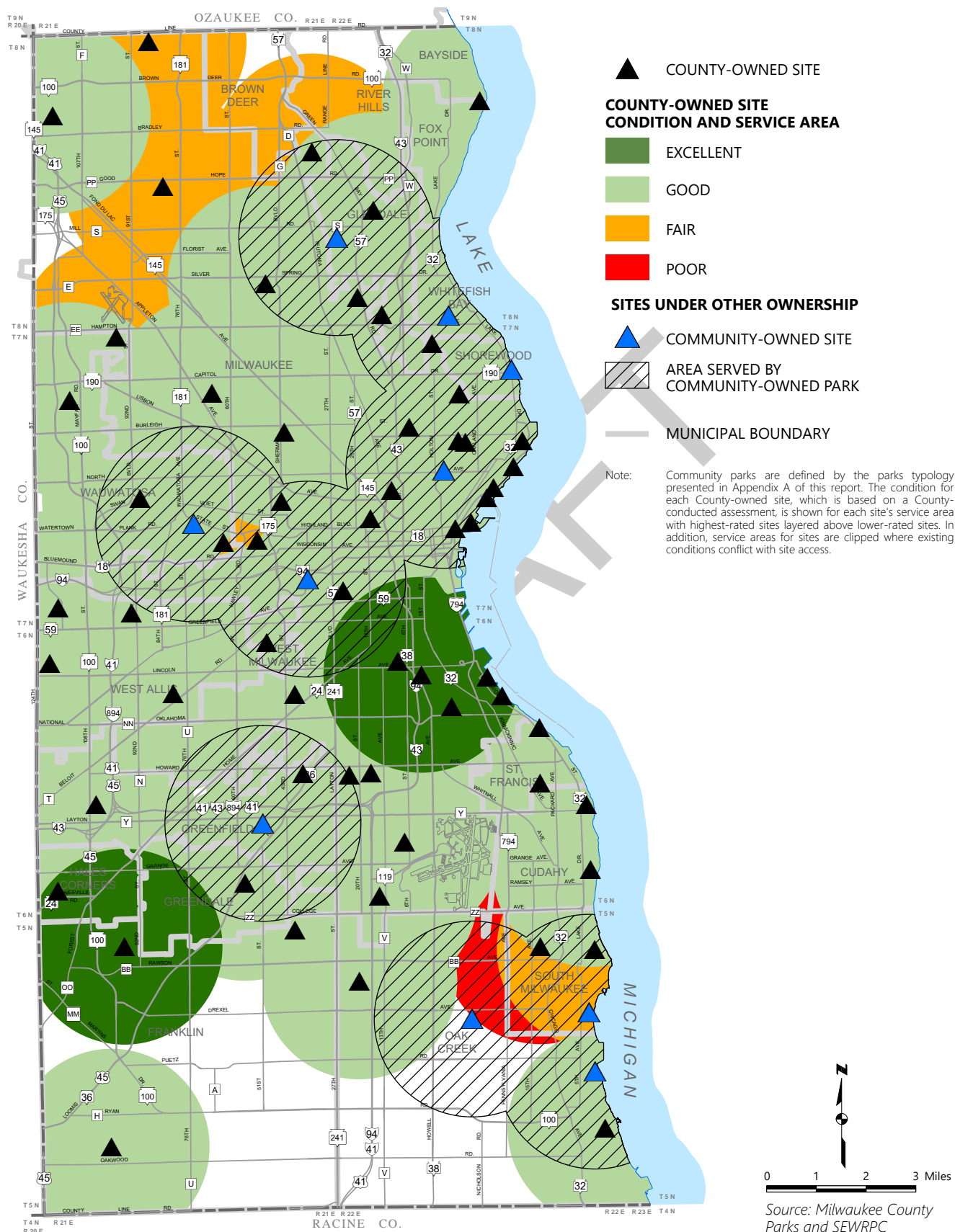


**Map 5.2**  
**Areas Within Milwaukee County Served by a Regional Park**



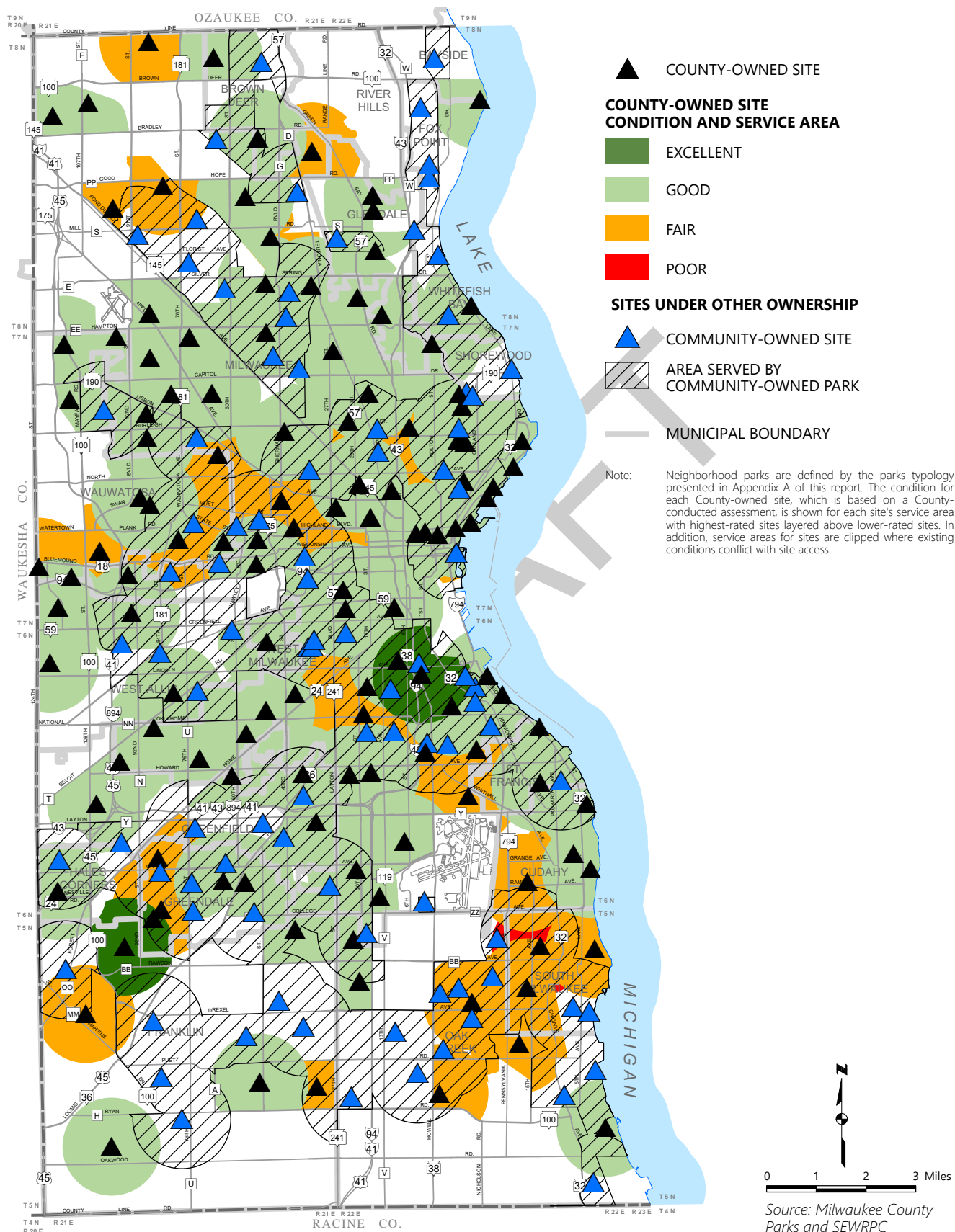


**Map 5.3**  
**Areas Within Milwaukee County Served by a Community Park**



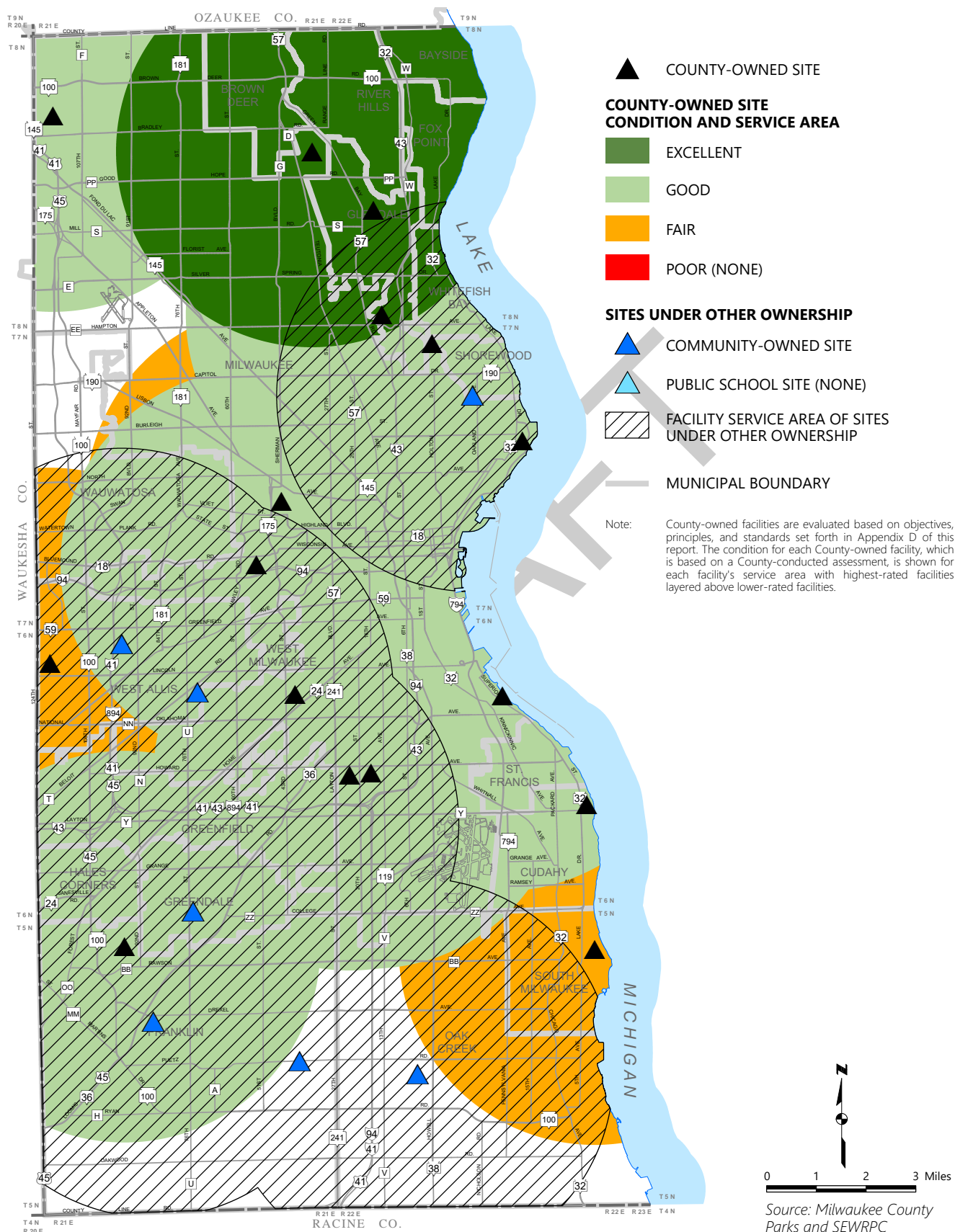


**Map 5.4**  
**Areas Within Milwaukee County Served by a Neighborhood Park**



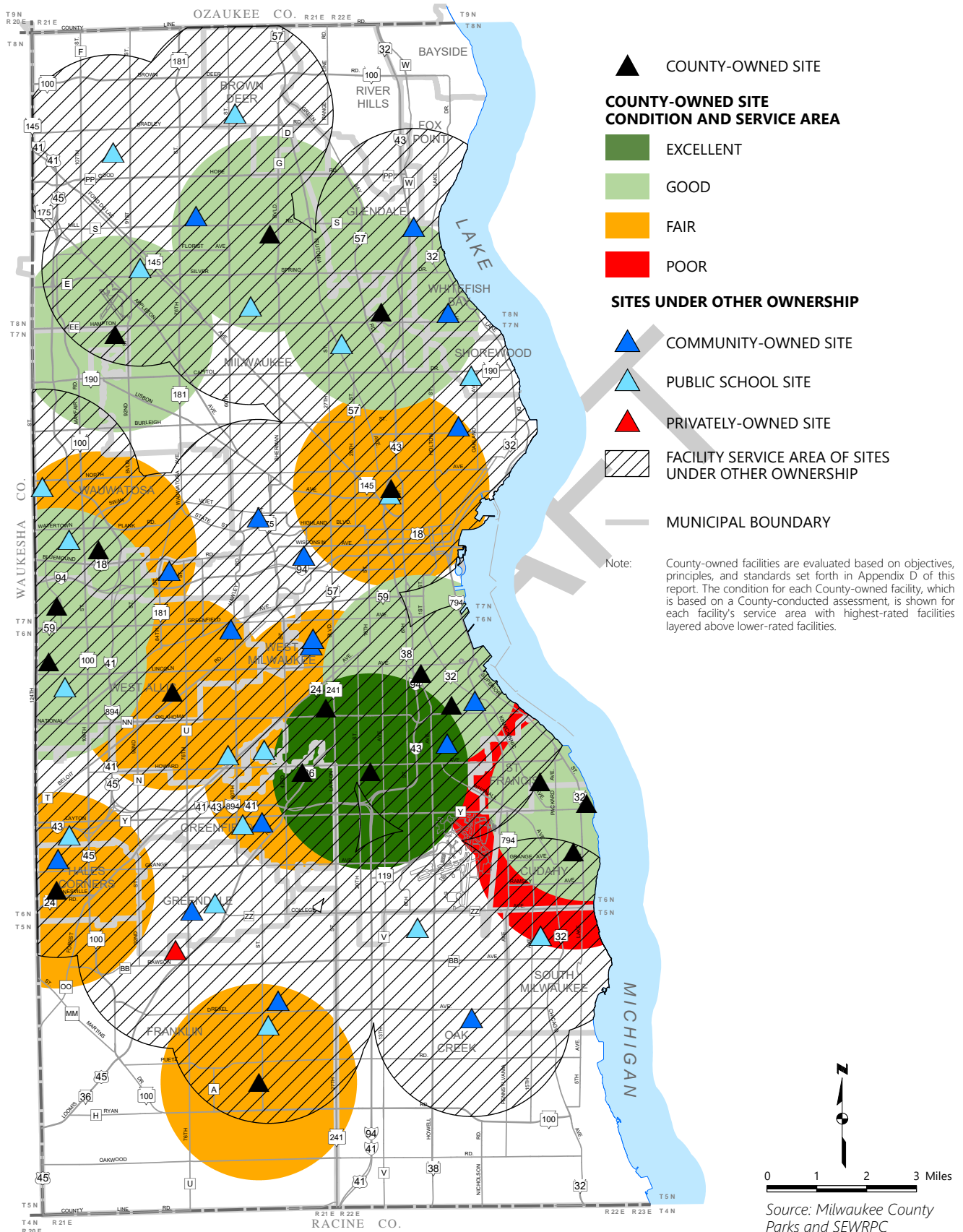


**Map 5.5**  
**Areas Within Milwaukee County Served by a Regional Park with a Picnic Area**



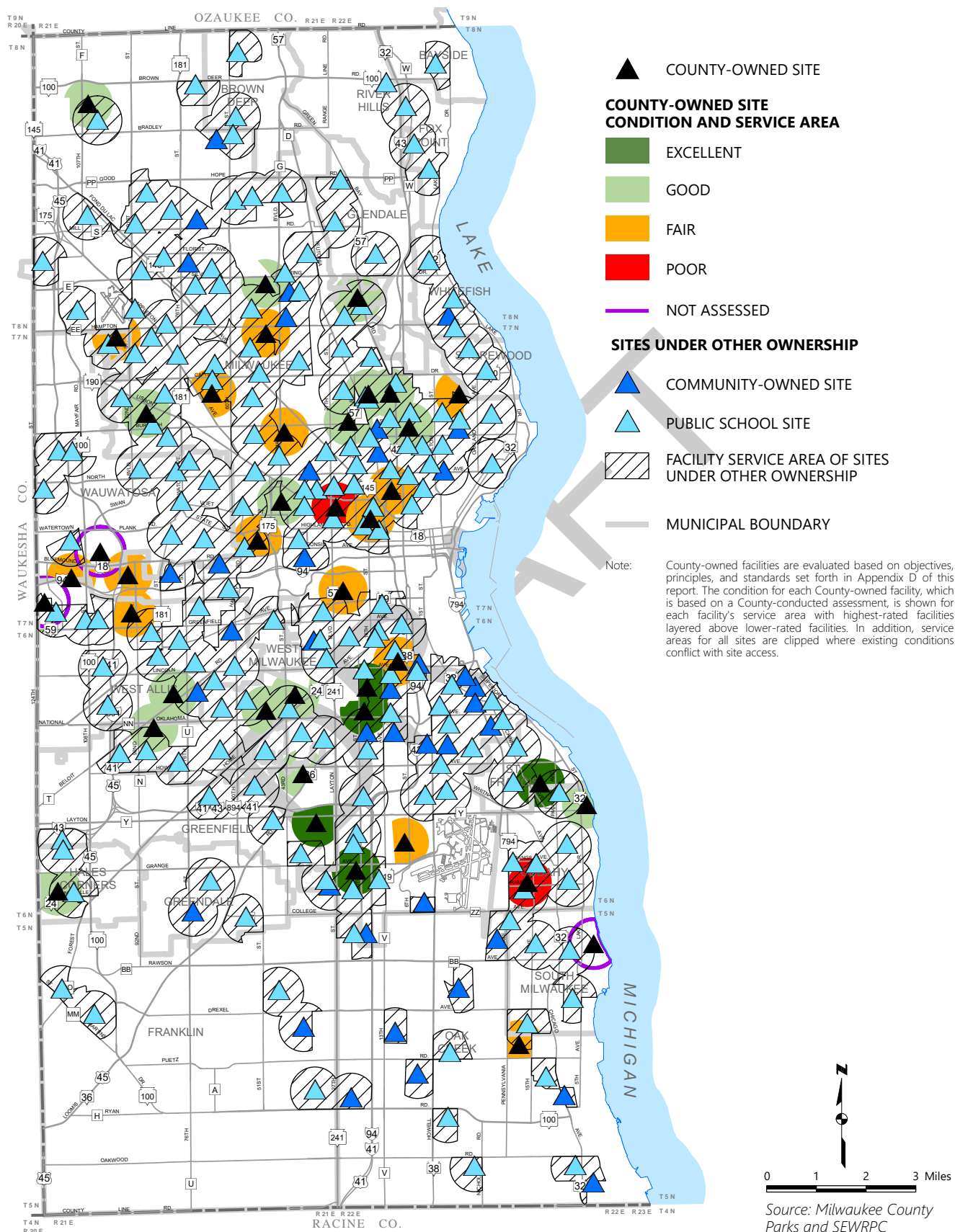


**Map 5.6**  
**Areas Within Milwaukee County Served by a Baseball Field**



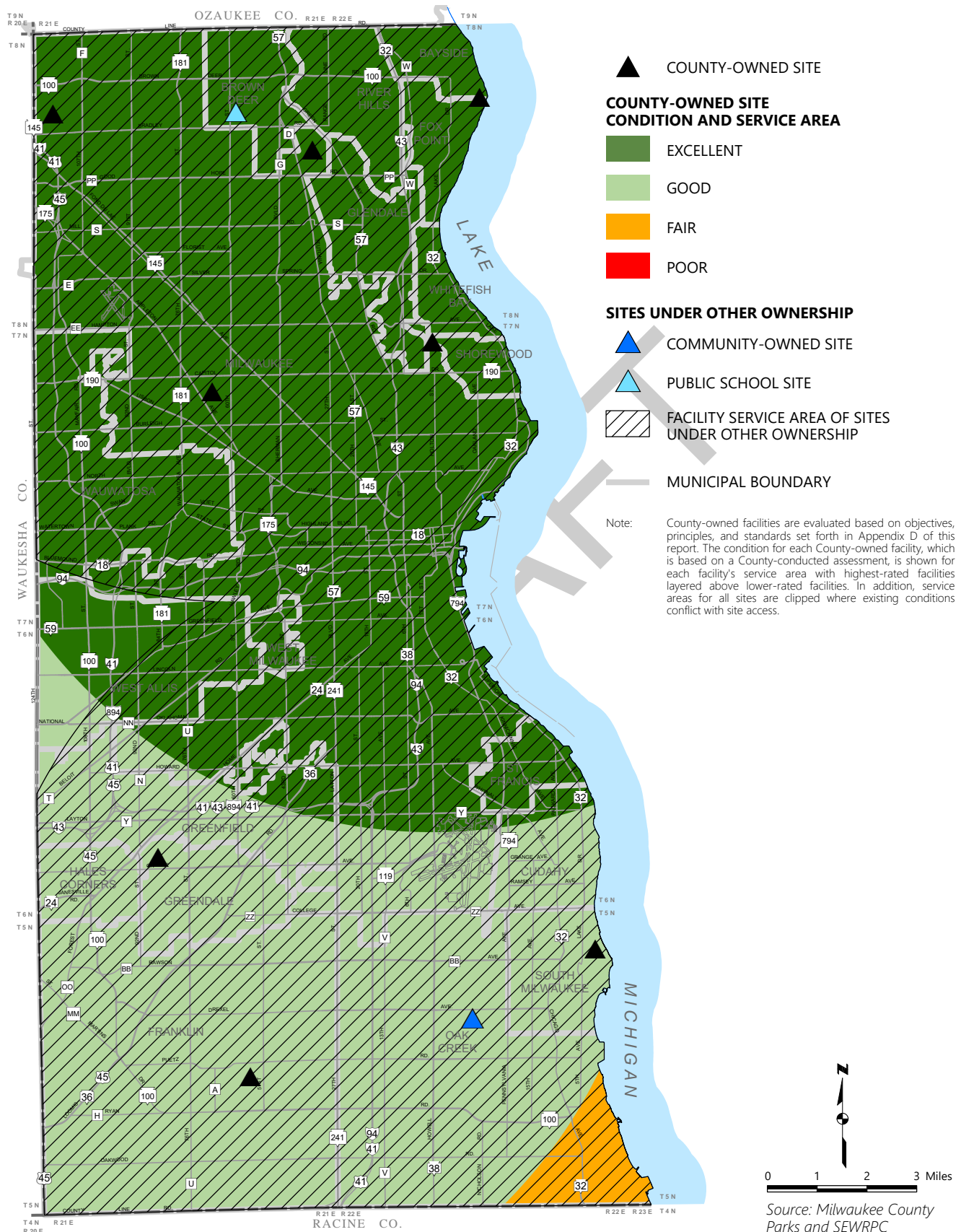


**Map 5.7**  
**Areas Within Milwaukee County Served by a Basketball Court**



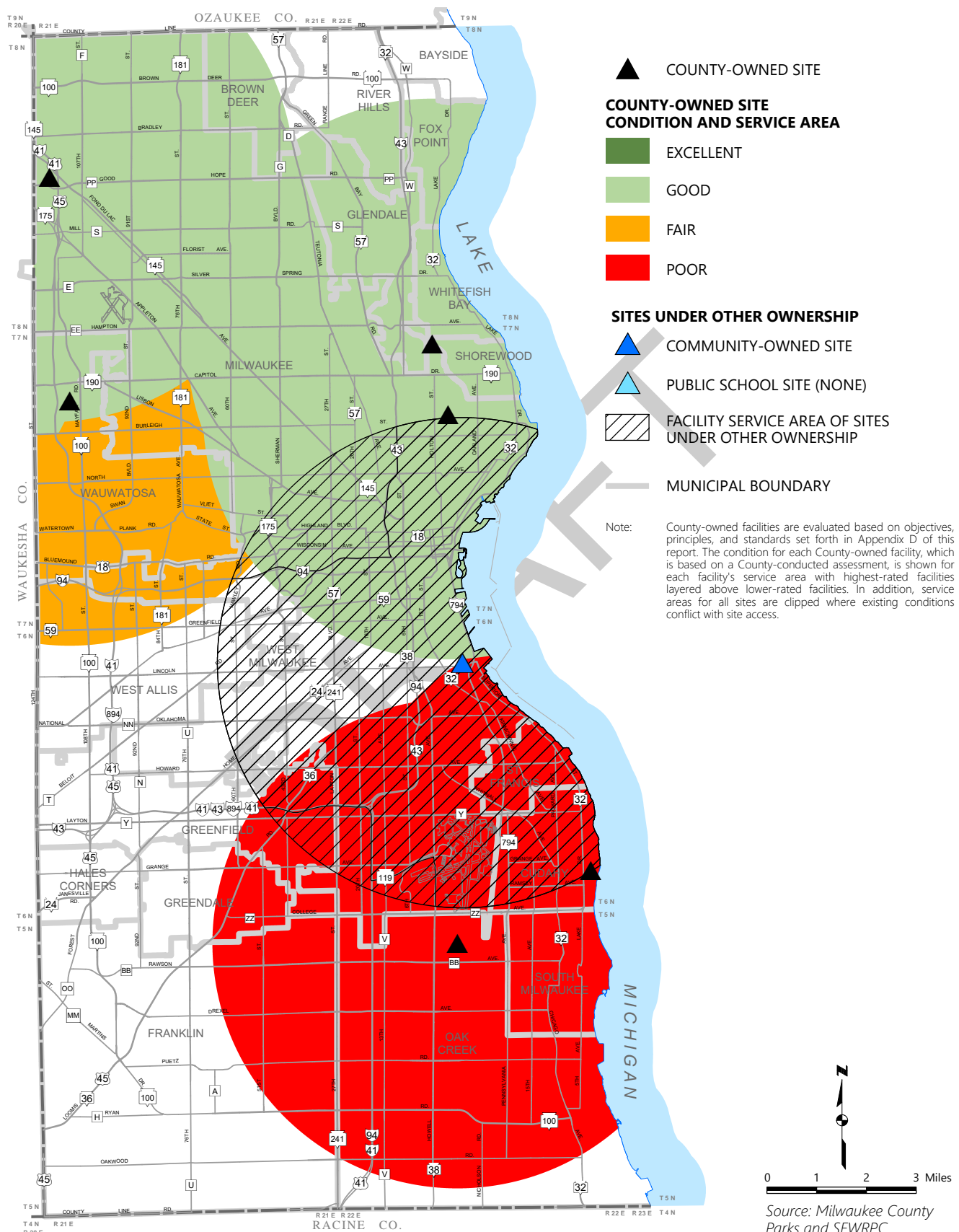


**Map 5.8**  
**Areas Within Milwaukee County Served by a Disc Golf Facility**



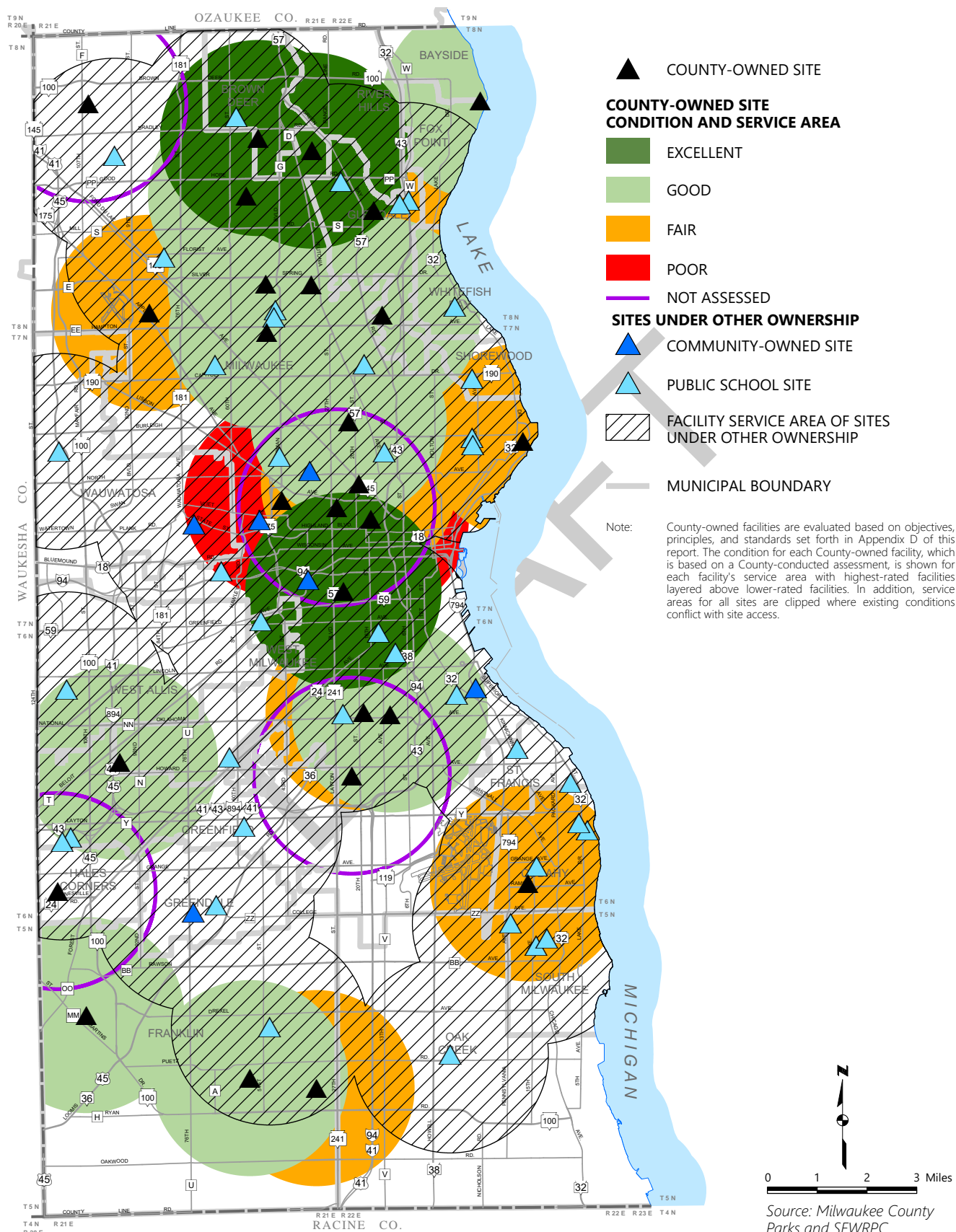


**Map 5.9**  
**Areas Within Milwaukee County Served by a Dog Park**



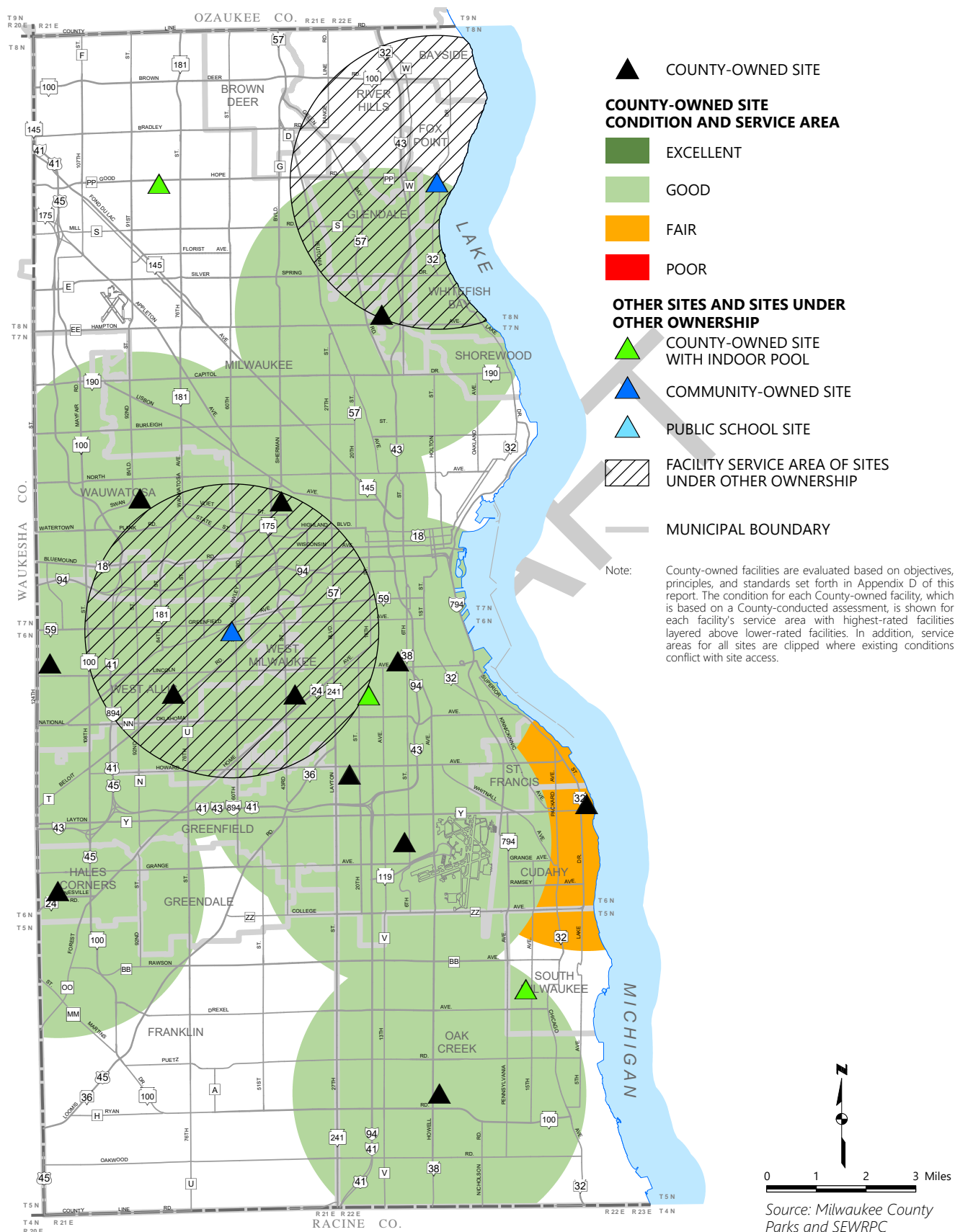


**Map 5.10**  
**Areas Within Milwaukee County Served by a Multi Purpose Playfield**



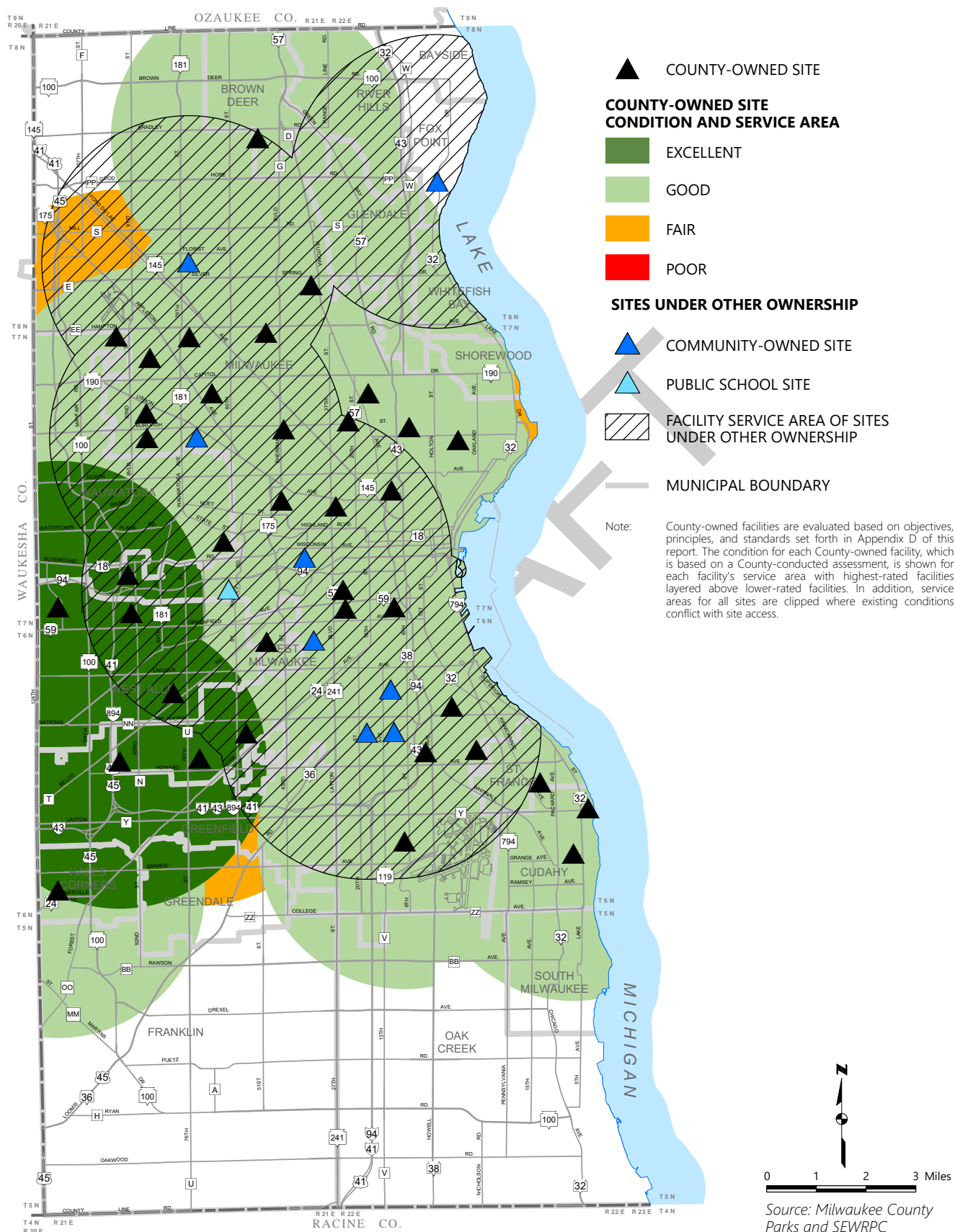


**Map 5.11**  
**Areas Within Milwaukee County Served by Aquatic Centers and Deep Well Swimming Facilities**



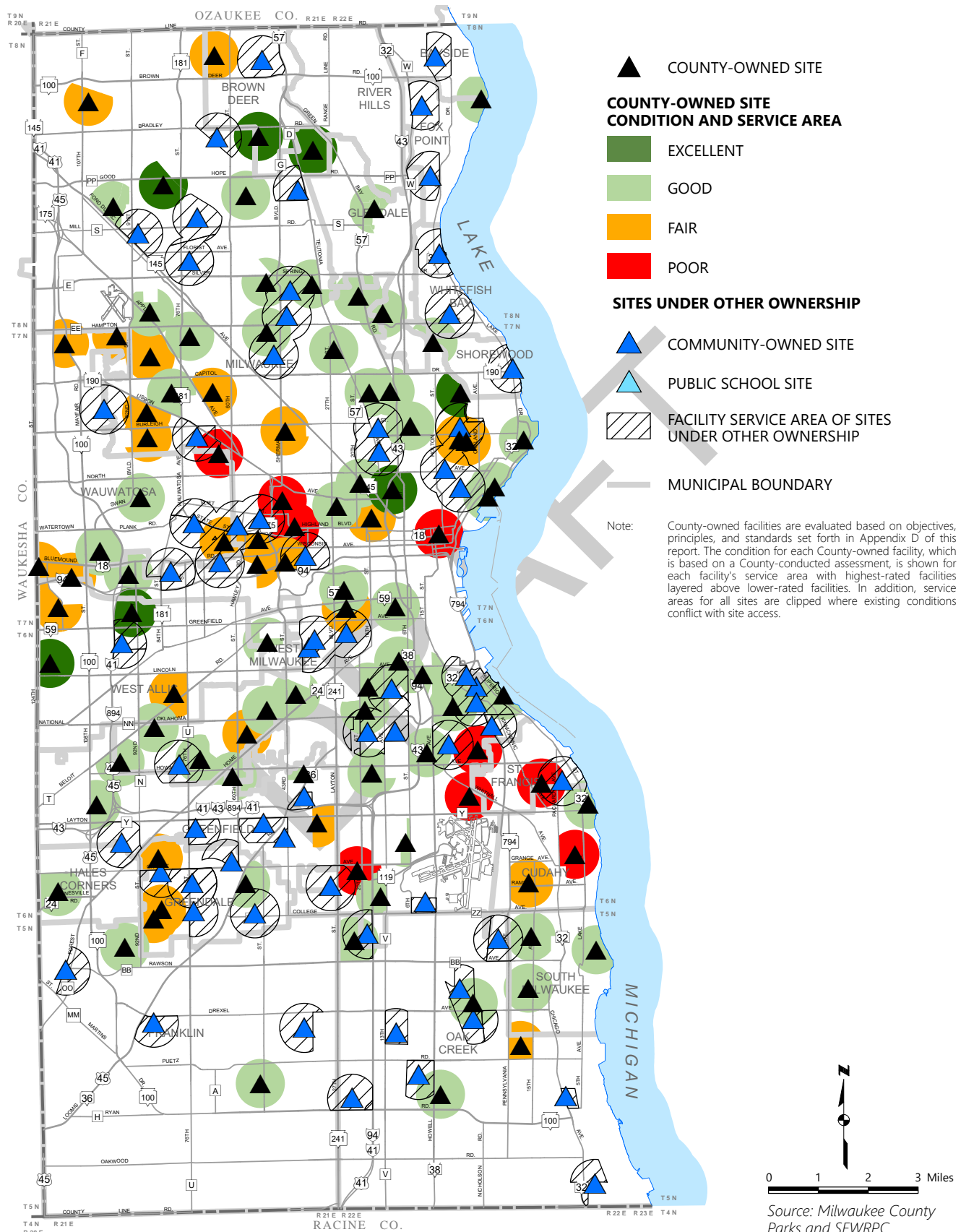


**Map 5.12**  
**Areas Within Milwaukee County Served by Splash Pads and Wading Pools Facilities**



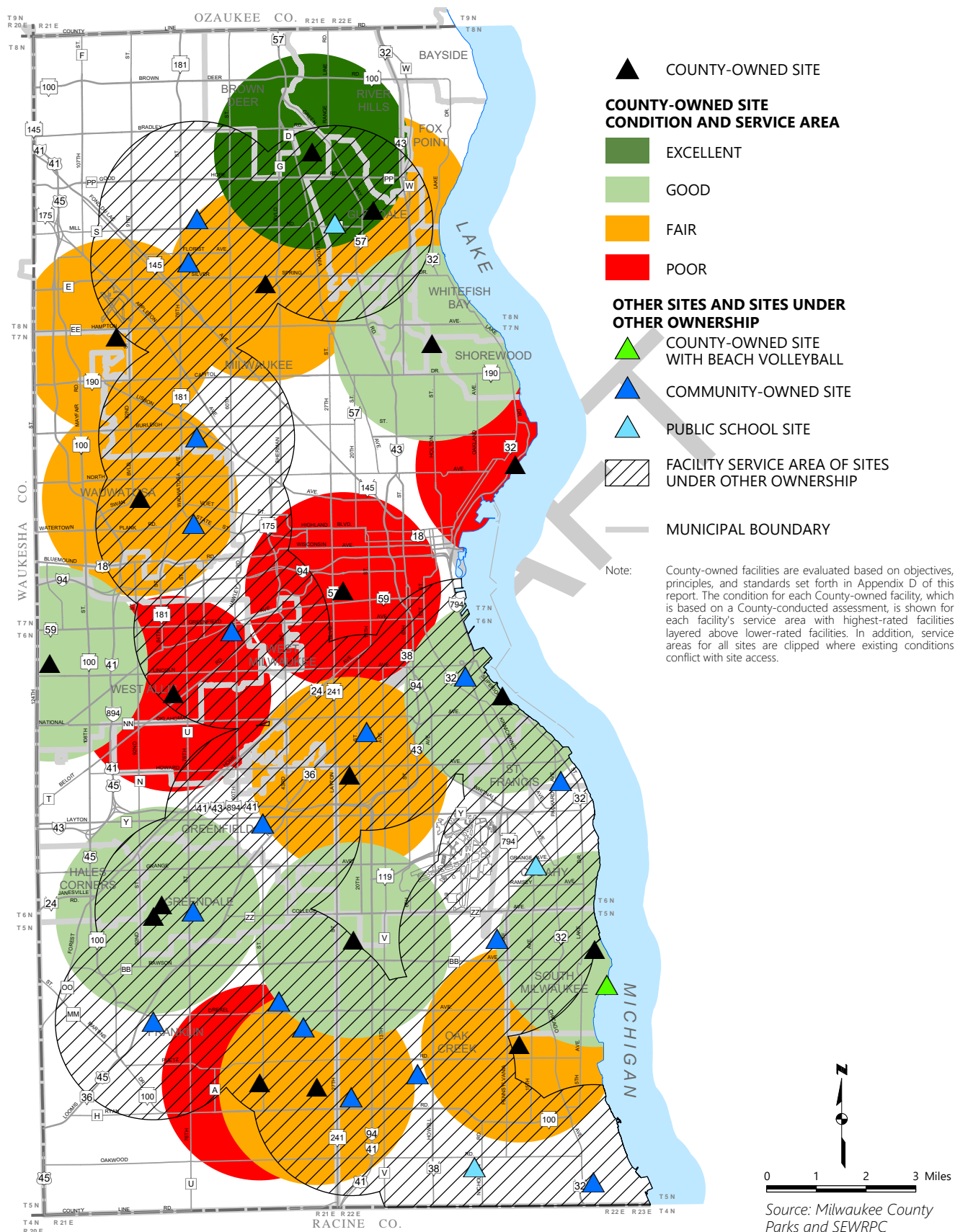


**Map 5.13**  
**Areas Within Milwaukee County Served by a Playground**



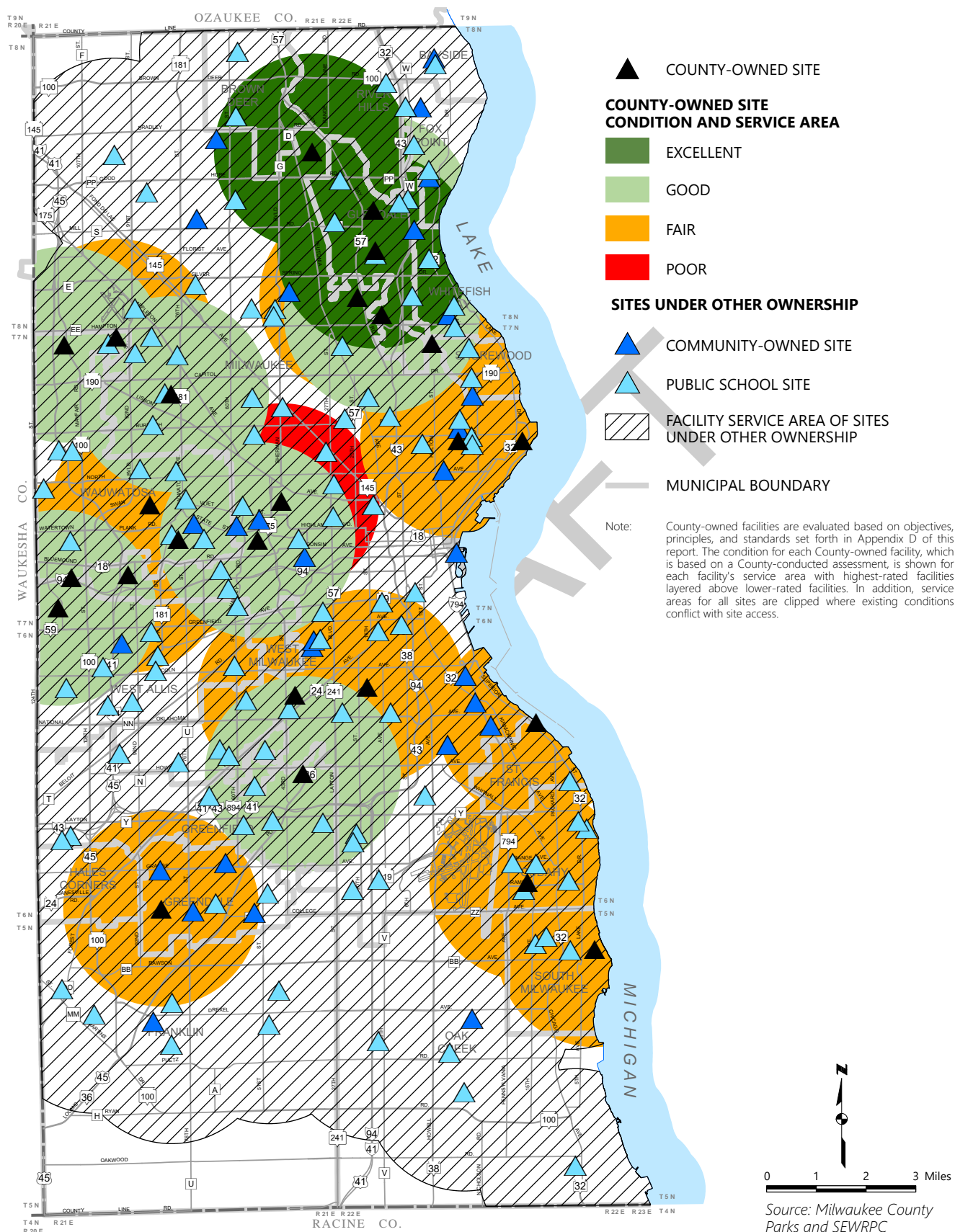


**Map 5.14**  
**Areas Within Milwaukee County Served by a Sand Volleyball Court**



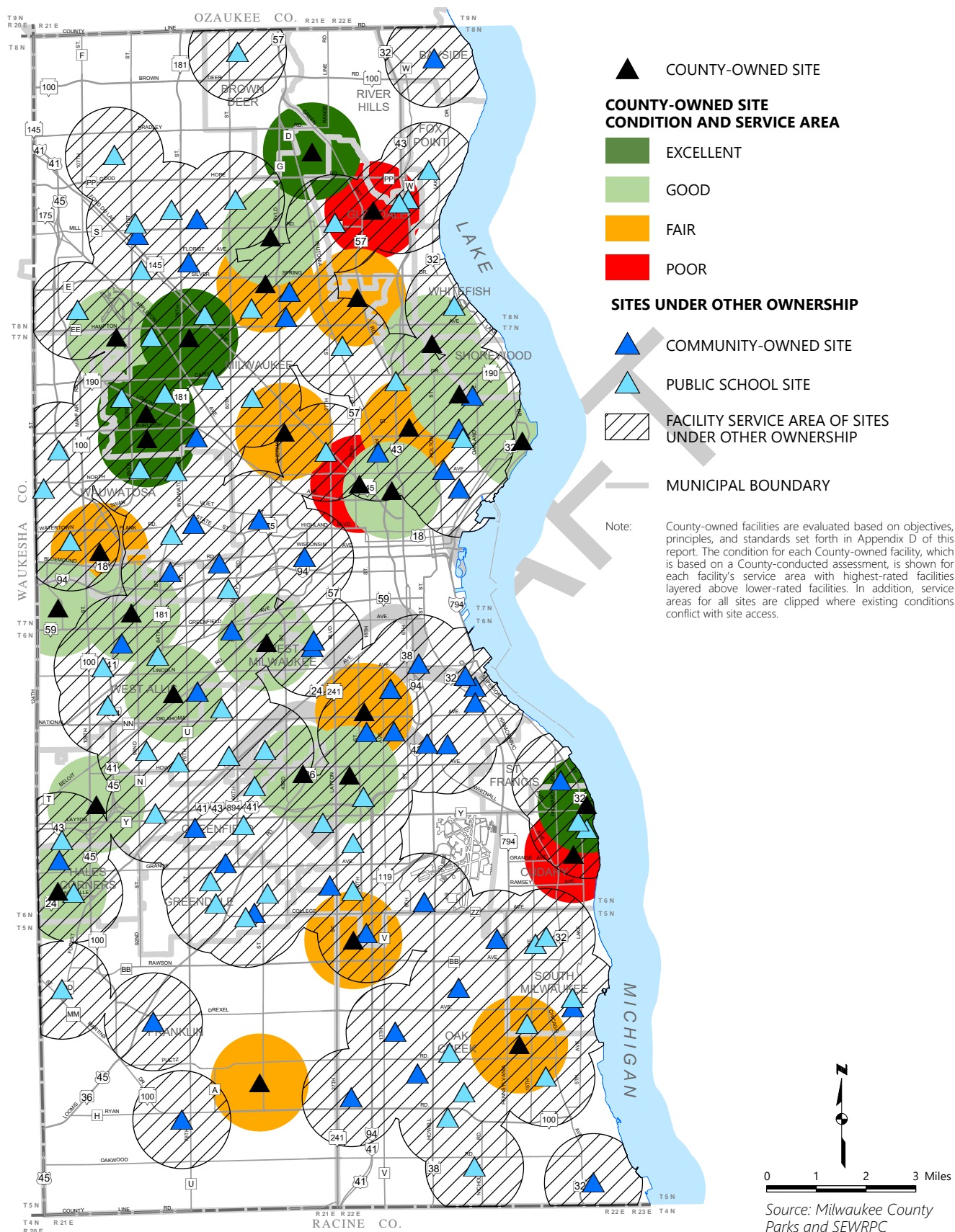


**Map 5.15**  
**Areas Within Milwaukee County Served by a Soccer Field**



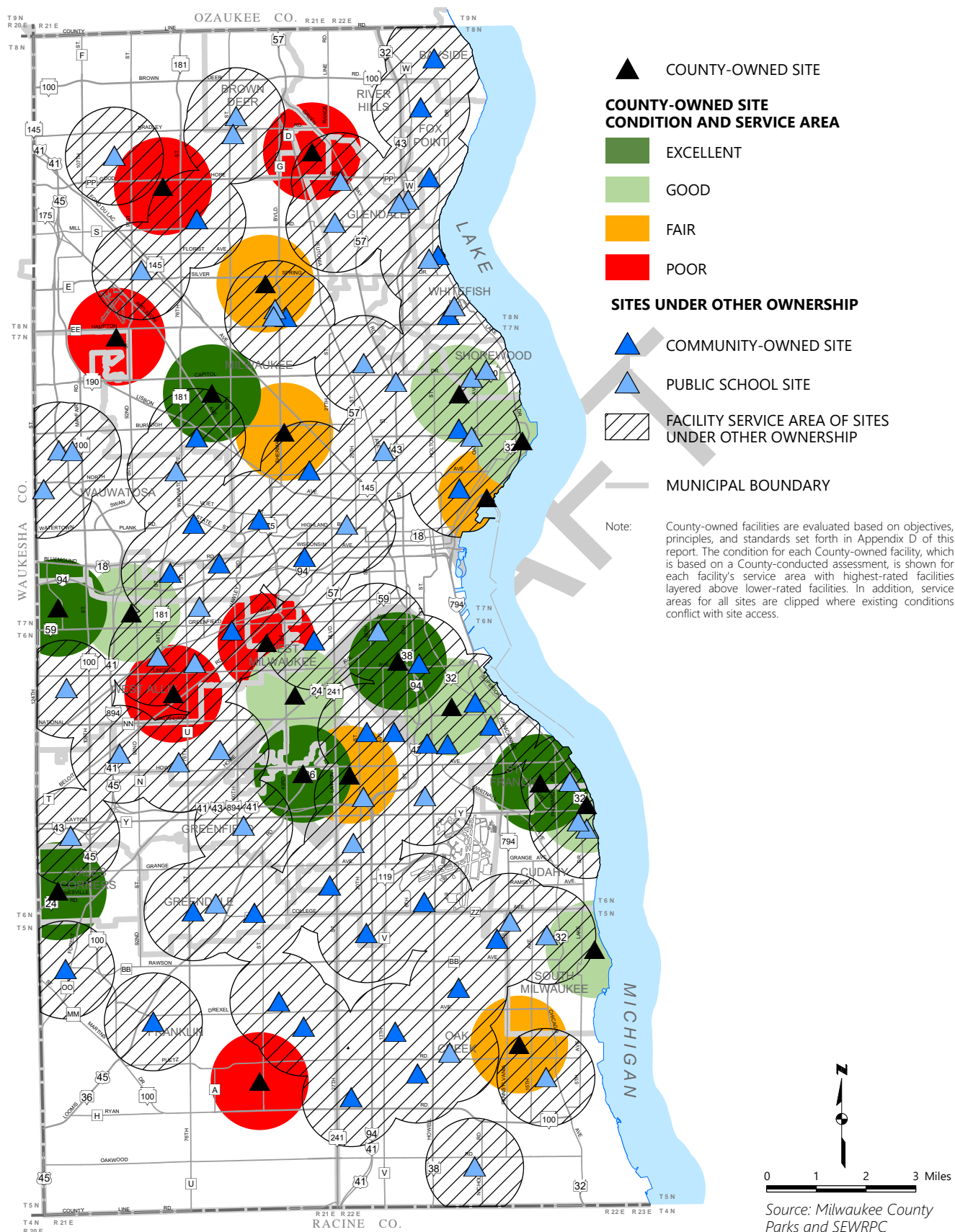


**Map 5.16**  
**Areas Within Milwaukee County Served by a Softball Field**





**Map 5.17**  
**Areas Within Milwaukee County Served by a Tennis Court**





**Table 5.1**  
**Park Types of Publicly Owned Outdoor Recreation Sites in Milwaukee County: 2015**

Site Name <sup>a</sup>	County-Owned Sites		
	Park Type		
	Neighborhood Park <sup>b</sup>	Community Park <sup>c</sup>	Regional Park <sup>d</sup>
Alcott Park	X	--	--
Algonquin Park	X	--	--
Armour Park	X	--	--
Atkinson Triangle	X	--	--
Back Bay	X	X	X
Baran Park	X	X	--
Barnard Park	X	--	--
Bay View Park	X	X	X
Bender Park	X	X	X
Big Bay Park	X	--	--
Bradford Beach	X	X	X
Brown Deer Park	X	X	X
Caesar's Park	X	--	--
Cannon Park	X	--	--
Carver Park	X	X	--
Cathedral Square	X	--	--
Center Street Park	X	--	--
Chippewa Park	X	--	--
Clarke Square	X	--	--
Cooper Park	X	--	--
Copernicus Park	X	--	--
Cudahy Park	X	--	--
Cupertino Park	X	X	X
Currie Park	X	X	X
Dale Creek Parkway	X	--	--
Dineen Park	X	X	--
Doctors Park	X	X	--
Doyne Park	X	X	--
Dretzka Park	X	X	X
Estabrook Park	X	X	X
Euclid Park	X	--	--
Falk Park	X	X	X
Franklin Park	X	X	X
Froemming Park	X	--	--
Garden Homes Square	X	--	--
Gordon Park	X	X	--
Grant Park	X	X	X
Greene Park	X	X	--
Greenfield Park	X	X	X
Grobschmidt Park	X	X	X
Hales Corners Park	X	X	--
Hanson A.C. Park	X	--	--
Harriet Tubman Park	X	--	--
Highland Park	X	--	--
Holler Park	X	X	--

Table continued on following page.



Table 5.1 (continued)

Site Name <sup>a</sup>	County-Owned Sites		
	Park Type		
	Neighborhood Park <sup>b</sup>	Community Park <sup>c</sup>	Regional Park <sup>d</sup>
Honey Creek Parkway	X	--	--
Hoyt Park	X	X	--
Humboldt Park	X	X	--
Indigenous Peoples' Park	X	--	--
Jackson Park	X	X	X
Jacobus Park	X	X	--
Johnsons Park	X	--	--
Johnstone Park	X	--	--
Juneau Park	X	X	X
Kern Park	X	X	--
King Park	X	X	--
Kinnickinnic River Parkway	X	--	--
Kletzsch Park	X	X	X
Kohl Park	X	X	X
Kops Park	X	--	--
Kosciuszko Park	X	X	--
Kulwicki Park	X	X	--
La Follette Park	X	X	--
Lake Park	X	X	X
Lincoln Park	X	X	X
Lindsay Park	X	--	--
Little Menomonee River Parkway	X	--	--
Lucille Barrien Park	X	--	--
Lyons Park	X	--	--
Madison Park	X	X	--
Maitland Park	X	X	--
Manitoba Park	X	--	--
McCarty Park	X	X	--
McGovern Park	X	X	--
McKinley Park	X	X	X
Meaux Park	X	X	--
Menomonee River Parkway	X	--	--
Milwaukee River Parkway	X	--	--
Mitchell Airport Park	X	--	--
Mitchell Boulevard	X	--	--
Mitchell Park	X	X	X
Moody Park	X	--	--
Nash Park	X	--	--
Noyes Park	X	X	--
Oak Creek Parkway	X	--	--
Pere Marquette Park	X	--	--
Pleasant Valley Park	X	--	--
Popuch Park	X	--	--
Pulaski Park (Cudahy)	X	--	--
Pulaski Park (Milwaukee)	X	--	--
Rainbow Park	X	X	--
Rawson Park	X	X	--
Red Arrow Park	X	--	--
Riverside Park	X	X	--
Riverton Meadows	X	--	--
Root River Parkway	X	--	--
Rose Park	X	X	--
Saveland Park	X	--	--
Schoenecker Park	X	--	--

Table continued on following page.



Table 5.1 (continued)

County-Owned Sites			
Site Name <sup>a</sup>	Park Type		
	Neighborhood Park <sup>b</sup>	Community Park <sup>c</sup>	Regional Park <sup>d</sup>
Scout Lake Park	X	X	--
Sheridan Park	X	X	X
Sherman Park	X	X	--
Smith Park	X	--	--
South Shore Park	X	X	X
Southwood Glen	X	--	--
St. Martin's Park	X	--	--
Tiefenthaler Park	X	--	--
Tippecanoe Park	X	--	--
Underwood Creek Parkway	X	--	--
Valley Park	X	--	--
Veteran's Park	X	X	X
Vogel Park	X	--	--
Walker Square	X	--	--
Warnimont Park	X	X	X
Washington Park	X	X	X
Webster Park	X	--	--
Wedgewood Park	X	--	--
West Milwaukee Park	X	X	--
Whitnall Park	X	X	X
Wilson Park	X	X	X
Wilson Recreation Center	X	X	X
Wisconsin Avenue Park	X	--	--
Wyrick Park	X	--	--
Zablocki Park	X	X	--
Zeidler Union Square	X	--	--

Community-Owned Sites			
Site Name by Owner	Neighborhood Park <sup>a</sup>	Community Park <sup>b</sup>	Regional Park <sup>c</sup>
City of Franklin			
Cascade Creek Park	X	--	--
Jack E. Workman Park	X	--	--
Ken Windl Park	X	--	--
Lion's Legend Park	X	--	--
Meadowlands Park	X	--	--
Ollie Pederson Field	X	--	--
Pleasant View Park	X	--	--
City of Glendale			
Richard E. Maslowski Community Park	X	X	--
City of Greenfield			
Brookside Meadow Drive Park Site	X	--	--
Creekwood Park	X	--	--
Dan Jansen Park	X	--	--
Haker Park	X	--	--
Konkel Park	X	X	--
City of Milwaukee			
66th and Port	X	--	--
90th and Bender	X	--	--
Beulah Brinton Park	X	--	--
Burnham Playfield	X	--	--
Carmen Playfield	X	--	--
Clovernook Playfield	X	--	--
Columbia Playground	X	--	--

Table continued on following page.



**Table 5.1 (continued)**

<b>Community-Owned Sites</b>			
Site Name by Owner	Neighborhood Park <sup>a</sup>	Community Park <sup>b</sup>	Regional Park <sup>c</sup>
City of Milwaukee (continued)			
Custer Playfield	X	--	--
Darien and Kiley Playlot	X	--	--
Dyer Playfield	X	--	--
Ellen Park	X	--	--
Emigh Playfield	X	--	--
Enderis Playfield	X	--	--
Franklin Square Playground	X	--	--
Gra-Ram Playfield	X	--	--
Hartung Park	X	--	--
Hawthorne Glen Outdoor Education Center	X	--	--
Holt Playground	X	--	--
Jewel Playfield	X	--	--
Juneau Playfield	X	--	--
Kilbourn Reservoir Park	X	X	--
Lewis Playfield	X	--	--
Lincoln Field	X	--	--
Menomonee Valley Community Park	X	X	--
Merrill Park Playfield	X	--	--
Metcalfe Playfield	X	--	--
Modrzejewski Playground	X	--	--
Montreal Street Park	X	--	--
Ohio Playground	X	--	--
Parklawn Playground	X	--	--
Pulaski Street Playfield	X	--	--
Pumping Station Playfield	X	--	--
Reiske Park/Southside Health Center	X	--	--
Rogers Playfield	X	--	--
S. 36th and Rogers Playlot	X	--	--
Sijan Playfield	X	--	--
Stark Playfield	X	--	--
Uncas Playground	X	--	--
Urban Park	X	--	--
Warnimont Playground	X	--	--
Westlawn Playgrounds and Garden	X	--	--
Wick Playfield	X	--	--
City of Oak Creek			
Abendschein Park	X	X	--
Camelot Park <sup>e</sup>	X	--	--
Chapel Hills Park	X	--	--
Greenlawn Park	X	--	--
Haas Park	X	--	--
Lake Vista Park	X	X	--
Manor Marquette Park	X	--	--
Miller Park	X	--	--
Oak Leaf Park	X	--	--
Otjen Playground	X	--	--
South Hills Park	X	--	--
Willow Heights Park	X	--	--
City of St. Francis			
Milton Vretnar Municipal Park	X	--	--
City of South Milwaukee			
Lakeshore Park	X	X	--
Little League Park	X	--	--

Table continued on following page.



**Table 5.1 (continued)**

<b>Community-Owned Sites</b>			
Site Name by Owner	Neighborhood Park <sup>a</sup>	Community Park <sup>b</sup>	Regional Park <sup>c</sup>
City of Wauwatosa Hart Park	X	X	--
City of West Allis Honey Creek Park	X	--	--
Klentz Park	X	--	--
Liberty Heights Park	X	--	--
Reservoir Park	X	--	--
Village of Bayside Ellsworth Park	X	--	--
Village of Brown Deer Village Park	X	--	--
Village of Fox Point Indian Creek Park	X	--	--
Longacre Park South	X	--	--
Longacre Pavilion and Park	X	--	--
Village of Greendale 84th and Grange Athletic Fields	X	--	--
College Park	X	--	--
Edgerton Park	X	--	--
Greendale Community Center	X	--	--
Lions Park	X	--	--
Village of Hales Corners Schoetz Park	X	--	--
Village of Shorewood Atwater Park and Beach	X	X	--
Hubbard Park	X	--	--
River Park	X	--	--
Village of Whitefish Bay Cahill Square	X	X	--
Craig Counsell Park	X	--	--
Klode Park	X	--	--

NOTE: Park types, which are based on typology established for this planning effort, are described in greater detail in Appendix A of this report.

<sup>a</sup> Park names reflect updates through 2021 to account for the renaming of a number of County-owned parks while this plan was under preparation.

<sup>b</sup> Includes Neighborhood Parks as defined in the park typology presented in Appendix A of this report, the definition of which corresponds with regional park and open space planning criteria set forth for Site Type IV under Objective No. 1 in Appendix D of this report. These sites also include regional parks and community parks that function as neighborhood parks for residents within the neighborhood park service area of such sites. Neighborhood parks are generally less than 25 acres in size that contain nonresource-oriented facilities.

<sup>c</sup> Includes Community Parks as defined in the park typology presented in Appendix A of this report, the definition of which corresponds with regional park and open space planning criteria set forth for Site Type III under Objective No. 1 in Appendix D of this report. These sites also include regional parks that function as community parks for residents within the community park service area of such sites, which generally ranges from 25 to 99 acres in size and contain nonresource-oriented facilities.

<sup>d</sup> Includes Regional Parks as defined in the park typology presented in Appendix A of this report, the definition of which corresponds with regional park and open space planning criteria set forth for Site Types I (regional parks) and II (multi-community parks) under Objective No. 1 in Appendix D of this report. Regional parks are generally 100 acres or more in size and contain significant natural resource and recreation amenities.

<sup>e</sup> County-owned site not under the jurisdiction of Milwaukee County Parks (leased to the City of Oak Creek).

Source: Milwaukee County Parks and SEWRPC



## Preliminary Draft

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

A LONG RANGE PARK AND OPEN SPACE PLAN FOR MILWAUKEE COUNTY

## Chapter 6

# RECOMMENDED PARK AND OPEN SPACE PLAN

(Tables and maps are at end of chapter)

### INTRODUCTION

This park and open space plan for Milwaukee County consists of two major elements. The first is an open space preservation element, which sets forth recommendations for protecting environmental corridors; natural areas and related resources; and lands within State parks, forests, and wildlife areas and associated project boundaries. The second element, the outdoor recreation element, addresses the need for new parks, park facilities, lake and river access areas and facilities, and trails in the County.

### PUBLIC INFORMATIONAL MEETING

The recommended park and open space plan for Milwaukee County was presented in preliminary form at a public informational meeting hosted by Milwaukee County Parks and held on \_\_\_\_ at \_\_\_\_\_. The purpose of the meeting was to acquaint public officials, Milwaukee County residents, and other interested individuals with the key recommendations of the plan and to receive comments on and answer questions pertaining to the plan.

Public feedback on the County park and open space plan included positive comments on recommendations of the preliminary plan regarding \_\_\_\_\_. [to be written after public meeting]



## RECOMMENDED OPEN SPACE PRESERVATION ELEMENT

The open space preservation element of this plan consists of three major components. The first is preservation of primary and secondary environmental corridors and isolated natural resource areas. The second component is the preservation of natural areas, critical species habitat sites, and significant geological sites in accordance with the recommendations set forth in the regional natural areas protection and management plan.<sup>1</sup> The third component calls for protecting open space lands located within established State project boundaries and in areas long recommended as expansions of the Milwaukee County Park System.

Recommended actions with respect to preserving open space lands are shown on Map 6.1. It is recommended that a total of approximately 25,500 acres of open space lands, or about 16 percent of Milwaukee County, be protected through a combination of public or nonprofit conservation organization ownership,<sup>2</sup> through conservation easements, or through the application of protective zoning. These 25,500 acres include planned primary and secondary environmental corridors,<sup>3</sup> planned isolated natural resource areas, areas outside environmental corridors but within Wisconsin Department of Natural Resources (WDNR) project boundaries, and existing and proposed open space lands. Virtually every natural area and critical species habitat site recommended to be preserved is contained within a planned primary or secondary environmental corridor or a planned isolated natural resource area.

Of the approximately 25,500 acres of open space lands recommended for preservation, about 18,060 acres,<sup>4</sup> or 71 percent of proposed open space lands, were in public ownership, nonprofit conservation organization

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<sup>1</sup> Documented in SEWRPC Amendment to the Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, December 2010.

<sup>2</sup> Public ownership includes lands owned by a federal, state, county, or local unit of government, school districts, or other public districts.

<sup>3</sup> As envisioned by VISION 2050, planned environmental corridor delineations include lands that are expected to revert to more natural conditions over time, including farmed floodplains, re-established wetlands, woodlands, prairies, grasslands, and forest interiors through planned restoration efforts, eventually becoming part of the adjacent environmental corridors as envisioned in local sewer service area plans and local and county comprehensive plans.

<sup>4</sup> This total varies from that shown on Table 6.1, which does not show proposed open space lands under conservation easements.



ownership, under conservation easements, or in compatible private outdoor recreation uses such as golf courses, in 2019. These areas are recommended to be preserved in current ownership/conservation easements or, for lands in compatible private outdoor recreation use, maintained in recreational or open space uses. It is recommended that about 3,100 additional acres, or 12 percent of proposed open space lands, be acquired or preserved by local governments or nonprofit conservation organizations for the conservation of natural resources or for public park or trail use. A summary of the existing and proposed public and nonprofit conservation organization ownership of open space lands is presented in Table 6.1.

The approximately 4,340 remaining acres, or about 17 percent of proposed open space lands, are recommended to remain in or be placed in protective zoning districts to prevent incompatible development. Such protective park zoning districts include floodplain, lowland conservancy and—for upland portions of the corridor—upland conservancy, which limits development to rural residential development with an overall density of no more than one dwelling unit per five acres.<sup>5</sup>

Each component of the open space preservation plan element is discussed separately below. There is considerable overlap between these components, and, accordingly, between the acreages cited in conjunction with each component. For example, virtually all of the natural areas and critical species habitat areas identified and recommended for preservation under the natural areas plan component are also recommended for preservation under the environmental corridor preservation plan component. Table 6.1 thus represents the composite of the environmental corridor, natural area, and WDNR project area plan components, which are described individually below.

## **Environmental Corridor and Isolated Natural Resource Area Plan Component**

### **➤ Recommendation 1.1: Preserve primary environmental corridors**

#### ***Primary Environmental Corridors***

Primary environmental corridors contain almost all the best remaining woodlands, wetlands, wildlife habitat, lakes and streams, and associated shoreland and floodplain areas in the County. Primary environmental corridors are the longest and widest type of environmental corridor—at least 400 acres in area, two miles

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<sup>5</sup> While local governments within Milwaukee County may use their zoning authority to regulate lands within their municipal boundaries, the County does not have such control over land use.



long, and 200 feet in width.<sup>6</sup> Protecting primary environmental corridors from additional intrusion by urban development, thereby preserving such lands in natural, open uses for resource protection, scenic value, and outdoor recreation and education purposes, is one of the primary objectives of this plan. The planned extent and location of primary environmental corridors in Milwaukee County<sup>7</sup> are shown on Map 6.2.

The permanent conservation of primary environmental corridors as natural, open space is most certain when the corridor lands are acquired in the public interest for resource preservation or compatible outdoor recreation uses. The following measures should be taken to protect primary environmental corridors:

- Primary environmental corridors that contain natural area sites or critical species habitat sites should be acquired or protected by a public agency or nonprofit conservation organization
- Primary environmental corridors located in identified State project areas should be acquired in public ownership
- Primary environmental corridors needed to accommodate parks or trail facilities proposed under the recommended outdoor recreation plan element described later in this chapter should be acquired in public ownership
- Primary environmental corridors that are in existing private recreational uses should be maintained in such uses
- Other primary environmental corridors should be protected through appropriate zoning

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<sup>6</sup> See Chapter 2 for more details.

<sup>7</sup> Planned primary environmental corridor delineations include certain farmed floodplains and other lands that are expected to revert to more natural conditions over time, eventually becoming part of the adjacent existing environmental corridors as envisioned in local sewer service area plans and local and county comprehensive plans. The delineation of primary environmental corridors was modified on Map 6.1 to reflect re-establishment of natural resource features resulting from such restorations. Planned efforts to restore other farmland and open space to more natural conditions that result in the re-establishment of wetlands, woodlands, prairies, grasslands, and forest interiors are supported under VISION 2050.



There are about 10,580 acres, or about 17 square miles, of planned primary environmental corridors in the County.<sup>8</sup> Map 6.2 shows planned primary environmental corridors that are protected through public ownership or nonprofit conservation organization ownership as of 2019. Map 6.2 also shows planned primary environmental corridors that are proposed to be protected through public ownership, non-profit ownership, or through placement in a protective zoning district.

Lands within planned primary environmental corridors that were in, and are recommended to remain in, public or nonprofit conservation organization ownership or were under a conservation easement as of 2015 encompass a total of approximately 7,670 acres, amounting to about 72 percent of planned primary environmental corridors. Areas within planned primary environmental corridors that are recommended for acquisition in the public interest encompass a total of approximately 1,030 acres, amounting to about 10 percent of planned primary environmental corridors. Approximately 120 acres, amounting to about 1 percent of planned primary environmental corridors, are in compatible private recreational use. The approximate remaining 1,760 acres of planned primary environmental corridors, or about 16 percent of planned primary environmental corridors, are proposed to be protected through zoning. While zoning is the primary local land use regulation available for resource preservation, State regulations related to public and private sanitary sewer extensions also provide protection for primary environmental corridors and for the lowland portions of secondary environmental corridors and isolated natural resource areas within planned sewer service areas.<sup>9</sup>

In addition to the specific recommendations for preserving primary environmental corridors,<sup>10</sup> this plan includes general recommendations with respect to the public acquisition of planned primary environmental corridors as follows:

- It is recommended that the appropriate public agency or nonprofit conservation organization consider acquiring planned primary environmental corridor lands not specifically recommended for

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<sup>8</sup> Excludes surface waters within planned primary environmental corridors, which encompass approximately 932 acres.

<sup>9</sup> Under Sections NR 110.08(4) and SPS 382.20(4) of the Wisconsin Administrative Code.

<sup>10</sup> Under VISION 2050, the term “preserve” generally means to retain existing conditions. However, certain types of uses can be accommodated while maintaining the overall integrity of the existing resources when used in relation to environmental corridors or isolated natural resource areas, which are addressed in relation to acquisition and development in the plan implementation section of this chapter.



acquisition in this plan as such lands become available for acquisition and use for public open space purposes

- Planned primary environmental corridor lands not recommended for acquisition by the County or State should be considered for acquisition by the appropriate city or village park agency for park and open space purposes, as should be determined in local park and open space plans
- Should urban development not proposed or envisioned to occur under this plan threaten to destroy or degrade natural resources located within existing or planned primary environmental corridors, an appropriate public agency or nonprofit conservation organization should consider the acquisition of, or other protective measures for, such lands for resource preservation and open space purposes

Additional information regarding the preservation of primary environmental corridors is presented in the plan implementation considerations section of this chapter.

► **Recommendation 1.2: Preserve secondary environmental corridors and isolated natural resource areas**

***Secondary Environmental Corridors and Isolated Natural Resource Areas***

Secondary environmental corridors and isolated natural resource areas include many of the same resources as primary environmental corridors but are smaller in size or are physically separated from other resource areas.<sup>11</sup> Secondary environmental corridors are at least 100 acres in size and one mile long. Isolated natural resource areas are at least five acres in size.

It is recommended that secondary environmental corridors be preserved as undeveloped open space or as local parks or recreation corridors in developing areas. It is recommended that isolated natural resource areas also be preserved in natural open use, being incorporated for parks and open space uses as appropriate.<sup>12</sup> In addition, Milwaukee County Parks recognizes that incorporating secondary environmental

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<sup>11</sup> See Chapter 2 for more details.

<sup>12</sup> Types of development that may be considered compatible for environmental corridors and isolated natural resource areas—including County-specific departures for the regional guidelines for development within such areas—are set forth later in this chapter in relation to County implementation.



corridors and isolated natural resource areas into parks can have a potentially greater positive impact on the County's ecology.

The protection of planned secondary environmental corridors and planned isolated natural resource areas is shown on Map 6.2. There are about 3,130 acres, or about 5 square miles, of planned secondary environmental corridors in the County and about 2,130 acres, or about 3 square miles, of planned isolated natural resource areas, for a combined total of about 5,260 acres. Map 6.2 shows those planned secondary environmental corridors and planned isolated natural resource areas that were in, and are recommended to remain in, public or nonprofit conservation organization ownership or under conservation easements as of 2019. Such areas encompassed a total of about 1,910 acres, or about 36 percent of all planned secondary environmental corridors and planned isolated natural resource areas. A total of about 120 acres, or about 2 percent of all planned secondary environmental corridors and planned isolated natural resource areas, were in existing compatible outdoor recreation use as of 2019.

Secondary environmental corridors and isolated natural resource areas recommended for acquisition in the public interest, which consist largely of natural area and critical species habitat sites, encompass a total of about 650 acres, or about 12 percent of planned secondary environmental corridors and isolated natural resource areas, including about 420 acres of planned secondary environmental corridors and about 230 acres of planned isolated natural resource areas.

The approximate remaining 2,580 acres, or about 50 percent, of planned secondary environmental corridors and planned isolated natural resource areas may be retained in private ownership but should be placed in a zoning district that would prevent their conversion to urban use. However, it is recommended that the appropriate public agency consider acquiring such lands as needed for areawide recreation trails (discussed later in this chapter), local park or recreation purposes, or for another public purpose.

Additional information regarding the preservation of secondary environmental corridors and isolated natural resource areas is presented in the plan implementation considerations section of this chapter.

### **Natural Area, Critical Species Habitat Site, and Significant Geological Site**

#### **Protection and Management Plan Component**

The regional natural areas protection and management plan, as updated and amended in 2010, sets forth recommendations related to preserving identified natural areas, critical species habitat sites, and significant



geological sites. Pertinent recommendations from that plan have been incorporated into this park and open space plan and are described in the following paragraphs.

► **Recommendation 1.3: Protect natural areas and critical species habitat sites**

***Natural Areas and Critical Species Habitat Sites***

As noted in Chapter 2 of this report, the regional natural areas management plan<sup>13</sup> identified a total of 111 natural areas and critical species habitat sites in Milwaukee County in 2009, with a total area of 3,991 acres. Of these lands, natural areas<sup>14</sup> encompassed 2,954 acres within 56 sites and critical species habitat sites<sup>15</sup> encompassed 1,037 acres in 55 sites. County-owned park and open space sites encompassed approximately 60 percent, or 2,398 acres, of these natural area and critical species habitat site lands.

Additional inventories conducted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and Milwaukee County Parks natural areas staff through 2021 have resulted in changes to previously identified natural areas and critical species habitat sites and the identification of new sites.<sup>16</sup> As result, there was a total of 171 natural areas and critical species habitat sites identified in the County as of 2021, which encompassed a total area of approximately 8,840 acres. This total includes 57 natural area sites encompassing approximately 2,960 acres and 114 critical species habitat sites encompassing approximately 5,880 acres. With these additional new sites, approximately 6,470 acres, or about 73 percent, of the natural areas and critical species habitat sites in Milwaukee County are located within County-owned parks as of 2021.

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<sup>13</sup> SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, dated September 1997, as amended in December 2010.

<sup>14</sup> *Defined as tracts of land so little modified by or sufficiently recovered from the effects of human activity that they contain intact plant and animal communities believed to be representative of the landscape before European settlement.*

<sup>15</sup> *Defined as areas outside of natural areas whose chief value lies in their ability to support rare, threatened, or endangered species.*

<sup>16</sup> *This new information is likely to affect the natural area and critical species habitat site inventory presented in the regional natural areas and critical species habitat site plan, an update to which was underway as this report was being prepared.*



Protection recommendations for natural areas and critical species habitat sites are shown on Map 6.3 and Table 6.2.<sup>17</sup> Natural areas and critical species habitat sites recommended to be protected through acquisition meet at least one of the following criteria: 1) the site lies within a primary environmental corridor; 2) the site supports rare, threatened, or endangered plant, bird, or mammal species; or 3) the site is already at least partially in public-interest ownership. Sites recommended to be protected through acquisition encompass approximately 4,251 acres, including 2,907 acres within 55 natural areas and 1,245 acres within 37 critical species habitat sites. This plan also recommends that a total of 355 acres, including 50 acres within two natural areas and 305 acres within 16 critical species habitat sites be protected through local zoning regulations. Virtually all of these natural areas and critical species habitat sites are encompassed by planned primary or secondary environmental corridor or by planned isolated natural resource areas.

Recommendations for protecting natural area sites and critical species habitat sites presented in this plan differ somewhat from those made in the amended regional natural areas protection and management plan. Such refinements, which are made when county park and open space plans are updated, are anticipated components of updating the regional natural areas plan. Specific refinements made as part of this plan include changes to the acreage, classification, or proposed protection of some natural area and critical species habitat sites. Adoption of this park and open space plan by Milwaukee County and the Regional Planning Commission will amend the regional natural areas protection and management plan in these respects. It should also be noted that an update to the regional natural areas plan, which was underway as this plan was being prepared, may contain additional recommendations related to natural area and critical species habitat sites in Milwaukee County beyond those made in this plan.<sup>18</sup>

#### ► Recommendation 1.4: Protect significant geological sites

##### **Significant Geological Sites**

Pertinent recommendations regarding the preservation of significant geological sites set forth in the regional natural areas protection and management plan have also been incorporated into this park and open space plan. The inventory of significant geological sites prepared as part of the regional natural areas plan and presented in Chapter 2 identified 14 sites of geological importance in the County, all of which are

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<sup>17</sup> Map 6.3 does not depict protection recommendations for sites identified after 2015, which will be provided in a supplementary document to be completed following this report's publication.

<sup>18</sup> The Milwaukee County land and water resource management plan (LWRMP), which inventories natural area and critical species habitat sites, was also in the process of being updated as this plan was being prepared.



bedrock geology sites. These 14 sites include six sites of statewide significance (GA-1), five sites of countywide or regional significance (GA-2), and three sites of local significance (GA-3).

Map 6.4 shows the general location of the significant geological sites that have been identified in Milwaukee County. Together, the 14 sites encompass about 132 acres. Of this total, 120 acres are in existing public ownership. As presented in Table 6.3, 10 sites are proposed to be entirely protected through public interest ownership. One additional three-acre site is recommended to be acquired for protective ownership under this plan.

### **Wisconsin Department of Natural Resources (WDNR) Component**

#### **► Recommendation 1.5: Promote WDNR's acquisition of lands within project boundaries**

The open space preservation element of this plan includes lands in Milwaukee County that have been acquired or are proposed to be acquired by the Wisconsin Department of Natural Resources (WDNR). Lands in Milwaukee County that are proposed to be acquired by the WDNR are located within the project boundary of the Big Muskego Lake Wildlife Area. The project boundary for the Big Muskego Lake Wildlife Area was approved by the Wisconsin Natural Resources Board in 1999 and is reflected on Map 6.1. As of 2019, about 96 acres of other open space lands were in public ownership within the Big Muskego Lake Wildlife Area project boundary. An additional 6 acres are proposed to be acquired within the project area.

### **RECOMMENDED PARK AND OUTDOOR RECREATION ELEMENT**

The recommended park and outdoor recreation element is intended to meet the need for active recreational facilities in the County through the year 2050, as identified in Chapter 5. This section contains a description of the park and outdoor recreation sites and facilities, including trails, recommended under this plan.

#### **► Recommendation 1.6: Maintain and improve as necessary existing County-owned parks and outdoor recreation sites**

### **Existing County-Owned Parks and Outdoor Recreation Sites**

As presented in Chapter 3, the County owned 157 park and outdoor recreation sites as of 2015, many of which are developed with outdoor recreation facilities and assorted infrastructure. It is envisioned that Milwaukee County would continue to maintain and improve existing County-owned park and outdoor recreation sites and provide additional facilities as needed.



Milwaukee County has an ongoing need, described in Chapter 5 of this report, to maintain, repair, and replace as appropriate, existing infrastructure in County-owned park and outdoor recreation sites. Maintenance and capital improvements of County-owned sites and facilities include such activities as the paving and resurfacing of parking lots, service roads, and walkways; the resurfacing of basketball and tennis court areas; the repair or replacement of such support facilities as park benches, picnic tables, and drinking fountains; the repair or replacement of an extensive network of buildings and structures, including pavilions, golf clubhouses, picnic shelters, restroom facilities, maintenance and service buildings, pool and beach bath houses, and bandshells. Park support facilities such as lighting, electrical distribution, sewer, water, plumbing, and other utility systems also require maintenance. In addition, maintenance is required for trails, lawns, landscape plantings, gardens, forest groves, athletic/turf areas, lagoons, bridges, and drainageways under County jurisdiction within County-owned sites.

The County should consider additional opportunities to partner with nonprofit organizations as well as municipal government agencies when possible to implement improvement projects, potentially including transferring the management of individual County-owned parks to local governments. In such cases, the County would uphold the expectation that such sites would, at a minimum, be publicly accessible to the same degree as is a school site.<sup>19</sup> Several park and open space site and facility improvement projects in the planning process or in progress as this report was being prepared exemplify valuable partnerships. One such project, to be undertaken in partnership with the Milwaukee Metropolitan Sewerage District (MMSD), is the restoration of the Kinnickinnic River to a natural stream and complementary and additional improvements to Pulaski Park, including improved trails and river overlooks. The Dineen Park Stormwater Detention and Park Improvements Project is another such project. Led by the City of Milwaukee, the project consists of a seven-acre stormwater pond, improved walking paths, a playground, a picnic shelter, a reconstructed baseball field, a redesigned 18-hole disc golf course, an improved fishing overlook, updated pedestrian lighting, and native plantings and new trees throughout the park. A third project, which was supported in part by grants from Fund for Lake Michigan and the Milwaukee Metropolitan Sewerage District, includes upgrades to McKinley Marina. The project includes a new entry and marina drive configuration with dedicated turn lanes onto Lincoln Memorial Drive; reconstructed parking lots; new walkways; enhanced stormwater management through the use of permeable pavers and bio-infiltration basins; installing new lighting, trees, and native landscaping; and upgrades to gas and electrical utilities. The County considers partnerships to be a means to increase residents' access to recreational sites and facilities.

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<sup>19</sup> In the case of schools, for example, such a schedule could include public access Monday through Fridays from school close until dusk and on Saturdays, Sundays, and holidays from 8:00 a.m. until dusk.



Partnership projects should be designed to have positive long-term impacts for future generations of park users, including prioritizing equity impacts, and should address intrusive or non-complimentary uses.

Maintenance activities also include, importantly, the retrofitting of facilities where necessary to accommodate access by people with disabilities. The Federal Americans with Disabilities Act, adopted by the U.S. Congress in 1990, requires that "reasonable accommodation" be made to provide people with disabilities equal opportunities for access to jobs, transportation, public facilities, and services—including access to recreational facilities. All new or renovated park and recreation facilities within the County must be designed and constructed to comply with the requirements of the Act. Existing public park and recreation facilities should be evaluated by the unit of government concerned to determine if improvements are needed to meet Federal accessibility requirements.

► **Recommendation 1.7: Refine and update cost estimates for meeting park and open space site and facility needs and addressing deferred maintenance**

As undertaking improvements to County-owned parks is essential to Milwaukee County Parks' mission to steward a thriving park system that positively impacts every Milwaukee County park visitor, it is essential for the County to refine and update cost estimates for maintenance and improvements. Refined and updated cost estimates can help the County budget to address park and open space site and facility needs and deferred maintenance needs, which—like costs to address those needs—vary over time. This plan recommends that the County solicit refined and updated cost estimates for park improvements. Such estimates may be in the form of an asset detail report, which describes the condition of a County-owned structure and everything within 10 to 15 feet of that structure. Information in an asset detail report may include the location, age, physical nature, and condition of the structure as well as any deficiencies of the structure and corrections and cost estimates to address those deficiencies.

***Capital Improvement Costs for County-Owned Parks***

Given the extensiveness of the Milwaukee County Park System and the aging of its facilities, the County must continue to place a high priority on infrastructure improvement and maintenance. It is essential for the County to conduct regular periodic surveys or studies to evaluate County-owned park and outdoor recreation sites and facilities, such as roads, bridges, parking lots, tennis courts, swimming pools, and public service and shelter buildings, in order to adequately monitor facility condition and program needed infrastructure improvements. Capital improvement costs for maintaining and improving County-owned parks have been estimated at approximately \$417 million. This estimate reflects the cost of improving



existing park and outdoor recreation sites to a useable condition. A breakdown on these costs by type of improvement is presented in Table 6.4.

► **Recommendation 1.8: Explore alternate means of using or managing County-owned park and open space sites**

As noted in Chapter 2 of this report, County-owned park and open space sites encompass over 15,000 acres, or about 10 percent of the total area of Milwaukee County. County-owned park and open space sites provide opportunities for a variety of outdoor recreational activities, protect many of the County's remaining important natural resource features, and support stormwater management and flood mitigation. In the absence of dedicated funding, this plan recommends that the County explore the potential to accommodate additional complementary uses within County-owned park and open space sites. Such uses could be established in collaboration with municipal governments or districts or with private or nonprofit organizations. Examples of potential complementary uses include accommodating solar panel sites. Exploring alternate means of using or managing non-used or underutilized areas, such as un-mowed open lands expands the County's ability to explore new funding opportunities for Milwaukee County Parks while protecting a large amount of the County's remaining significant natural resource base and supporting stormwater management and flood mitigation in the County. Any such project should consider in advance how equity is prioritized and what recreational or natural resources might be displaced.

► **Recommendation 1.9: Complete planned development of regional parks within existing County-owned sites**

**Regional Parks**

A total of 19 County-owned regional parks,<sup>20</sup> amounting to approximately 5,220 acres, would be provided under this park and open space plan for Milwaukee County. As shown on Map 6.5, there were 14 developed regional parks and one partially developed regional park maintained as a natural resource protection area (Falk Park) in the County as of 2015. Over the course of the planning period, four undeveloped regional parks are to be developed with a mix of appropriate resource-oriented facilities within existing County-

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<sup>20</sup> *Regional parks are defined as large publicly owned outdoor recreation sites containing significant natural resource amenities that are generally 100 acres or more in size and that provide opportunities for resource-oriented recreational activities.*



owned sites as set forth in Table 6.5. Additional acquisitions of regional parks are also not envisioned under this plan.

► **Recommendation 1.10: Complete planned development of community parks on existing County-owned lands**

**Community Parks**

Under this park and open space plan, the County would provide a total of 33 community parks,<sup>21</sup> amounting to approximately 1,220 acres, within Milwaukee County. There were 31 developed County-owned community parks within the County in 2015, which amounted to approximately 1,090 acres. One of the two remaining community parks, approximately 70 acres located within the Oak Creek Parkway, was partially developed with a playground and park trails as of 2015. The other site, approximately 60 acres located within the Little Menomonee River Parkway, was undeveloped as of 2015 and is intended to be preserved as a natural resource area. This plan does not envision any new development within existing County-owned community parks during the planning horizon of this plan.

Under this plan, additional community parks would be developed by municipal governments within the County as established in each municipality's park plan. Thus, this plan recommends that municipal governments develop needed community parks within existing municipally owned sites or within appropriate sites to be acquired for future development as a community park as recommended in that municipality's park plan. Where recommended community parks identified by this plan are not shown in a local park plan, either Milwaukee County or the appropriate municipal government/s could be responsible for providing the needed community park. Community parks that are proposed for development under this plan are shown on Map 6.5.

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<sup>21</sup> Community parks are generally defined as publicly owned outdoor recreation sites ranging from 25 to 99 acres in size that contain nonresource-oriented facilities such as baseball and softball diamonds, soccer fields, swimming pools, and recreation buildings.



- **Recommendation 1.11: Develop needed neighborhood parks where appropriate sites have already been acquired by the County**

### ***Neighborhood Parks***

The County would provide a total of 55 neighborhood parks<sup>22</sup> under this park and open space plan. There were 53 County-owned sites developed as neighborhood parks within the County in 2015, which amounted to approximately 580 acres. Under this plan, the County would develop neighborhood park facilities within two undeveloped County-owned sites as listed in Table 6.5.

This plan also envisions shared responsibility between the County and municipal governments for providing needed neighborhood parks. Thus, this plan recommends that municipal governments develop needed neighborhood parks within existing municipally owned sites or within appropriate sites to be acquired for future development as a neighborhood park as recommended in that municipality's park plan. Some such sites may require clearance prior to development of the proposed neighborhood park facilities. For potential park sites identified in this plan that are not shown in a local park plan, either Milwaukee County or municipal governments could be responsible for providing the needed neighborhood park. Proposed neighborhood parks are shown on Map 6.5.

- **Recommendation 1.12: Continue to develop a recreational trail network within the County to promote the establishment of County- and Region-wide trail systems**

The ability to support biking and walking is an important component of improving the quality of life and achieving healthy, vibrant communities. Trails are of significant local and regional importance for providing County residents with opportunities to incorporate trail-oriented activities, including walking or biking for recreation or wellness and for commuting or accessing other destinations, into their daily routines.<sup>23</sup> While trails for walking and biking may be considered recreational, trails are an important component of the transportation network as land uses alongside trails often serve as destinations for trail users. Trail-related

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<sup>22</sup> *Neighborhood parks are defined as publicly owned outdoor recreation sites less than 25 acres in size that contain nonresource-oriented facilities such as baseball and softball diamonds, soccer fields, playgrounds, basketball courts, and wading pools.*

<sup>23</sup> *The regional park and open space plan defines resource-oriented outdoor recreation facilities as reliant on natural resource amenities to enhance the quality of the recreational experience.*



recommendations in this plan align with recommendations from VISION 2050<sup>24</sup> as presented in Chapter 4 of this report.

This plan recommends a well-connected bicycle and pedestrian trail network, consisting of on- and off-street bicycle paths accessible to all County residents, that improves opportunities for recreational activities; improves access to activity centers, neighborhoods, and other destinations within the County and Region;<sup>25</sup> and seeks to encourage bicycle and pedestrian travel as a safe and attractive alternative to driving. This plan recommends developing new trails to close gaps in the trail network and prioritizes the provision of trails within underserved portions of the County, especially for neighborhoods with lower income residents and/or residents of color who are not served by the current trail system. Trails within the 30th Street corridor and along Lincoln Creek could improve trail access within and to north-central Milwaukee County and help connect the Hank Aaron State Trail to Havenwoods State Forest.

### **Recreational Trails**

The proposed recreational trails network for Milwaukee County, including existing and off-street segments of the Oak Leaf Trails, existing recreation trails, and proposed recreation trails, is shown on Map 6.6. As presented in Chapter 2 of this report, the existing trails network in Milwaukee County includes 125 miles of the County-owned Oak Leaf Trail, which includes approximately 72 miles of paved off-road trails, 27 miles along parkway drives, 26 miles of bicycle ways on municipal streets; and 12 miles of existing on- and off-street trails as part of the Hank Aaron State Trail.<sup>26,27</sup> The recreational corridor network within Milwaukee County proposed under this plan will integrate existing components of the Oak Leaf and Hank Aaron State Trails and existing park and open space sites with additional recreational trails, including recreation corridor trails proposed under the regional park and open space plan.<sup>28</sup>

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<sup>24</sup> VISION 2050, the land use and transportation plan prepared by SEWRPC for the Southeastern Wisconsin Region, was adopted in 2017 and updated in 2020.

<sup>25</sup> Maps showing the proposed bicycle network envisioned for the Region is presented in VISION 2050 Volume III: Recommended Regional Land Use and Transportation Plan.

<sup>26</sup> The Wisconsin Department of Natural Resources is and would remain responsible for the Hank Aaron State Trail.

<sup>27</sup> See Appendix E for a summary of this facility's level of service analysis.

<sup>28</sup> The regional park and open space plan defines recreation corridor trails as publicly owned ribbons of land of at least 15 miles in length located through areas of scenic, scientific, historic, or other cultural interest that contain trails marked and maintained



The Oak Leaf Trail is a major component of the recreational trail network within the County and was identified as one of Milwaukee County Parks' most popular assets by public input gathered during this planning process. This plan recommends that the recreational trail network within Milwaukee County continue to be developed to improve trail connectivity, especially within underserved areas and within natural resource and utility corridors on safe and aesthetically attractive routes with separation from motor vehicle traffic.<sup>29</sup> On-street bicycle connections required to connect segments of this off-street path system should include bicycle accommodations.

This plan supports recommendations from the regional park and open space plan to establish a network of recreational trails, including recreation corridor trails, to enable participation in bicycling and walking for recreation and commuting as well as hiking, nature study, ski touring, and similar activities. The proposed recreational trails network within Milwaukee County would include trails that traverse primary environmental corridors within areas possessing valuable recreational resources, including the Lake Michigan shoreline and the Milwaukee and Root River corridors. The proposed recreational trails network would also include trails located outside primary environmental corridors, to provide continuity and accessibility for underserved areas.<sup>30</sup>

The location of proposed recreational trails shown on Map 6.6 are general in nature and are subject to refinement based on detailed facility planning and on negotiations with landowners to purchase land for the trails. Components of the proposed recreational trails corridor network include the following:

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*for hiking, biking, and other trail-oriented activities. Aside from accommodating trail-oriented recreational activities, recreation corridor trails are intended physically connect existing and proposed public parks; ensure that areas of natural, cultural, or historic interest determine land use patterns; and protect the natural resource base.*

<sup>29</sup> *Such trails should potentially include enhanced, on-street facilities that provide a comfort level similar to off-street paths, examples of which include protected, buffered, and/or raised bicycle lanes, or a separate path within a road's right-of-way.*

<sup>30</sup> *Due to the lack of open space lands within the County's densely developed urbanized areas, implementing the recreation corridor network proposed under the regional park and open space plan would rely heavily on the use of existing public open space lands, designated bike routes over existing roads, and designated hiking routes over existing trails in order to provide the desired connectivity. Information on the desired length and width of recreation corridors and additional recreation corridor standards is set forth in Appendix C of this report.*



- Hiking and biking accommodations connecting the Oak Creek Parkway and Bender Park to the Milwaukee-Racine county line
- A variety of trail-oriented opportunities along trail extensions around the Little Menomonee River corridor to Ozaukee County
- Accommodations for a variety of trail-oriented activities along the Menomonee River corridor between Waukesha and Milwaukee Counties
- Multiple trail extensions connecting with the City of Franklin Hike and Bike Trail on the west, the Root River corridor in Racine County on the south, and the Oak Creek corridor on the east

Design and implementation of the recreational trail network should prioritize closing gaps in the network to address the lack of access to trail-oriented recreational activities within underserved areas and to ensure regional trail connections for all County residents.

► **Recommendation 1.13: Work with Ozaukee County to identify, acquire, and develop a public access site providing recreational boat launch facilities within a harbor of refuge along Lake Michigan**

### **Lake and River Access**

Lake and river access sites, both public and non-public, provide access opportunities for individuals who do not own land contiguous to a body of water for activities such as boating, canoeing, kayaking, and sailing; fishing; swimming; waterskiing; and general waterfront access for observation. The regional park and open space plan recommends that rivers, major lakes,<sup>31</sup> and Lake Michigan have adequate public boat launch facilities consistent with safe and enjoyable participation in various boating activities.

As noted in Chapter 3, three County-owned lake and river access facilities along the Lake Michigan shoreline have served as the major focus for water-related activities in the County.<sup>32</sup> However, as the regional park

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<sup>31</sup> Major lakes are lakes with a surface area of 50 acres or more.

<sup>32</sup> There are a number of private lake or river access facilities within the County that, considering limitations to the accessibility they provide, do not contribute to meeting County residents' needs as do publicly owned facilities.



and open space plan recommends a maximum distance of 15 miles between such facilities, there is a need for an additional site on Lake Michigan in northern Milwaukee County or southern Ozaukee County, as noted in Chapter 5 of this plan. Thus, it is recommended that a public access site be acquired and developed along Lake Michigan in the northern portion of Milwaukee County or the southern portion of Ozaukee County.

► **Recommendation 1.14: Continue to develop a water trail system on canoeable rivers and along Lake Michigan that connects to water trails in adjacent counties.**

**Water Trails**

Per Article IX, Section 1 of the State Statutes, also known as the Public Trust Doctrine, all Wisconsin citizens have the right to access navigable waters in the State for recreational purposes, including boating, fishing, and swimming. In keeping with State Statutes, the WDNR has adopted administrative rules regarding lake and river access, i.e. access to navigable waters and water trails,<sup>33</sup> and verifies if adequate public access to each is provided and maintained.

Standards related to water trail access are presented in Appendix C of this report. These standards recommend providing public canoe/kayak access points with parking on major streams every 10 miles along major streams and Lake Michigan in Milwaukee County. As of 2015, public canoe/kayak access was provided at a number of sites in Milwaukee County along the Kinnickinnic, Menomonee, and Milwaukee Rivers via the Milwaukee Urban Water Trail. There were sufficient public access sites for navigable rivers within Milwaukee County as of 2015.

As shown on Map 6.7, water trails in Milwaukee County are envisioned on the Kinnickinnic, Menomonee, Milwaukee, and Root Rivers, and along the Lake Michigan shoreline. These water trails are envisioned to connect to water trails in adjacent counties. The water trail along the County's Lake Michigan shoreline, which is part of the larger Lake Michigan State Water Trail, is a continuous route that will extend along the Lake's entire United States shoreline. Upon completion, the Lake Michigan State Water Trail is planned to feature public restroom facilities and camping facilities within a maximum of 5 and 10 miles, respectively, between sites, which are managed by an assortment of public agencies and private organizations. This plan envisions that the County continue to work with municipalities, private organizations, and private property

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<sup>33</sup> *Water trails are essentially recognized paths for boating, canoeing, or kayaking on navigable waters that are served by a series of access points.*



owners to maintain and develop the water trail system, including the provision of public and private canoe/kayak access points and parking.

In addition to boating and canoeing, this plan recognizes the popularity of lake-oriented recreational activities, including beach swimming, shore fishing, and other such activities. Thus, this plan envisions that the County continue to provide general public access to lakeshore areas. In addition, it is expected that the County continue to address issues impacting water quality at public access sites to prevent bacterial pollution from inhibiting opportunities for recreational lake-oriented activities, including continued Area of Concern work.<sup>34</sup>

► **Recommendation 1.15: Continue to work with local governments to promote the development of recreational sites and facilities.**

**Local Park and Outdoor Recreation Plan Element**

In addition to meeting resource-oriented outdoor recreation needs, a park plan must seek to provide sites and facilities for nonresource-oriented activities, such as baseball, tennis, and playground activities. In comparison to the resource-oriented outdoor recreation sites and facilities, sites and facilities for nonresource-oriented activities rely less heavily on natural resource amenities; generally meet a greater need in urban than nonurban areas; and have a relatively small service radius. For these reasons, responsibility for providing a full range of community and neighborhood park sites and facilities in Milwaukee County rests with County and local governments.

As of 2017, nine of the 19 municipalities within Milwaukee County had WDNR-certified local park and open space plans; these communities include the Villages of Brown Deer, Hales Corners, and Shorewood and the Cities of Franklin, Greenfield, Milwaukee, Oak Creek, Wauwatosa, and West Allis.<sup>35</sup> In accordance with these community plans, this plan recognized proposals for the development of additional parks and facilities by local governments within the County (see Map 6.5). The plans adopted by these communities are used by the WDNR to review applications for the State Stewardship Fund and other recreational grant programs.

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<sup>34</sup> *The Milwaukee Estuary Area of Concern (AOC) is one of 31 U.S.-based AOCs across the Great Lakes created under the 1987 Great Lakes Water Quality Agreement. The original Milwaukee Estuary AOC was expanded in 2008.*

<sup>35</sup> *Though not certified as a local comprehensive outdoor recreation plan by WDNR, the Village of Bayside 2009 comprehensive plan contains significant park and open space components.*



## **PLAN IMPLEMENTATION CONSIDERATIONS**

The recommended park and open space plan for Milwaukee County consists of an outdoor recreation element with recommendations for parks and other outdoor recreation sites and facilities, and an open space preservation element providing recommendations for the protection of important natural resources. The recommended plan described in the preceding sections of this chapter provides a design for attaining park acquisition and development objectives and the open space preservation objectives presented in Appendix C of this report. In a practical sense, however, the recommended park and open space plan for the County is not complete until the steps required to implement the plan have been specified. This section is intended to serve as a guide for implementing the recommended plan, including a description of the actions needed by the WDNR and Milwaukee County. A description of the acquisition and development costs and priorities associated with implementing the recommended plan is also included.

### **Wisconsin Department of Natural Resources**

The WDNR has authority and responsibility for park development, natural resource protection, water quality control, and water use regulations. Because of this broad range of authority and responsibility, certain WDNR functions have particular importance in the implementation of the County park and open space plan. The Department has the obligation to prepare comprehensive statewide conservation and water resource plans; the authority to protect, develop, and regulate the use of state parks, forests, fish and game, lakes and streams, certain plant life, and other resources; and the authority to acquire conservation and scenic easements. The WDNR also has the obligation to establish standards for floodplain and shoreland zoning and the authority to adopt, in the absence of satisfactory local actions, shoreland and floodplain zoning ordinances. In addition, the WDNR has the authority to administer Federal grant programs within the State, including the Land and Water Conservation (LAWCON) Fund Program and the Recreation Trails Program, and administers the State Stewardship Fund, which provides funding for county and local park and open space land acquisition and development.

Considering WDNR's authority and responsibility, it is important that the WDNR support implementation of the Milwaukee County park and open space plan as follows:

- Approve and certify this Milwaukee County park and open space plan in order to maintain the County's eligibility to receive available State and Federal outdoor recreation grants to implement the plan



- Use available regulatory authority to guide urban development in a way that protects important natural resources
- Be directly responsible for maintaining existing State-owned recreation and open space sites in the County
- Be responsible for acquiring and developing lands within established State project boundaries in the County
- Be responsible for acquiring resource preservation sites, including natural areas and critical species habitat sites as recommended in this plan; and
- Be responsible for acquiring and developing the Big Muskego Lake Wildlife Area
- Be responsible for acquiring land for rails-to-trails projects in Milwaukee County, such as recreational trails within We Energies right-of-way.

A summary of the costs associated with implementing recommendations directed to the WDNR is included in Table 6.6.

### **Milwaukee County**

A summary of costs associated with the acquiring open space lands adjacent to County-owned park sites, as recommended in the open space element of this plan is included in Table 6.6. In addition to completing the acquisition of proposed County-owned parkways, Milwaukee County should develop appropriate facilities within existing regional parks and other County-owned park and open space sites as indicated in Table 6.5, which includes a summary of the costs associated with developing such facilities.

In addition, adaptive reuse renovations may be appropriate for County-owned facilities found to be in poor condition during the 2017 condition assessment where other public facilities supporting the same recreational activity are located in the same service area. Adaptive reuse of underutilized or deteriorating County-owned facilities could enable Milwaukee County Parks to meet the growing demand for other recreational activities. For example, the County could explore the potential to renovate tennis or basketball courts to accommodate multiple recreational activities including those in growing demand, such as pickle ball and futsal.



## ***Development and Acquisition***

The recommendations set forth in this plan were developed to correspond with demographic trends. As set forth in Table 6.5, the development costs related to County-owned parks envisioned under this plan, if fully realized, are estimated at about \$4.6 million. The cost associated with acquiring open space lands adjacent to County-owned park sites, as recommended in the open space element of this plan, is included in Table 6.6. These estimates for County-incurred costs do not include costs for implementation of the proposed recreational trail network for the northern Milwaukee County/southern Ozaukee County Lake Michigan public access site and facilities, or for facilities along the Lake Michigan State Water Trail. Plan implementation will need to take into consideration the fiscal challenges that the County faces in funding the Milwaukee County Park System. With any future land acquisitions, Milwaukee County Parks will determine the long-term operations and maintenance costs for maintaining these future sites. Any acquisition with dedicated operations and maintenance funds will be prioritized by the County over land acquisition opportunities that do not come with funding.

It is recommended that Milwaukee County collaborate with Ozaukee County to acquire and develop lands for public access to Lake Michigan within northern Milwaukee County or southern Ozaukee County as opportunities become available. The open space plan element also recommends that the County acquire additional land to assure the preservation of important natural resources in the County, including environmental corridors and isolated natural resource areas, and for the development of recreation corridor trails. This includes woodlands, wetlands, and other natural resources as well as natural areas and critical species habitat sites.

For environmental corridors and isolated natural resource areas not acquired in the public interest during the implementation of the park and open space plan, the plan recognizes that certain development, including the development of recreational facilities, may be accommodated in such areas without jeopardizing their overall integrity. Thus, this plan recommends that local governments within the County adhere to guidelines for such development within environmental corridors and isolated natural resource areas. VISION 2050 sets forth uses considered compatible with environmental corridors and isolated natural resource areas, and guidelines for such uses.<sup>36</sup> These guidelines are listed in Table 6.7 of this report.

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<sup>36</sup> *Volume 3, Appendix K.*



Under the regional plan, primary environmental corridors should be preserved in essentially natural, open use in accordance with the guidelines set forth in Table 6.7. In addition, secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in Table 6.7 to secondary environmental corridors and isolated natural resource areas.

To assure preservation of environmentally sensitive areas, Milwaukee County Parks staff have identified additional guidelines for development within environmental corridors and isolated natural resource areas located within the Milwaukee County Park System. It should be noted that these additional guidelines, which follow, are County-specific departures from the regional guidelines for development considered compatible with environmental corridors and isolated natural resource areas set forth in VISION 2050 and listed in Table 6.7:<sup>37</sup>

- Streets and highways should not be permitted in areas with Riparian Buffer, Woodland, or Wildlife Habitat features, as roadways in such areas can contribute to high wildlife mortality
- Utility lines and related facilities should not be permitted in areas with Riparian Buffer, Woodland, Wildlife Habitat, or Scenic Viewpoint features, as such development can introduce and spread invasive species and can contribute to the injury or fatality of wildlife, especially migratory birds
- Engineered stormwater management facilities should not be permitted in areas with Woodland features, as such development can damage adjacent rooting zones and can impact groundwater movement or natural drainage patterns, potentially leading to broader erosion and sedimentation
- Paved trails should not be permitted in areas with Wet Soils, as paving is prone to damage when installed in such areas. Trails developed as boardwalks may be considered in areas with Wet Soils
- Playfields, hard-surface courts, parking, buildings,<sup>38</sup> rural density residential, and other development should not be permitted in areas with Woodland and Wildlife Habitat features, which

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<sup>37</sup> The County may also apply these guidelines when considering the development of existing County-owned environmental corridors or isolated natural resource areas.

<sup>38</sup> Especially buildings over three stories in height.



are vulnerable to noise and light pollution and to stormwater runoff from parking lots and can contribute to the injury or fatality of wildlife, especially birds

- Rural and other development should not be permitted in areas with Scenic Viewpoints, as such development can compromise conserving the viewshed

Additional development and acquisition considerations under this plan include the development of recreational trails within the Little Menomonee River, Menomonee River, and Root River recreation corridors. The County should work cooperatively with local municipal governments to identify and establish on- and off-street linkages to the recreational trail network, including implementation of the bicycle and pedestrian element of VISION 2050 (see Volume 3), and to provide proper signing and improvements such as safe drainage grates and improved railway crossings where necessary.

### ***Park Safety and Security***

As indicated in Chapter 5, park safety and security is a consideration for Milwaukee County Parks. Potential means to increase park safety and security include, among others, increased signage of park rules and regulations, more lighting, and increased law enforcement presence in parks. Considerations for the safety of Parks staff may also include future investments in support facilities that incorporate designs or measures to ensure Parks staff safety. As specific recommendations in regards to the safety of parks users and Parks staff are beyond the scope of this report, it is recommended that Milwaukee County consider commissioning a study of park safety and security for the Milwaukee County Park System. Such a study would gather information on and identify patterns in activities that comprise and support the safety and security in County-owned parks; review measures used by other metropolitan park systems to address park safety and security problems; and recommend measures for the County to implement, on a trial basis or otherwise, to increase park safety and security. Such a study should be carried out in cooperation with municipal police departments, the Milwaukee County Sheriff's Department, and park volunteer groups.

### ***Volunteer Organizations***

A number of privately supported volunteer groups—including the Park People, various friends-of parks groups, and park-watch groups—work in partnership with Milwaukee County Parks in efforts to protect, enhance, and preserve park resources. Some of these organizations support the needs of a specific park or attraction, while others work in support of the entire park system. These groups provide an important supplement to the Milwaukee County Parks in developing and maintaining park facilities and restoring and enhancing natural resource values on park lands.



### **Other Partnerships**

In addition to the volunteer groups, Milwaukee County Parks may be able to partner with other private entities,<sup>39</sup> nonprofit conservation organizations, and local government agencies in efforts to implement the new park plan. For example, as part of its conservation plan, MMSD has initiated an effort to acquire—for long-term preservation purposes—certain open space lands that have flood reduction potential as well as wildlife habitat, water quality, and recreational benefits within the MMSD service area. Rather than retaining such lands, MMSD intends to transfer the lands to appropriate public and private interests and dedicating appropriate conservation easements. Some of the lands that MMSD will consider acquiring are also recommended for County acquisition as parkway lands under park and open space plan (see Appendix E.1). As noted in Chapter 4 of this report, it would benefit the public and the agency accepting ownership of MMSD-conveyed lands if conveyed lands were transferred with a maintenance endowment or other financial strategy in place for the management of those lands.

In addition, Milwaukee County may be able to partner with municipal governments in efforts to meet the needs for additional neighborhood parks identified in the new park plan. For example, Milwaukee County could lease County-owned lands to municipalities, which would, in turn, develop the needed neighborhood park facilities. Examples of this arrangement include Riverton Meadows Park and Johnstone Park in the City of Oak Creek, which have been developed by the City of Oak Creek on land leased from Milwaukee County. The County may also consider partnership arrangements with schools, nonprofits, MMSD, and other entities to ensure public access of outdoor recreational sites and facilities. Such an arrangement could include public access on a regular, daily basis scheduled to correspond with a site's availability.<sup>40</sup> Partnerships between Milwaukee County Parks and nonprofit conservation organizations or local government agencies may also improve the prospects of obtaining funding assistance from the Wisconsin Stewardship program.

### **Funding**

This park plan was under preparation as Milwaukee County faced serious budgetary constraints. Given the budgetary constraints, decisions regarding the acquisition and development of parks and facilities recommended in this plan will have to be balanced with existing park infrastructure repair and replacement

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<sup>39</sup> *The County may consider pursuing partnerships with local sports franchises to develop recreational facilities sponsored by the Milwaukee Bucks or Brewers.*

<sup>40</sup> *In the case of schools, for example, such a schedule could include public access Monday through Fridays from school close until dusk and on Saturdays, Sundays, and holidays from 8:00 a.m. until dusk.*



needs and operation and maintenance needs. Such considerations may include the removal of unused amenities or the repurposing of existing amenities.

Various State and Federal grant programs provide an important, although limited, source of funding for projects recommended in this plan. State and Federal grants that the Milwaukee County Park System has secured in the past include Federal Surface Transportation Efficiency Act<sup>41</sup> funds; Wisconsin Stewardship funds; Federal Community Development Block Grant funds; Wisconsin Coastal Management funds; State Recreational Boating Facilities funds; and others. Most of the grant programs require local matching funds. It should be noted that projects must be included in an adopted county or local park plan to be eligible for Wisconsin Stewardship funds, which is the main State grant program.

User fees and permit fees have been important source of revenue for the Milwaukee County Park System.<sup>42</sup> The County recognizes that user and permit fees may limit access to County-owned parks and recreational facilities.. Thus, as noted in the 2021 Wisconsin Policy Report on potential solutions related to Milwaukee County Parks' financial challenges (see Chapter 4), Milwaukee County Parks would be best served to strategically plan for the continued use and promotion of revenue-generating amenities to supplement property tax levy support while ensuring public access to open space and recreational facilities as is essential to Parks' historical mission.

Ultimately, ensuring the long-term viability of the Milwaukee County Park System may require a dedicated source of funding, such as a dedicated sales tax or property tax. A dedicated sales tax could be instituted with or without creating separate County park district. A dedicated property tax would likely involve creating a separate park district. State authorization would be required to levy a dedicated County sales tax or to create a park district with taxing powers.

### **Local Units of Government**

While providing regional parks, areawide trails, and lake and river access facilities are largely proposed to be County or State responsibilities, local units of governments should consult with the State and County to identify specific lands required for areawide park and open space preservation purposes. Once such lands

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<sup>41</sup> As this report was being prepared, this act was known as the Safe, Accountable, Flexible, Efficient, Transportation Equity Act.

<sup>42</sup> Park user fees comprised about 64 percent of Milwaukee County Parks' revenues in 2019, the largest amounts of which were derived from golf facilities, including greens fees and cart rentals.



are identified, local units of government should utilize their zoning and official map powers to reserve the needed lands for park and open space use.<sup>43</sup> Further, it may be appropriate for local units of government to accept in dedication certain lands identified for State or County acquisition as the land subdivision process proceeds, and then transfer ownership of such lands to the County or State. Similarly, it would be appropriate for the County or State to assume the responsibility for developing trail facilities in local park lands, as needed, to assure continuity and uniformity in the proposed continuous regionwide system of recreation trails.

Under the open space element recommendations of this plan, it is recommended that important natural resources in Milwaukee County be preserved through acquisition by local governments<sup>44</sup> or through compatible private recreation use. Such lands, which may be suitable for developing recreation corridor trails, may include woodlands, wetlands, and other natural resources within environmental corridors, isolated natural resource areas, natural areas, or critical species habitat sites. As noted earlier, for environmental corridors and isolated natural resource areas not acquired in the public interest during the implementation of the park and open space plan, the plan recognizes that certain development, including recreational facilities, may be accommodated in such areas without jeopardizing their overall integrity. Thus, this plan recommends that local governments within the County adhere to guidelines for such development within environmental corridors and isolated natural resource areas. Uses considered compatible with environmental corridors and isolated natural resource areas, and guidelines for such uses, are provided in Table 6.7.

In addition to maintaining and developing local park sites and facilities, local units of government should also support efforts to preserve historic sites as identified in Chapter 3.

## **IMPLEMENTATION PRIORITIES FOR MILWAUKEE COUNTY**

Priorities for proposed Milwaukee County projects are outlined in this section. It is necessary to establish priorities for implementing this park and open space plan because public financial resources available for development and acquisition are limited, and because implementation of the recommended plan will, as a practical matter, occur gradually over the planning period.

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<sup>43</sup> *It should be noted that Milwaukee County does not have zoning authority.*

<sup>44</sup> *This plan also recommends that the State and conservation organizations acquire lands with important natural resources to ensure their preservation.*



It is recommended that the County give priority to addressing the backlog of deferred maintenance projects within County-owned parks to ensure that such sites are maintained in continued recreational use and to retrofit facilities where necessary to accommodate access by people with disabilities and factor in equity-based investments.

A summary of development and acquisition costs to be undertaken by Milwaukee County from 2020 through 2050, set forth in Table 6.6, are estimated at about \$42.2 million, or approximately \$1.41 million per year distributed over the 30-year planning implementation period. Under the assumption that the population of Milwaukee County would approximate 1,019,100 persons by the year 2050, which is an increase of 71,400 from the County's 2015 population of 947,700 persons, the average annual acquisition and development costs would be about \$1.43 per capita<sup>45</sup> per year. It should be noted that, to the extent that such costs are reduced through the use of alternative methods of land acquisition, and through the use of available State funds for acquisition and development, development and acquisition costs to the County could be significantly reduced.

### **Natural Resources Management Plan**

It is recommended that the County develop a natural resource management plan for the lands included in the evolving Milwaukee County Park System. Such a management plan would assure the long-term preservation of native species and communities by restoring and maintaining conditions to allow natural processes to function. Management measures may include control of invasive species, maintenance of natural water levels, noninterference of natural habitats, and prescribed burning. Additional existing reports that may be valuable references for developing a natural resources management plan include the updated Milwaukee County land and water resource management plan, which was under development as this report was being prepared, and *Milwaukee County Coastline Management Guidelines*.<sup>46</sup>

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<sup>45</sup> The average annual per capita costs were estimated by dividing the estimated average annual costs by the average annual population over the 30-year plan implementation period. The average annual population, determined by calculating the average 2015 population of about 947,700 persons and the plan design year 2050 population of about 1,019,100 persons, is 983,400 persons.

<sup>46</sup> SEWRPC Memorandum Report No. 248, February 2021.



## **ACQUISITION CONSIDERATIONS**

It is the intent of this plan that all land acquisitions occur on a willing-seller, willing-buyer basis and that landowners receive fair market value for their property. Each transaction should follow WDNR acquisition procedures, which include an appraisal by the WDNR for all acquisitions undertaken by governmental units using WDNR grants.

The recommended acquisition may occur in full fee simple interest or in less-than-fee-simple interest, such as the purchase of conservation easements. Where a conservation easement is utilized, the landowner retains title to the property. The easement typically precludes mowing or other disturbance of the area by the owner and provides access for site management purposes, such as the removal of woody vegetation that may shade out desired plant species or the removal of other nuisance vegetation.

The recommended acquisition may also occur through land subdivision dedication as well as through donations of fee simple title or of conservation easements. Donations may yield income-tax advantages to those who donate, since the value of the land or easement donated generally may be deducted from taxable income as an itemized deduction for Federal tax purposes and may be considered in calculating the itemized deduction credit for State income-tax purposes. It should be noted that the acquisition of lands by the County reduces the property tax base.

## **SUMMARY**

This chapter has presented the recommended park and open space plan for Milwaukee County, consisting of an open space preservation element and an outdoor recreation element. The key recommendations of each plan element are summarized below.

### **Open Space Preservation Element**

The open space preservation element consists of three major components: preserving primary environmental corridors, secondary environmental corridors, and isolated natural resource areas; preserving natural areas and critical species habitat sites; and protecting open space lands located within WDNR project boundaries and in areas long recommended as expansions of the Milwaukee parkway system.

- Overall, the open space plan element recommends preserving approximately 25,500 acres of environmentally significant open space lands—including planned primary and secondary environmental corridors, isolated natural resources, and certain adjacent lands



- Approximately 18,060 acres, or about 71 percent, of these proposed open space lands were in public ownership, nonprofit conservation organization ownership, or in compatible private outdoor recreation use in 2015, and are recommended to be preserved in that ownership
- Approximately 3,100 additional acres, or about 12 percent of proposed open space lands, are recommended for acquisition by public agencies or nonprofit conservation organizations for natural resource protection or open space preservation purposes or for public park or trail use
- Approximately 4,340 acres, or 17 percent, of proposed open space lands are recommended to remain in or be placed in protective zoning districts, such as floodplain, lowland conservancy, and upland conservancy zoning districts with an overall density of no more than one dwelling unit per five acres. to prevent incompatible development
- The open space preservation element incorporates the recommendations of the regional natural areas plan as it applies to Milwaukee County. Overall, the open space element recommends preserving approximately 4,284 acres, including 2,907 acres within 55 natural areas, 1,245 acres within 37 critical species habitat sites, and 132 acres within 14 geological sites through public-interest ownership
- The open space preservation element also envisions the continued acquisition of land by the Wisconsin Department of Natural Resources for natural resource protection and recreational purposes—including lands located outside planned primary or secondary environmental corridors or isolated natural resource areas, but within approved the project boundary for the Big Muskego Lake Wildlife Area

### **Outdoor Recreation Plan Element**

The outdoor recreation plan element seeks to provide sites and facilities needed to meet anticipated outdoor recreation site and facility needs in the County through the year 2050

- The outdoor recreation element of this plan recognizes the County's ongoing need to maintain, or repair and replace as appropriate, infrastructure within existing County-owned park and outdoor



recreation sites—including the retrofitting of facilities where necessary to accommodate access by people with disabilities.

- Under the outdoor recreation element of the plan, Milwaukee County would provide a total of 19 regional parks within the County, 14 of which were developed and one of which was partially developed as of 2015.
- This plan recommends that Milwaukee County provide a total of 33 community parks within the County. As of 2015, there were 31 developed County-owned community parks, one partially developed County-owned community park, and one undeveloped County-owned community park maintained as a natural resource area. This plan recommends that municipal governments develop additional needed community parks within appropriate municipally owned sites that have either been already acquired by the municipality for that purpose or within appropriate sites to be acquired in the future for development as a community park.
- The County would provide a total of 55 neighborhood parks under this park and open space plan, 53 of which were County-owned sites developed as neighborhood parks as of 2015. This plan recommends the County develop neighborhood park facilities within two existing undeveloped County-owned neighborhood park sites. This plan recommends that municipal governments develop additional needed neighborhood parks within appropriate municipally owned sites that have either been already acquired by the municipality for that purpose or within appropriate sites to be acquired in the future for development as a neighborhood park
- A system of off- and on-street recreational trails is recommended to be provided within the County to enable activities such as bicycling and walking for recreation and commuting as well as hiking, nature study, and cross-country skiing. Recreational trail development should be prioritized in underserved areas to close network gaps that inhibit access to trail-oriented recreational activities and to ensure regional trail connections for all County residents
- Under the plan, it is recommended that a public access site be developed along Lake Michigan within northern Milwaukee County or southern Ozaukee County



- It is recommended that Milwaukee County continue to work with municipalities and private property owners to maintain and develop the water trail system within the Kinnickinnic, Menomonee, Milwaukee, and Root Rivers, and along the Lake Michigan shoreline

### **Plan Implementation**

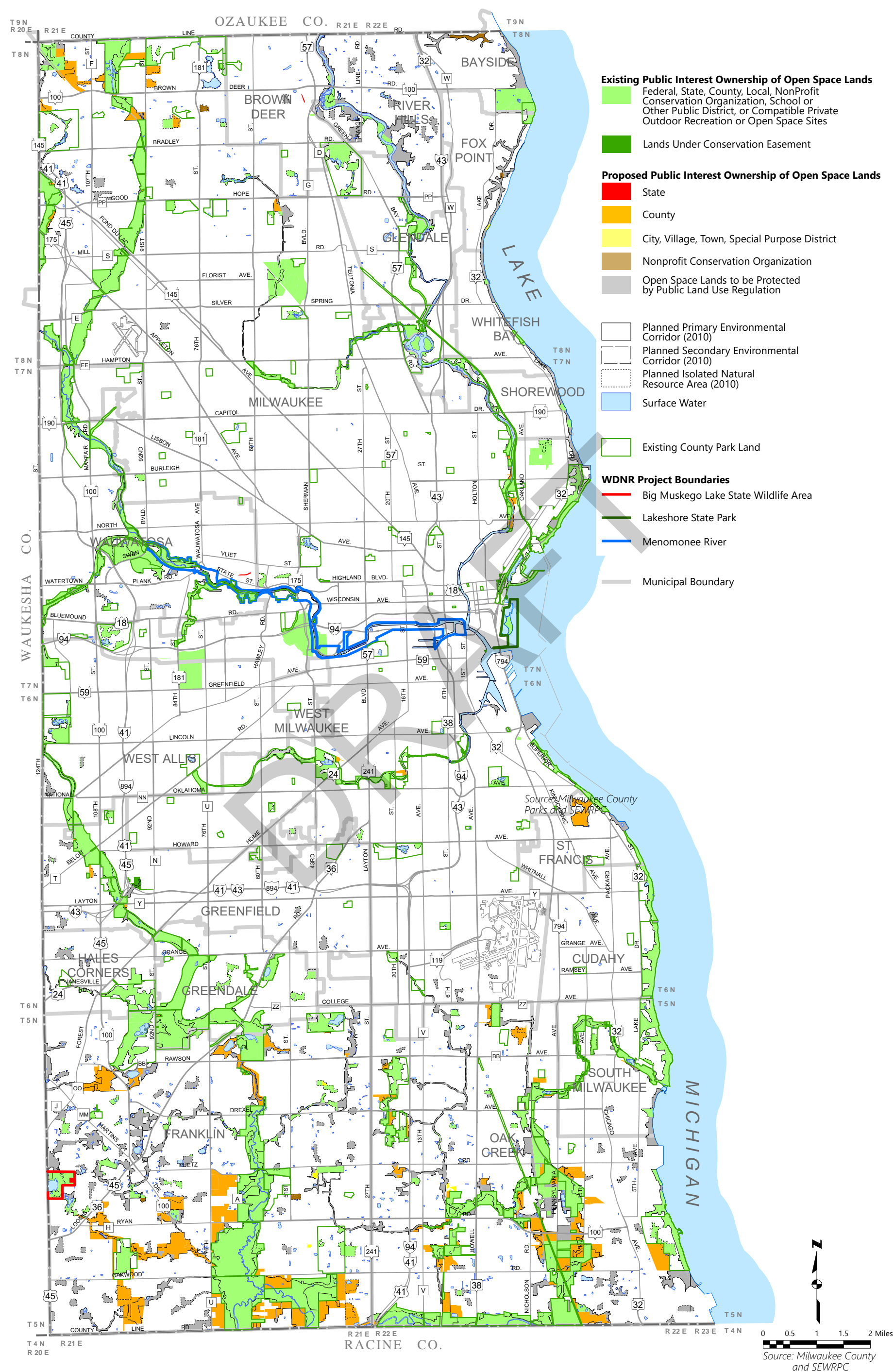
- The total County-incurred cost of implementing this park and open space plan is estimated to be approximately \$ 47.9 million. Of the total plan implementation cost, approximately \$ 42.2 million, or 88 percent, would be borne by Milwaukee County
- The total cost to Milwaukee County of \$42.2 million includes \$37.5 million for open space acquisition and \$4.6 million for facility development. Distributed over the plan implementation period, this total would approximate about \$1.4 million per year. These costs may be offset through various Federal and State grants provided for recreational and open space purposes. Acquisition and development costs for recreational and open space lands and facilities may also be offset by donations, land dedications, or by revenues generated by existing parks and recreational facilities

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## Map 6.1

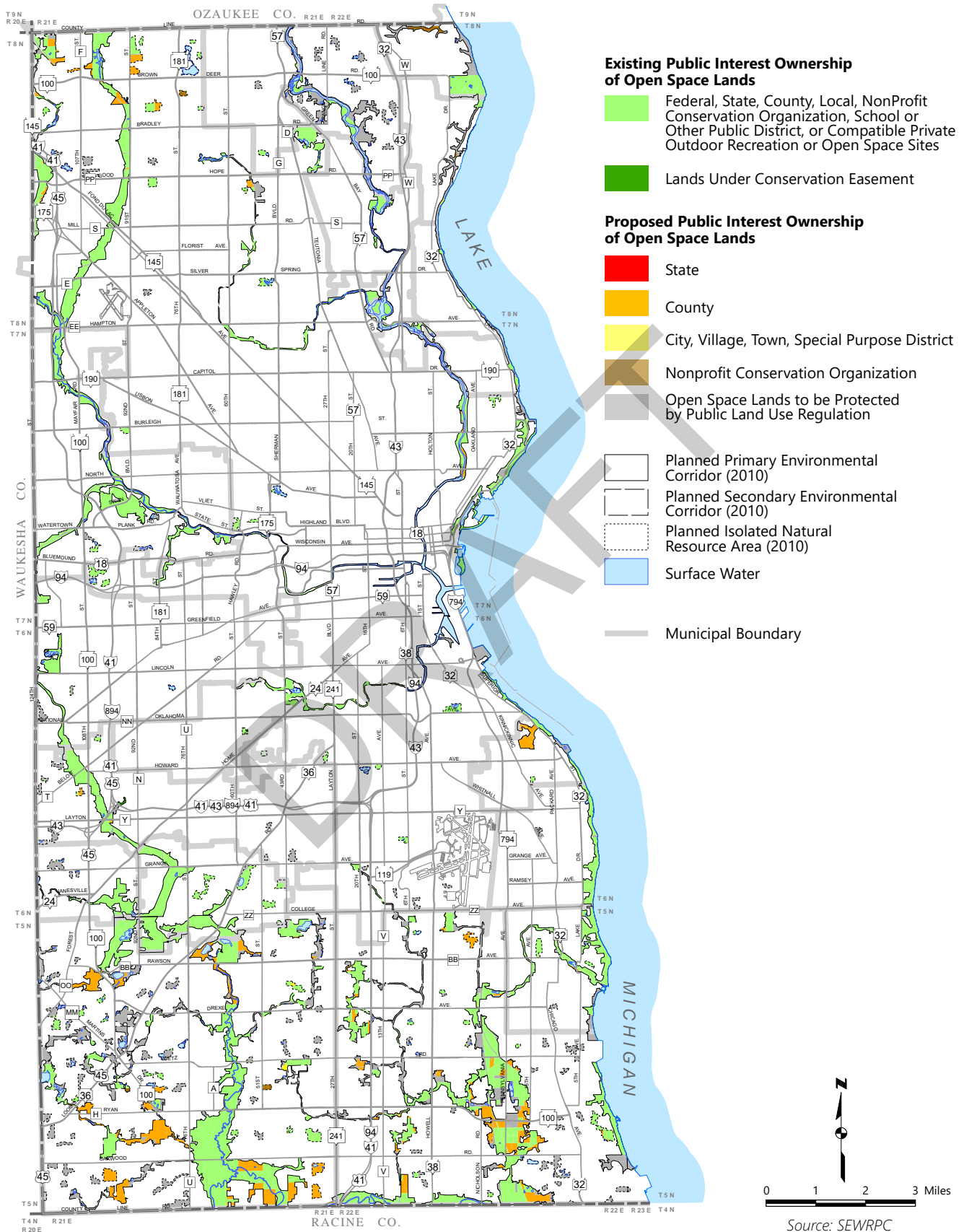
### Open Space Preservation Element of the Milwaukee County Park and Open Space Plan: 2050





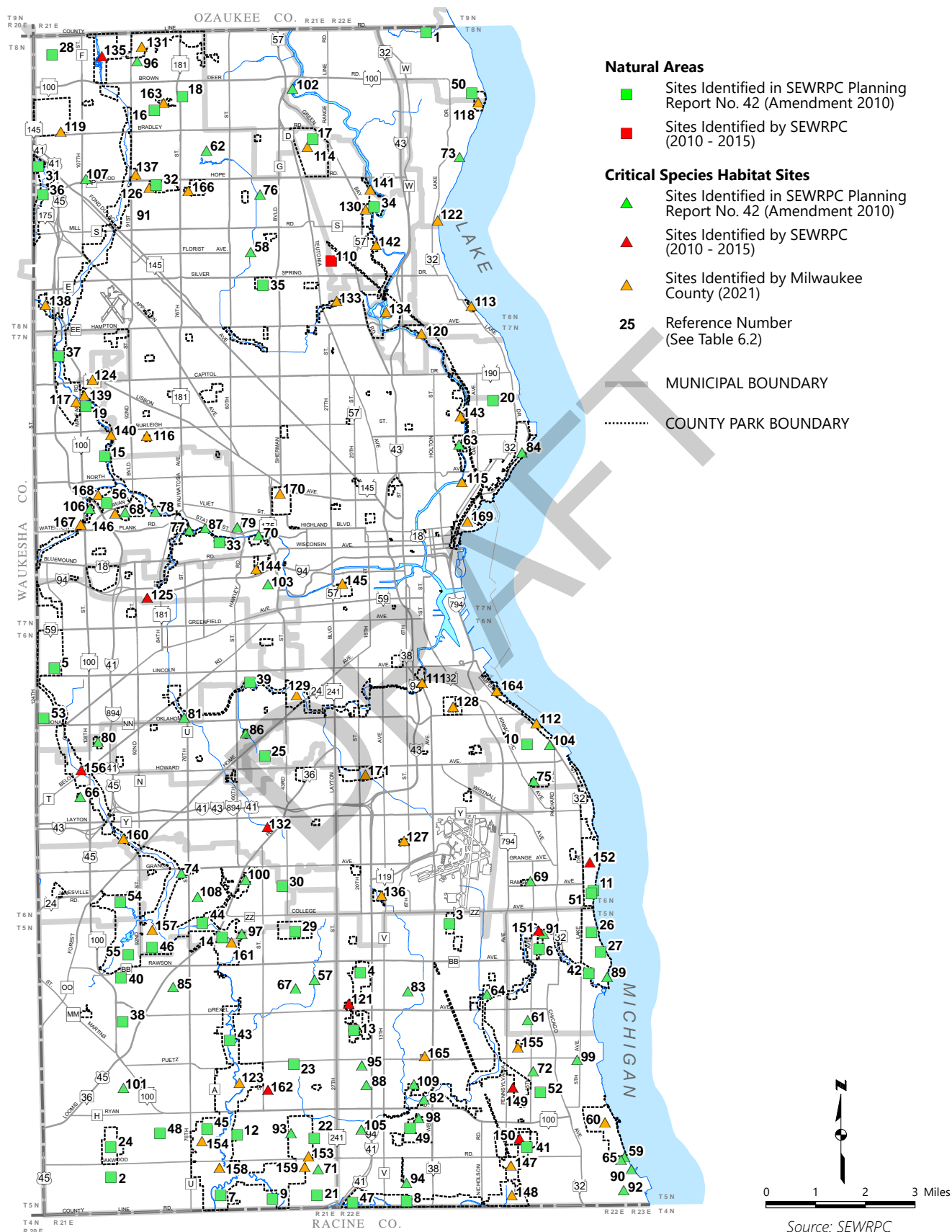
## Map 6.2

### Protection of Environmental Corridors and Isolated Natural Resource Areas in Milwaukee County: 2050





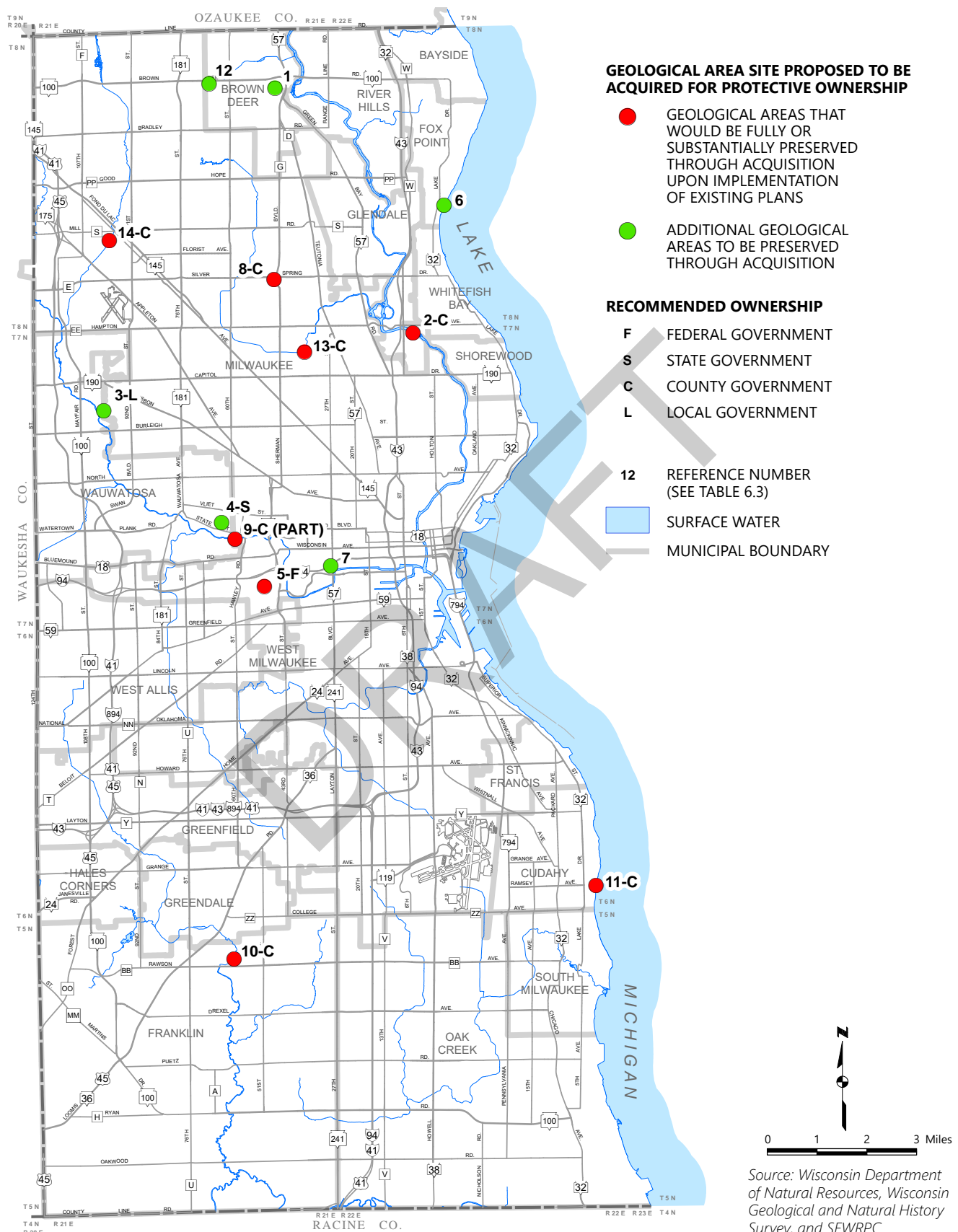
**Map 6.3**  
**Natural Areas and Critical Species Habitat Sites in Milwaukee County (2010-2021)**





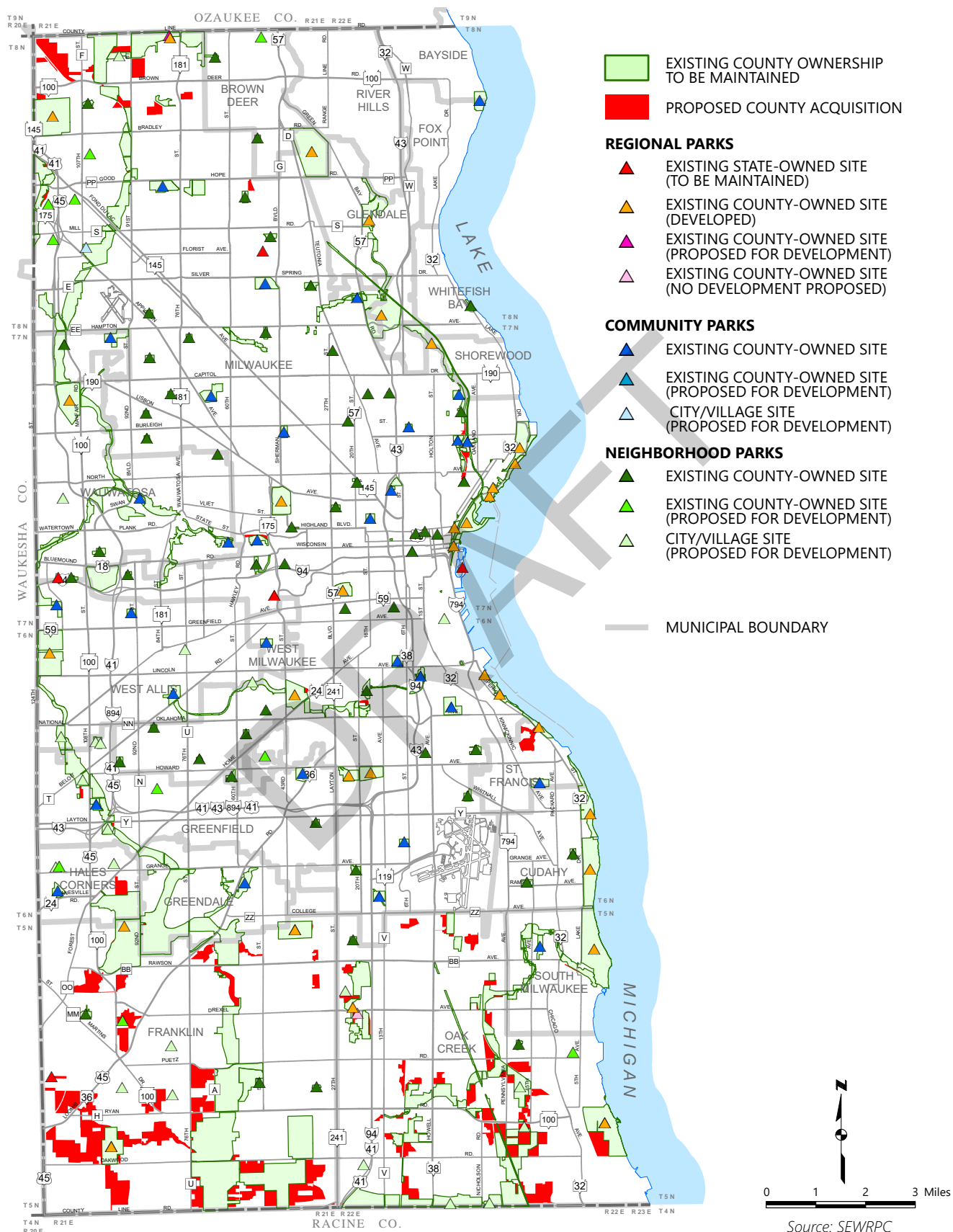
## Map 6.4

### Recommended Acquisition and Ownership of Selected Geological Areas in Milwaukee County: 2050



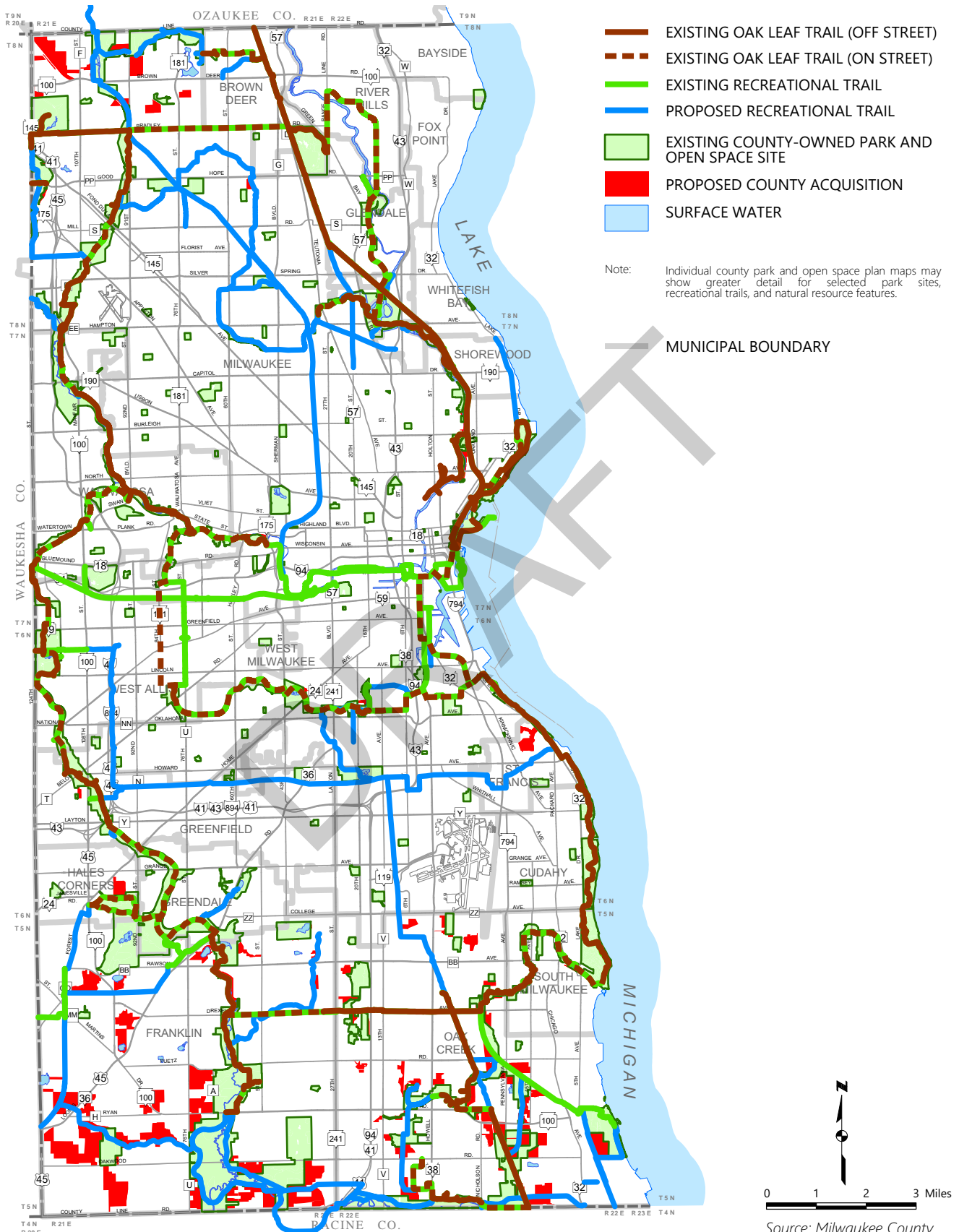


**Map 6.5**  
**Outdoor Recreation Element of the Milwaukee County Park and Open Space Plan: 2050**





**Map 6.6**  
**Recommended Recreational Trail Network for Milwaukee County**





## Recommended Water Trails in Milwaukee County





**Table 6.1**  
**Proposed Ownership of Open Space Lands Within Milwaukee County<sup>a</sup>**

<b>Ownership</b>	<b>Existing<sup>b</sup> (acres)</b>	<b>Planned (acres)</b>	<b>Planned Change (acres)</b>
Federal Government	373	373	--
State of Wisconsin	970	976	6
Milwaukee County	14,976	17,983	3,007
Local Government <sup>d</sup>	653	676	23
Nonprofit Conservation Organization	1,066	1,131	64
<b>Total</b>	<b>18,038</b>	<b>21,138</b>	<b>3,100</b>

<sup>a</sup> Includes planned primary environmental corridors, planned secondary environmental corridors, planned isolated natural resource areas, lands within Wisconsin Department of Natural Resources project boundaries, and lands needed for public park or trail use. These figures do not include associated surface water areas.

<sup>b</sup> Includes existing ownership in 2019.

<sup>d</sup> Includes cities, villages, school districts, and other public districts.

Source: SEWRPC



**Table 6.2**  
**Protection of Natural Area and Critical Species Habitat Sites in Milwaukee County**

Published Sites <sup>a</sup> Proposed to be Protected Through Acquisition							
Site Type <sup>b</sup>	Site Identification			Site Area (acres)			Proposed Acquisition Agency
	Number on Map 6.3	Site Name	Location	Already Under Protective Ownership	Proposed to be Acquired	Total	
NA-1	1	Fairy Chasm State Natural Area	Village of Bayside and City of Mequon	--	33	33 <sup>c</sup>	Private conservancy organization
		Subtotal	1 Site	--	33	33	--
NA-2	2	Adams Prairie	City of Franklin	--	37	37	Milwaukee County
	3	Cudahy Woods	City of Oak Creek	47	0	47	Milwaukee County and private
	4	Falk Park Woods	City of Oak Creek	71	6	77	Milwaukee County
	5	Greenfield Park Woods	City of West Allis	52	--	52	Milwaukee County
	6	Rawson Park Woods	City of South Milwaukee	23	--	23	Milwaukee County
	7	Root River Canal Woods	City of Franklin and Town of Raymond	134	18	152 <sup>d</sup>	Milwaukee County
	8	Root River Wet-Mesic Woods – East	City of Oak Creek and Town of Caledonia	50	-- <sup>e</sup>	50	Milwaukee County
	9	Root River Wet-Mesic Woods – West	City of Franklin	166	107	273	Milwaukee County
	10	St. Francis Seminary Woods	City of St. Francis	52	--	52	Milwaukee County
	11	Warnimont Bluff Fens <sup>f</sup>	City of Cudahy	2	--	2	Milwaukee County
		Subtotal	10 Sites	597	168	765	--
NA-3	12	60th Street Woods	City of Franklin	11	--	11	Milwaukee County
	13	Barloga Woods <sup>g</sup>	City of Oak Creek	64	--	64	Milwaukee County, Wisconsin Department of Transportation (WisDOT), and private
	14	Bike Trail Marsh	City of Franklin	3	--	3	Milwaukee County
	15	Blue Mound Country Club Woods	City of Wauwatosa	10	7	17	Milwaukee County
	16	Bradley Woods	City of Milwaukee	20	14	34	Milwaukee County and private
	17	Brown Deer Park Woods	Village of Brown Deer	43	--	43	Milwaukee County
	18	Convent Woods	City of Milwaukee	--	9	9	Private conservancy organization
	19	Downer Woods	City of Milwaukee	11	--	11	University of Wisconsin
	20	Elm Road Woods	City of Franklin	--	20	20	Milwaukee County
	21	Fitzsimmons Woods	City of Franklin	39	--	39	Private conservancy organization
	22	Franklin (Puetz Road) Woods	City of Franklin	34	--	34	City of Franklin
	23	Franklin Oak Woods and Oak Savanna	City of Franklin	79	--	79	Milwaukee County
	24	Glenwood School Woods	City of Milwaukee	7	--	7	City of Milwaukee School District
	25	Grant Park Woods–Old Growth	City of South Milwaukee	42	--	42	Milwaukee County
	26	Grant Park Woods–South	City of South Milwaukee	45	--	45	Milwaukee County
	27	Granville Low Woods	City of Milwaukee	50	--	50	Milwaukee County and private
	28	Grobschmidt Park Wetlands and Upland Woods	City of Franklin	79	4	83	Milwaukee County

Table continued on next page.



Table 6.2 (continued)

Published Sites <sup>a</sup> Proposed to be Protected Through Acquisition							
Site Type <sup>b</sup>	Number on Map 6.3	Site Identification		Site Area (acres)			Proposed Acquisition Agency
		Site Name	Location	Already Under Protective Ownership	Proposed to be Acquired	Total	
NA-3	29	Grootemaat Woods	Village of Greendale	20	--	20	Village of Greendale
	30	Harbinger Woods	City of Milwaukee and Village of Menomonee Falls	34	--	34 <sup>h</sup>	Milwaukee County
	31	Haskell Noyes Park Woods	City of Milwaukee	20	--	20	Milwaukee County
	32	Jacobus Park Woods	City of Wauwatosa	11	--	11	Milwaukee County
	33	Kletzsch Park Woods	City of Glendale	13	--	13	Milwaukee County
	34	McGovern Park Woods	City of Milwaukee	14	--	14	Milwaukee County
	35	Menomonee River Parkway Low Woods <sup>i</sup>	City of Wauwatosa	27	--	27	Milwaukee County
	36	Menomonee River Swamp–North	City of Milwaukee and Village of Menomonee Falls	63	12	75 <sup>j</sup>	Milwaukee County and private
	37	Menomonee River Swamp–South	City of Wauwatosa	99	--	99	Milwaukee County
	39	Mitchell's Woods	City of Milwaukee	37	--	37	Milwaukee County
	40	Monastery Lake Wetlands	City of Franklin	--	48	48	Milwaukee County
	41	Mangan Woods	Village of Greendale	64	--	64	Milwaukee County
	42	Oak Creek Low Woods	City of Oak Creek	38	30	68	Milwaukee County
	43	Oak Creek Parkway Woods	City of Oak Creek	24	--	24	Milwaukee County
	44	Root River Bike Trail Woods	City of Franklin	108	--	108	Milwaukee County
	45	Root River Low and Upland Woods	City of Franklin	76	--	76	Milwaukee County
	46	Root River Parkway Prairie	City of Franklin	51	--	51	Milwaukee County
	47	Root River Riverine Forest	City of Oak Creek and Town of Caledonia	125	22	147 <sup>k</sup>	Milwaukee County, WisDOT, and private
	48	Ryan Creek Woods	City of Franklin	--	102	102	Milwaukee County
	49	Ryan Road Woods	City of Oak Creek	36	6	42	Milwaukee County
	50	Schlitz Audubon Center/Doctors Park Woods and Beach	Village of Bayside	72	--	72	Milwaukee County and Schlitz Audubon Center
	51	Sydney Woods Preserve	Village of Glendale	4	--	4	Milwaukee County
	52	Warnimont Park Woods	City of Cudahy	47	--	47	Milwaukee County
	53	Wedge Woods	City of Oak Creek	--	17	17	Milwaukee County
	55	Whitnall Park Woods – North	Village of Hales Corners	82	--	82	Milwaukee County
	56	Whitnall Park Woods – South	City of Franklin and Village of Hales Corners	175	--	175	Milwaukee County
	57	Wil-O-Way Woods	City of Wauwatosa	41	--	41	Milwaukee County and WisDOT
		Subtotal	44 Sites	1,818	291	2,109	--
		Total Natural Areas	55 Sites	2,415	492	2,907	--

Table continued on next page.



Table 6.2 (continued)

Published Sites <sup>a</sup> Proposed to be Protected Through Acquisition							
Site Type <sup>b</sup>	Site Identification			Site Area (acres)			Proposed Acquisition Agency
	Number on Map 6.3	Site Name	Location	Already Under Protective Ownership	Proposed to be Acquired	Total	
CSH	59	Army Reserve Woods and Open Space	City of Milwaukee	166	--	166	Federal government
	60	Bender Clay Banks and Ravine – South	City of Oak Creek	2	--	2	Milwaukee County
	61	Bender Park Habitat Area <sup>l</sup>	City of Oak Creek	246	--	246	Milwaukee County
	62	Blakewood School Woods	City of South Milwaukee	1	--	1	City of South Milwaukee School District
	64	Cambridge Avenue Woods	City of Milwaukee	17	--	17	Milwaukee County
	65	Camelot Park Woods	City of Oak Creek	28 <sup>m</sup>	--	28	Milwaukee County
	67	Cold Spring Road Thicket	City of Greenfield	2	--	2	Milwaukee County
	68	Countryside Woods	City of Franklin	20	6	26	City of Franklin and Milwaukee Metropolitan Sewerage District (MMSD)
	69	County Grounds Woods	City of Wauwatosa	116	--	116	Milwaukee County and private
	70	Cudahy Park Woods	City of Cudahy	4	--	4	Milwaukee County
	71	Doyne Park Woodland	City of Milwaukee	4	--	4	Milwaukee County
	72	Elm Road Woods – North	City of Franklin	--	32	32	Milwaukee County
	75	Grange Avenue Woods	Village of Greendale	14	--	14	Milwaukee County
	76	Greene Park Woods	City of Cudahy	7	--	7	Milwaukee County
	79	Harwood Avenue Woods	City of Wauwatosa	37	9	46	Milwaukee County
	80	Hawthorn Glen	City of Milwaukee	16	--	16	City of Milwaukee
	81	Holt Park Woods	City of Greenfield	24	--	24	Milwaukee County
	82	Honey Creek Parkway Woods	City of West Allis	5	--	5	Milwaukee County
	83	Howell Avenue Woods and Meadows	City of Oak Creek	129	44	173	Milwaukee County
	85	Lake Park Woods	City of Milwaukee	46	--	46	Milwaukee County
	87	Lyons Park Woods	City of Milwaukee	6	--	6	Milwaukee County
	88	Menomonee River PCA No. 10	City of Wauwatosa	1	2	3	Milwaukee County
	90	Oak Creek Bluffs and Beach – North	City of South Milwaukee	4	--	4	Milwaukee County
	91	Oak Creek Bluffs and Beach – South	City of Oak Creek	24	--	24	Milwaukee County
	92	Oak Creek Parkway Bike Trail Woods	City of South Milwaukee	2	--	2	Milwaukee County
	94	Oakwood Park Oak Woods	City of Franklin	5	3	8	Milwaukee County and private
	95	PPG Woods	City of Oak Creek	--	19	19	City of Oak Creek
	96	Puetz Road Woods	City of Oak Creek	--	22	22	Milwaukee County
	97	Research Center Woods	City of Milwaukee	--	22	22	Milwaukee County
	99	Ryan Road Upland Woods – East	City of Oak Creek	4	--	4	Milwaukee County
	101	Scout Lake Park Woods	Village of Greendale	57 <sup>n</sup>	--	57	Milwaukee County
	102	Shooting Star Prairie and Shrubland (Carity Prairie)	City of Franklin	15	3	18	Private conservancy organization

Table continued on next page.



Table 6.2 (continued)

Published Sites <sup>a</sup> Proposed to be Protected Through Acquisition							
Site Identification				Site Area (acres)			Proposed Acquisition Agency
Site Type <sup>b</sup>	Number on Map 6.3	Site Name	Location	Already Under Protective Ownership	Proposed to be Acquired	Total	
	103	Silver Maple Island	Village of Brown Deer	1	--	1	Private conservancy organization
	104	Stadium Bluff Woods	City of Milwaukee	6	--	6	Federal and State government
	107	Underwood Parkway Woods	City of Wauwatosa	16	--	16	Milwaukee County and MMSD
	109	Westway Woods	Village of Greendale	9	--	9	Village of Greendale
	110	Wood Creek Woods	City of Oak Creek	21	28	49	City of Oak Creek
Total Critical Species Habitat Sites			37 Sites	1,055	190	1,245	--
Published Sites <sup>a</sup> to be Preserved to the Extent Practicable Without Additional Protective Ownership							
Site Identification				Site Area (acres)			Proposed Acquisition Agency
Site Type <sup>b</sup>	Number on Map 6.3	Site Name	Location	Already Under Protective Ownership	Proposed to be Acquired	Total	
NA-3	38	Mission Hills Wetlands	City of Franklin	--	--	38	--
	54	West Branch Root River Woods	City of West Allis	--	--	12	--
	Total		2 Sites	--	--	50	--
CSH	58	35th Street Woods	City of Franklin	--	--	14	--
	63	Brynwood Country Club Woods	City of Milwaukee	--	--	5	--
	66	Clay Ravine Woods	City of Oak Creek	--	--	12	--
	73	Fittshur Wetland	City of Oak Creek	--	--	6	--
	74	Fox Point Bluffs and Ravines	Village of Fox Point	--	--	93	--
	77	Green Tree Road Woods	City of Milwaukee	--	--	45	--
	78	Hart Park Psychiatric Hospital Woods	City of Wauwatosa	49 <sup>o</sup>	--	49	--
	84	Industrial Park Mesic Woods	City of Oak Creek	--	--	5	--
	86	Loomis Road Woods	City of Franklin	--	--	13	--
	89	Meyers Woods	City of Oak Creek	--	--	10	--
	93	Oak Creek Power Plant Woods	City of Oak Creek	--	--	16	--
	98	Russell Avenue Woods	City of Franklin	--	--	9	--
	100	Schmidt/Johnson Woods	City of Oak Creek	--	--	6	--
	105	Trestle Ravine Woods	City of St. Francis	--	--	3	--
	106	Truck Stop Woods	City of Oak Creek	--	--	11	--
	108	West Granville Mesic Woods	City of Milwaukee	--	--	8	--
Subtotal			16 Sites	--	--	305	--
Total			18 Sites	--	--	355	--

Table continued on next page.



Table 6.2 (continued)

New Critical Species Habitat Sites <sup>p</sup>							
Site Type <sup>a</sup>	Number on Map 6.3	Site Identification		Site Area (acres)			Proposed Acquisition Agency
		Site Name	Location	Already Under Protective Ownership	Proposed to be Acquired	Total	
CSH	111	Baran Park Woods <sup>q</sup>	City of Milwaukee	5	--	5	Milwaukee County
	112	Bay View Clay Banks <sup>q</sup>	City of Milwaukee and City of St. Francis	14	--	14	Milwaukee County
	113	Big Bay Woods <sup>q</sup>	Village of Whitefish Bay	6	--	6	Milwaukee County
	114	Brown Deer Park Pond <sup>q</sup>	City of Milwaukee	10	--	10	Milwaukee County
	115	Caesar's Woods <sup>q</sup>	City of Milwaukee	3	--	3	Milwaukee County
	116	Cooper Park <sup>q</sup>		1	--	1	Milwaukee County
	117	Currie Park <sup>q</sup>	City of Wauwatosa	76	--	76	Milwaukee County
	118	Doctors Park <sup>q</sup>	Village of Fox Point	9	--	9	Milwaukee County
	119	Dretzka Park <sup>q</sup>	City of Milwaukee	177	--	177	Milwaukee County
	120	Estabrook Woods <sup>q</sup>	City of Milwaukee, City of Glendale, Village of Shorewood, and Village of Whitefish Bay	80	--	80	Milwaukee County
	121	Falk Park Habitat Area <sup>r</sup>	City of Oak Creek	122	17	139	Milwaukee County and Wisconsin Department of Natural Resources (WDNR)
	122	Fox Point Clay Bluffs and Beach <sup>q</sup>	Village of Fox Point	8	--	8	Milwaukee County
	123	Froemming Woods and Grasslands <sup>q</sup>	City of Franklin	316	--	316	Milwaukee County
	124	Grantosa Creek <sup>q</sup>	City of Milwaukee and City of Wauwatosa	6	--	6	Milwaukee County
	125	Hank Aaron State Trail Hoptree Site <sup>r</sup>	City of Milwaukee	1	--	1	WDNR
	126	Haskell Noyes Park Woods <sup>q</sup>		6	--	6	Milwaukee County
	127	Holler Park Woods <sup>q</sup>	City of Milwaukee	11	--	11	Milwaukee County
	128	Humboldt Park <sup>q</sup>	City of Milwaukee	27	--	27	Milwaukee County
	129	Jackson Park Woods <sup>q</sup>	City of Milwaukee	26	--	26	Milwaukee County
	130	Kletzsch Park Habitat Area <sup>q</sup>		21	--	21	Milwaukee County
	131	Kohl Park Woods <sup>q</sup>	City of Milwaukee	103	--	103	Milwaukee County
	132	Konkel Park Habitat Site <sup>r</sup>	City of Greenfield	22	--	22	Milwaukee County
	133	Lincoln Creek Woods <sup>q</sup>		20	--	20	Milwaukee County
	134	Lincoln Park Woods <sup>q</sup>	City of Glendale and City of Milwaukee	63	--	63	Milwaukee County
	135	Little Menomonee River Habitat Area <sup>r</sup>	City of Milwaukee	679	42	721	Milwaukee County
	136	Maitland Park <sup>q</sup>		16	--	16	Milwaukee County
	137	Melody View Preserve <sup>q</sup>	City of Milwaukee	18	--	18	Milwaukee County
	138	Menomonee River Habitat Area <sup>q</sup>	City of Milwaukee	80	--	80	Milwaukee County
	139	Menomonee River Parkway Section 6 <sup>q</sup>		8	--	8	Milwaukee County
	140	Menomonee River Parkway Section 7 <sup>q</sup>		3	--	3	Milwaukee County

Table continued on next page.



Table 6.2 (continued)

New Critical Species Habitat Sites <sup>p</sup>							
Site Type <sup>a</sup>	Number on Map 6.3	Site Identification		Site Area (acres)			Proposed Acquisition Agency
		Site Name	Location	Already Under Protective Ownership	Proposed to be Acquired	Total	
CSH	141	Milwaukee River 1 <sup>q</sup>	City of Glendale	13	--	13	Milwaukee County
	142	Milwaukee River 2 <sup>q</sup>	City of Glendale	10	--	10	Milwaukee County
	143	Milwaukee River Habitat Area <sup>q</sup>	City of Milwaukee	33	--	33	Milwaukee County
	144	Mitchell Boulevard Park <sup>q</sup>	City of Milwaukee	4	--	4	Milwaukee County
	145	Mitchell Park Woods <sup>q</sup>	City of Milwaukee	8	--	8	Milwaukee County
	146	Monarch Trail <sup>q</sup>	City of Wauwatosa	20	--	20	Milwaukee County
	147	Oak Creek 14 <sup>q</sup>	City of Oak Creek	54	--	54	Milwaukee County
	148	Oak Creek 15 <sup>q</sup>	City of Oak Creek	146	--	146	Milwaukee County
	149	Oak Creek Habitat Area <sup>r</sup>	City of Oak Creek	310	78	388	Milwaukee County
	150	Oak Creek Low Woods and Wetlands <sup>r</sup>	City of Oak Creek	61	74	135	Milwaukee County
	151	Oak Creek Parkway Habitat Area <sup>r</sup>	City of Oak Creek	88	14	102	Milwaukee County
	152	Oak Leaf Habitat Area <sup>r</sup>	City of Oak Creek	444	--	444	Milwaukee County
	153	Oakwood Golf Course <sup>q</sup>		6	--	6	Milwaukee County
	154	Rainbow Airport <sup>q</sup>		37	--	37	Milwaukee County
	155	Riverton Meadows <sup>q</sup>	City of Oak Creek	4	--	4	Milwaukee County
	156	Root River Habitat Area <sup>r</sup>	City of Greenfield and City of West Allis	266	21	287	Milwaukee County
	157	Root River Habitat – South <sup>q</sup>	City of Franklin and Village of Greendale	344	--	344	Milwaukee County
	158	Root River Parkway Section 5 <sup>q</sup>		8	--	8	Milwaukee County
	159	Root River Parkway Section 9 <sup>q</sup>		2	--	2	Milwaukee County
	160	Root River Parkway Section 13 <sup>q</sup>		54	--	54	Milwaukee County
	161	Root River Parkway Section 14 <sup>q</sup>		2	--	2	Milwaukee County
	162	Scott Woods <sup>r</sup>	City of Franklin	--	9	9	Private conservancy organization
	163	Servite Park <sup>q</sup>	City of Milwaukee	20	--	20	Milwaukee County
	164	South Shore Park <sup>q</sup>	City of Milwaukee	5	--	5	Milwaukee County
	165	Springbrook Woods <sup>q</sup>	City of Milwaukee	3	--	3	Milwaukee County
	166	Uihlein Park <sup>q</sup>	City of Milwaukee	16	--	16	Milwaukee County
	167	Underwood Creek Habitat Area <sup>q</sup>	City of Wauwatosa	86	--	86	Milwaukee County
	168	Underwood Parkway Thicket <sup>q</sup>	City of Wauwatosa	40	--	40	Milwaukee County
	169	Veterans Park <sup>q</sup>	Milwaukee County	7	--	7	Milwaukee County
	170	Washington Park <sup>q</sup>	City of Milwaukee	16	--	16	Milwaukee County
	171	Wilson Park <sup>q</sup>	City of Milwaukee	30	--	30	Milwaukee County
Total			61 Sites	4,074	255	4,329	--

<sup>a</sup> Sites published in Amendment to the Natural Areas and Critical Species Habitat Plan for the Southeastern Wisconsin Region (SEWRPC, 2010), which updated the comprehensive natural areas and critical species habitat site inventory contained in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.



## Table 6.2 (continued)

<sup>b</sup> Natural area site classifications include NA-1 (natural area sites of statewide significance or greater), NA-2 (natural area sites of countywide or regional significance), and NA-3 natural area sites of local significance. Critical species habitat (CSH) sites support rare, threatened, or endangered species outside of natural areas.

<sup>c</sup> An additional 47 acres are located in Ozaukee County.

<sup>d</sup> An additional 163 acres are located in Racine County.

<sup>e</sup> An additional 2 acres located in Racine County are proposed for acquisition.

<sup>f</sup> Formerly Warnimont Park Fens.

<sup>g</sup> Formerly Esch-Honadel Woods.

<sup>h</sup> An additional 12 acres are located in Waukesha County.

<sup>i</sup> Formerly Currie Park Low Woods.

<sup>j</sup> An additional 4 acres are located in Waukesha County.

<sup>k</sup> An additional 184 acres are located in Racine County.

<sup>l</sup> Site includes three critical species habitat sites inventoried in the 2010 update to the regional natural areas plan: Bender Park Stream and Meadow (two acres), Bender Park Woods North (11 acres), and Bender Park Woods South (five acres).

<sup>m</sup> Site was expanded by 13 acres. The site inventoried in the 2010 update to the regional natural areas plan encompassed 15 acres.

<sup>n</sup> Site was expanded by 14 acres. The site inventoried in the 2010 update to the regional natural areas plan encompassed 43 acres.

<sup>o</sup> Site was expanded by eight acres. The site inventoried in the 2010 update to the regional natural areas plan encompassed 41 acres.

<sup>p</sup> New sites identified as of 2021 that were not included in the 2010 amendment to the regional natural areas and critical species habitat plan.

<sup>q</sup> Site identified by Milwaukee County Parks between 2010 and 2021.

<sup>r</sup> Site identified by SEWRPC staff between 2010 and 2021.

Source: Wisconsin Department of Natural Resources, Milwaukee County, and SEWRPC

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**Table 6.3**  
**Protection of Geological Sites in Milwaukee County**

Site Identification				Site Area (acres)			Proposed Acquisition Agency	
Site Type <sup>a</sup>	Number on Map 6.4	Site Name	Location	Area Under Protective Ownership	Proposed to be Acquired	Total		
GA-1	1	Brown Deer Railroad Cut	Village of Brown Deer	--	--	2	--	
	2	Estabrook Park-Lincoln Park Area	City of Glendale and Village of Shorewood	38	--	38	Milwaukee County	
	3	Hartung Quarry (Hartung Park)	City of Milwaukee	18	--	18	City of Milwaukee and City of Wauwatosa [MBR1] [BRM2]	
	4	Schoonmaker Reef	City of Wauwatosa	--	3	3	Wisconsin Department of Natural Resources	
	5	Soldier's Home Reef	City of Milwaukee	7	--	7	U.S. Veterans Administration	
	6	Whitefish Bay Shore Exposure	Village of Fox Point	--	--	2	--	
	Subtotal		6 Sites	63	3	70	--	
GA-2	7	Lime Ridge	City of Milwaukee	--	--	2	--	
	8	McGovern Park	City of Milwaukee	1	--	1	Milwaukee County	
	9	Menomonee River Outcrops	City of Milwaukee and City of Wauwatosa	8	--	8	Milwaukee County and private	
	10	Root River Outcrops	City of Franklin	17	--	17	Milwaukee County	
	11	Warnimont Park Clay Banks	City of Cudahy	17	--	17	Milwaukee County	
	Subtotal		5 Sites	43	--	45		
GA-3	12	Brazelton's Creek Outcrop	Village of Brown Deer	--	--	3	--	
	13	Lincoln Creek	City of Milwaukee	9	--	9	Milwaukee County	
	14	Mill Road Reef	City of Milwaukee	5	--	5	Milwaukee County	
		Subtotal		3 Sites	14	--	17	--
Total				14 Sites	120	3	132	--

<sup>a</sup> Geological sites are classified as follows:

GA-1 identifies geological sites of statewide significance

GA-2 identifies geological sites of countywide or regional significance

GA-3 identifies geological sites of local significance.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC



**Table 6.4**  
**25-Year Capital Improvements Needed for County-Owned**  
**Park and Open Space Sites in Milwaukee County**

<b>Capital Deferred Improvement</b>	<b>Estimated Cost (\$ millions)<sup>a</sup></b>
County-Owned Recreational Buildings	64.9
Other Capital Deferred Improvements	
ADA Access Improvements	0.7
Basketball Courts	5.8
Beaches	5.5
Bleacher Replacement	4.3
Bluff Erosion	5.00
Diamond Fields	3.1
Dog Exercise Areas	1.5
Golf Courses	3.8
Marinas, Boat Launches, and Waterfront Infrastructure	11.4
Multi-Use Trails	27.5
Outdoor Lighting	15.5
Park Walkways	37.3
Parking Lots	54.8
Parks Naturalization	16.3
Parkway Roads and Internal Park Roads	85.6
Pedestrian Bridges	1.0
Playgrounds/Play Areas	29.9
Pools	24.2
Rectangular Fields	5.0
Sewers	3.1
Tennis Courts	11.0
<b>Subtotal</b>	<b>352.3</b>
<b>Total</b>	<b>417.2</b>

<sup>a</sup> In 2020 dollars.

Source: Milwaukee County Parks and SEWRPC



**Table 6.5**  
**Estimated Development Costs for County-Owned Sites and Facilities Under the Recommended Park and Open Space Plan**

County-Owned Site	Proposed Facility Development	Development Cost
Regional Parks		
Bender Park	Additional development of nature trails and support facilities	-- <sup>a</sup>
Grobschmidt Park	Trail development <sup>b</sup>	98,410
Franklin Park	Parking lot <sup>c</sup>	31,500
Kohl Park	Trail development	255,220
Subtotal	4 Sites	385,130
Neighborhood Parks		
Joseph-Lichter Park	General development of neighborhood park facilities <sup>d</sup>	425,000
Oak Creek Parkway (S. 15th Avenue)	-- <sup>e</sup>	180,000
Subtotal	2 Sites	605,000
Recreational Corridor Trails		
Little Menomonee River corridor	3.1 miles of trails	1,145,760
Menomonee River corridor	0.4 miles of trails	147,840
Root River corridor	4.6 miles of trails	1,700,160
Subtotal	4 Sites	3,659,040
Total	10 Sites	4,649,170

Note: Cost estimates are expressed in 2019 dollars.

<sup>a</sup> Funding anticipated to be obtained through a Federal grant under the Congestion Mitigation and Air Quality (CMAQ) Improvement Program.

<sup>b</sup> Potentially an ADA-accessible observation deck/tower.

<sup>c</sup> Potentially camping facilities.

<sup>d</sup> Potentially trail extensions into Little Menomonee Parkway.

<sup>e</sup> Where no specific facility recommendations are made (--), additional resource-oriented recreation facilities should be developed as needed.

Source: SEWRPC



**Table 6.6**  
**Summary of Proposed Ownership of Park and Open Space Land and Estimated Acquisition and Development Costs Under the Recommended Milwaukee County Park and Open Space Plan**

Ownership	Planned Park and Open Space Acquisition		Development Cost	Total Acquisition and Development Cost
	Area (acres) <sup>a</sup>	Cost		
State of Wisconsin	7	101,000	265,000 <sup>b</sup>	366,000
Milwaukee County	2,845	37,521,000	4,649,000	42,170,000
Local Government <sup>c</sup>	23	252,000	3,980,000 <sup>d</sup>	4,232,000
Nonprofit Conservation Organization	58	1,072,000	75,000 <sup>e</sup>	1,147,000
<b>Total</b>	<b>2,933</b>	<b>38,946,000</b>	<b>8,969,000</b>	<b>47,915,000</b>

NOTE: Cost estimates are proposed in 2019 dollars.

<sup>a</sup> Planned acquired acreages are set forth in Table 6.1 of this report.

<sup>b</sup> Includes a picnic area, trails, a parking lot, and restrooms.

<sup>c</sup> Acreage and cost do not include sites that require the purchase or redevelopment of developed land that would require clearance.

<sup>d</sup> Includes facilities identified for development in new park sites as identified by local government plans containing significant park and open space recommendations.

<sup>e</sup> Includes the general development of trails.

Source: Milwaukee County and SEWRPC.



Table 6.7

## Guidelines for Development Considered Compatible with Primary Environmental Corridors and Isolated Natural Resource Areas

Component Natural Resource and Related Features Within Environmental Corridors <sup>a</sup>	Permitted Development (see General Development Guidelines below)															
	Transportation and Utility Facilities				Recreational Facilities											
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities <sup>b</sup>	Trails <sup>c</sup>	Picnic Areas	Family Camping <sup>d</sup>	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard- Surface Courts	Parking	Buildings	Rural-Density Residential Development
Lakes, Rivers, and Streams	-- <sup>e</sup>	-- <sup>f,g</sup>	--	-- <sup>h</sup>	-- <sup>i</sup>	--	--	X	X	--	--	--	--	--	--	--
Riparian Buffer <sup>j</sup>	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--
Floodplain <sup>k</sup>	-- <sup>l</sup>	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--
Wetland <sup>m</sup>	-- <sup>l</sup>	X	--	--	X <sup>n</sup>	--	--	--	X	--	X <sup>o</sup>	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--
Woodland	X	X	X <sup>p</sup>	--	X	X	X	--	X	X	X	X	X	X	X <sup>q</sup>	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	-- <sup>r</sup>	--	--	--	--	X <sup>s</sup>	X	--	--	--	--	--
Prairie	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--
Historic Site	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	--	X	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--	-- <sup>q</sup>	--	--	--	--	--	--	--	--	--	--	--

Note: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

## APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary environmental corridors and isolated natural resource areas.

Under the regional plan:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

## GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

Table continued on next page.



- Recreational Facilities: In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- Rural-Density Residential Development: Rural-density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multifamily structures. When rural residential development is accommodated, cluster subdivision designs are strongly encouraged.
- Other Development: In lieu of recreational or rural-density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.

Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered home sites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.

- Pre-Existing Lots: Single-family development on existing lots of record should be permitted as provided for under zoning at the time the Commission adopted the regional land use plan.
- All permitted development presumes that sound land and water management practices are utilized.

#### FOOTNOTES

<sup>a</sup> The natural resource and related features are defined as follows:

Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U.S. Geological Survey quadrangle maps.

Riparian Buffer: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: Includes areas with land slopes of 12 percent or greater.

Prairies: Includes open, generally treeless areas which are dominated by native grasses; also includes savannas.

Park: Includes public and nonpublic park and open space sites.

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as Native American settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

<sup>b</sup> Includes such improvements as stream channel modifications and such facilities as dams.

<sup>c</sup> Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

Table continued on next page.



<sup>d</sup> Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time, typically ranging from an overnight stay to a two week stay.

<sup>e</sup> Certain transportation facilities such as bridges may be constructed over such resources.

<sup>f</sup> Utility facilities such as sanitary sewers may be located in or under such resources.

<sup>g</sup> Electric power transmission lines and similar lines may be suspended over such resources.

<sup>h</sup> Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

<sup>i</sup> Bridges for trail facilities may be constructed over such resources.

<sup>j</sup> Previous editions of these guidelines identified this category as "Shoreland," rather than "Riparian Buffer." Riparian buffers, as defined in footnote "a" of this table, typically would be located within a State-defined shoreland area (see Chapters NR 115 and NR 117 of the Wisconsin Administrative Code).

<sup>k</sup> Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

<sup>l</sup> Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

<sup>m</sup> Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

<sup>n</sup> Only an appropriately designed boardwalk/trail should be permitted.

<sup>o</sup> Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

<sup>p</sup> Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

<sup>q</sup> Only if no alternative is available.

<sup>r</sup> Only appropriately designed and located hiking and cross-country ski trails should be permitted.

<sup>s</sup> Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC

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## APPENDIX A

### PARK TYPOLOGY

The typology used in this park and open space plan for Milwaukee County is based on the typology established under the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) regional planning program<sup>1</sup> and is similar to the typology used by most parks and recreation agencies. The typology in this plan, specifically developed to apply to recreation sites and facilities that are located within or serve the residents of Milwaukee County, classifies each County-owned outdoor recreation site as a regional park, community park, neighborhood park, mini park, sports complex, special-use facility, greenway, parkway, or as an open space/natural area.

Park classifications take into account various characteristics: the size and location of the site; the site's service area; the typical duration of a visit; the availability of recreational amenities, potentially including revenue<sup>2</sup> or signature<sup>3</sup> facilities, or programming; and the intensity of activity supported by park amenities.<sup>4</sup> These characteristics, along with landscape design and parking and lighting considerations, impact the amount of maintenance associated with each park classification. Though the degree of maintenance can vary with seasonal changes in site usage, three levels of maintenance standards account for the resources required for the upkeep of a park and its amenities, including time and type of equipment. In general, Level 1

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<sup>1</sup> Documented in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, November 1977.

<sup>2</sup> Revenue facilities charge for use, typically in the form of an access fee, player fee, team fee, or permit fee. Such facilities include pools, golf courses, tennis courts, recreation centers, sport field complexes, concession facilities, hospitality centers, reservable shelters, outdoor or indoor theatre space, special event spaces, etc.

<sup>3</sup> A signature facility is an enhanced facility or amenity viewed by the community as deserving of special recognition due to its design, location, function, natural resources, etc.

<sup>4</sup> Regardless of classification, each County-owned park and open space site features safety design that meets established standards for crime prevention through environmental design (CPTED). In addition, facilities within County-owned park and open space site are ADA-compliant (i.e. satisfy requirements set forth by the 1990 Americans with Disabilities Act).



maintenance standards require the highest level of maintenance,<sup>5</sup> Level 2 maintenance standards entail less intensive landscape maintenance,<sup>6</sup> and Level 3 maintenance standards pertain to lower maintenance park sites.<sup>7</sup>

## **Regional Park**

A regional park serves several communities, residents within the County, or multiple counties. Regional parks usually have a combination of passive and active recreational facilities and are predominantly natural resource-based, often featuring a specific scenic or recreational opportunity not available in other parks. Regional parks can promote tourism and enhance the identity of the Region.

Characteristics typical of regional parks follow:

- Size of site: 100 acres or more
- Service radius: Four miles or greater
- Location: Preferable where natural resources (wetlands, streams, and other geographic features) or significant cultural/historic features can be preserved. Access from public roads capable of handling anticipated traffic
- Duration of visit: All day
- Amenities: 10-12 amenities for a signature facility (e.g. golf course, tennis complex, lake, playground, 3+ reservable picnic shelters, extreme sports, recreation center, pool, gardens, trails, specialty facilities, etc.). Public restrooms, concessions/restaurant, food and retail sales, and special event site. Typically includes sport fields/complexes

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<sup>5</sup> Level 1 maintenance standards may include mowing turf and edging turf perimeters at least once a week, inspecting playgrounds monthly, pruning or trimming trees and shrubs twice annually, and repainting court lines annually.

<sup>6</sup> Level 2 maintenance standards may include mowing turf at least once every two weeks and edging turf perimeters at least once monthly and pruning or trimming trees and shrubs every two or three years.

<sup>7</sup> Level 3 maintenance standards primarily apply to parks that are suited to less manipulation, with areas left in a natural state, and that require attention primarily for safety-related concerns.



- Revenue facilities: More than two. Park should produce revenue to offset operational costs
- Land usage: Up to 50 percent active/50 percent passive
- Programming: More than four experiences per age segment; at least four core programs provided
- Maintenance standards: Aim for Level 2; some amenities may require Level 1
- Parking: Varies depending on amenities.<sup>8</sup> Traffic calming devices encouraged within and next to park
- Lighting: Amenity lighting to meet sport field light standards. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security, with attention to lighting park paths
- Signage: Directional signage and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility
- Landscape design: Appropriate design to enhance the park theme/use/experience
- Other: Linked to major trails systems; public transportation available. Dedicated site managers on duty. Telephone/cable TV conduit

### **Community Park**

Community parks are intended to be accessible to multiple neighborhoods and focus on meeting community-based recreational needs while preserving unique landscapes and open spaces. Community parks typically provide active and passive recreational opportunities for all ages.

Characteristics typical of community parks follow:

- Size of site: normally 25 to 60 acres; may be up to 100 acres
- Service radius: Two miles

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<sup>8</sup> Appendix C of this plan contains general standards for parking for specific facilities.



- Location: On two collector streets minimum; preferably on one arterial street. Minimal number of residences abutting site. Preferably streets on four sides of site or on three sides with a school or municipal use on fourth side. Encourage trail linkage to other parks
- Duration of visit: Two to three hours
- Amenities: Four signature amenities minimum (e.g. trails, large shelters/pavilions, playgrounds for ages 2-5 and 5-12 with some shaded elements, recreation center, pool or family aquatic center, water feature). Public restrooms. Typically includes sport fields/complexes
- Revenue facilities: One or more (e.g. pool, sports complex, pavilion)
- Land usage: 65 percent active/35 percent passive
- Maintenance standards: Aim for Level 2; some amenities may require Level 1
- Parking: Varies depending on amenities; occupies no more than 10 percent of the park. On-street parking adjacent to park to maximize usable park space. Traffic calming devices encouraged within and next to park
- Lighting: Amenity lighting to meet sport field light standards. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security, with attention to lighting park paths
- Signage: Directional signage and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility
- Landscape design: Appropriate design to enhance the park theme/use/experience. Should feature natural/artificial barrier with consideration for sight lines and vision corners if on an arterial street
- Other: Strong appeal to surrounding neighborhoods. Partnerships developed with support groups, schools, and other organizations. Loop trail connectivity; linkages to regional parks, trail, or recreational facility. Telephone/cable TV conduit



## Neighborhood Park

A neighborhood park, typically of a size and scale that blends into the surrounding neighborhood, should feature safe pedestrian access for nearby residents. A neighborhood park may be defined by its use and facilities and may serve as the recreational and social focus of adjoining neighborhoods, contributing to their distinct identity.

Characteristics typical of neighborhood parks follow:

- Size of site: Three to 10 acres; occasionally smaller. Preferably eight acres
- Service radius: 0.5 mile
- Location: On a local or collector street. Preferably next to a school and linked by trails to other parks
- Duration of visit: One hour or less
- Amenities: One signature amenity (e.g. major playground, splash pad/wading pool, or sport court); no public restrooms unless necessary for signature amenity. May include one non-programmed sports field, playgrounds for ages 2-5 and 5-12 with some shaded elements, loop trails, and benches and small picnic shelters next to play areas
- Landscape design: Appropriate design to enhance the park theme/use/experience. Should feature natural/artificial barrier with consideration for sight lines and vision corners if on an arterial street
- Land usage: 85 percent active/15 percent passive
- Programming: Typically none, but a signature amenity may be programmed
- Maintenance standards: Aim for Level 2; some amenities may require Level 1
- Signage: Directional signage and facility/amenity regulations to enhance user experience
- Parking: Include on-street parking adjacent to park to maximize usable space. As necessary, provide 5-10 spaces including handicap spaces within park. Traffic calming devices encouraged next to park



- Lighting: Security or amenity only. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security with attention to lighting park paths
- Other: Customized to demographics of neighborhood

### **Mini Park**

A mini park<sup>9</sup> is a small site located in a dense/urban area with limited open space and recreational facilities. Mini parks are often established in a neighborhood design or as an adaptive reuse of one or more vacant lots or other leftover or unused open space in an otherwise developed area that are converted to passive or active recreational use. Most often accessed by people within a five to ten minute walking-distance on foot or by bike, mini parks are designed for the needs and interests of the immediately surrounding neighborhood. Mini parks may serve a range of age groups and can provide opportunities for a variety of uses.

Characteristics typical of mini parks follow:

- Size of site: 2 acres or smaller; determined by availability of open land
- Service radius: one-quarter to one-half mile
- Location: On a local/collector street
- Duration of visit: One hour or less
- Amenities: One or more (playfield/open space, gathering area, interactive features/playground facility for ages 2-5 and 5-12). Signage, benches, and shaded elements. May feature community gardens
- Land usage: Varies depending on facilities
- Programming: None
- Maintenance standards: Aim for Level 2; some amenities may require Level 1. Utilize partner support
- Parking: None

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<sup>9</sup> Also known as a pocket park or a vest pocket park.



- Lighting: None
- Signage: Preferable to identify site as a park
- Landscape design: Includes features to physically define the site. May be hardscaped or greenscaped
- Other: Partnerships developed with nearby residents, neighborhood groups, local businesses, schools, and other organizations

## **Sports Complex**

A sports complex may be in a community or regional park or as a stand-alone facility. Sports complexes may be single-focused or multi-focused, include indoor and/or outdoor facilities, and may serve the recreational needs of youth and adults. A sports complex should focus on meeting residents' needs while also attracting sport tournaments to the community for economic purposes.

Characteristics typical of sports complexes follow:

- Size of site: Preferably 40+ acres for stand-alone complex. Sufficient to meet field specifications per the sport's governing body
- Service radius: Determined by community demand
- Location: Stand-alone sports complexes should be on/near arterial streets.<sup>10</sup> Preferably streets on four sides of the site or on three sides with a school or municipal use on the fourth side
- Duration of visit: 2-3 hours for single activities. Potentially all day for tournaments/special events
- Amenities: 4-16 fields/sports courts, public restrooms, picnic pavilion, and concessions. A signature complex should feature enhanced amenities (artificial turf, benches and bleachers, scoreboards, amplified sound, scorer's booths, multipurpose fields, etc.<sup>11</sup>) May support extreme sports (BMX, skateboarding, etc.)

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<sup>10</sup> Refer to information for a community or regional park if located within a park.

<sup>11</sup> Enhanced amenities for a sports complex are best identified collaboratively between park and recreation agencies and user groups depending upon adequate funding.



- Revenue facilities: 4 or more (e.g. fields, concessions, pavilion). Sufficient to offset operational costs
- Land usage: 95 percent active/5 percent passive
- Programming: Focus on active programming of all amenities
- Maintenance standards: Plan for Level 1
- Parking: Varies depending on amenities. Traffic calming devices encouraged within and next to site
- Lighting: Outdoor fields should be lighted to maximize value and productivity. Amenity lighting includes sport field light standards. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security, with attention to lighting park paths
- Signage: Directional signage and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility
- Landscape design: Appropriate design to enhance the park theme/use/experience. Turf types appropriate for the facility and anticipated usage
- Other: Telephone/cable TV conduit

### **Special Use Facility**

Special use facilities do not fall within a typical park classification and usually serve a single purpose. Special use facilities may be located inside another park or open space site and generally fall into three categories: historic/cultural/social sites, golf courses, and indoor or outdoor recreation facilities.

### ***Historic/Cultural/Social Sites***

Historic/cultural/social sites are unique local resources that offer historical, educational, and cultural opportunities. Examples of such sites include historic downtown areas, commercial zones, plaza parks, performing arts parks, arboretums, display gardens, performing arts facilities, indoor theaters, and amphitheaters. Historic/cultural/social sites are frequently located in community or regional parks.



## **Golf Courses**

Golf courses include nine and 18-hole complexes with ancillary facilities such as clubhouses, driving ranges, program space, and learning centers. Golf courses are highly maintained and serve population with a wide age range. Programs are targeted for daily-use play, tournaments, leagues, clinics, and special events. Operational costs for such facilities come from daily play, season pass sales, concession sales, driving range fees, earned income opportunities, and sale of pro shop items.

## **Indoor and Outdoor Recreation Facilities**

Indoor recreation facilities, which are frequently located within community or regional parks, include specialized or single-purpose facilities, such as community centers, senior centers, indoor recreation facilities, and community theaters. Outdoor recreation facilities, which may also be located within a community or regional park, include aquatic parks, disk golf, skateboarding, BMX, and dog parks.

### Characteristics of Special Use Facilities

Though the site size, visit duration, amenities, and other characteristics depend upon the activities offered by the facility and vary for each category, typical characteristics of special-use facilities follow:

- Service radius: Varies. Typically serves special user groups; a few serve the entire population
- Location: Varies<sup>12</sup>
- Revenue facilities: Should be determined at a policy level before the facility is planned and constructed as revenue may be required for construction and/or annual maintenance
- Maintenance standards: Aim for Level 2; some amenities (i.e., rose gardens) may require Level 1
- Parking: On-/off-street parking to satisfy demand, which varies by facility. May feature on-street parking adjacent to site to maximize usable park space. As necessary, provide five to 10 spaces including handicap spaces within site. Traffic calming devices encouraged next to site
- Lighting: Security or amenity only. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security, with attention to lighting park paths

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<sup>12</sup> As with each park classification, the site should be located where appropriate for its use.



- Signage: Directional signage, kiosks, and facility/amenity regulations to enhance user experience
- Landscape design: Appropriate design to enhance the park theme/use/experience
- Other: Telephone/cable TV conduit as appropriate

## **Parkways**

A parkway is a linear site featuring a roadway and a natural resource corridor, most often along major rivers and streams. Parkway, avenues of movement that connect communities, parks, and recreational and cultural components via curvilinear thoroughfares, frequently feature trails and serve as a unifying feature of a recreational and natural resource network. Parkway protect natural areas and open spaces, enhance plant and wildlife habitat, and can contribute to waterway flood control and stormwater management.

Characteristics typical of parkways follow:

- Size: A typical width of at least 200 feet, including the roadway and adjacent natural features
- Location: Along watershed features and bluffs, including creeks, rivers, and Lake Michigan
- Amenities: Limited-access, vehicular roadway, paved trails, benches, picnic tables, and signage. May feature buildings (e.g., comfort stations, picnic shelters, and maintenance buildings) and developed recreation areas with recreational facilities (playgrounds, sport fields, and swimming pools)
- Maintenance standards: Aim for Level 2; some amenities may require Level 1
- Parking: On-street or on-site parking at major trailheads
- Lighting: Security lighting along roadway. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security with attention to lighting park paths
- Signage: At intersections with collector streets. Interpretive kiosks as deemed appropriate
- Landscape design: Landscapes designed to enhance roadways and adjacent watershed features. Retain existing woods, water features, and topography. Indigenous vegetation to screen or frame



views or to provide flood management. Man-made features (e.g. bridges, culverts, and retaining walls) traditionally constructed of native stone and timber with handcrafted finishes

- Other: Connectivity to natural areas, open space, parks, and other attractions and facilities is desirable

## **Greenways**

A greenway is a narrow trail right-of-way that links neighborhoods, recreation facilities, attractions, and natural areas, or other park and open space sites and facilities. Greenways are recognized for their ability to connect people and places and often feature paved or natural trails, including loop trails through parks. Multi-use trails can fulfill two guiding principles simultaneously: protecting natural areas and open spaces and providing people with a way to access and enjoy the protected lands. Multi-use trails also offer an off-street alternative for transportation; provide unique opportunities for outdoor education and cultural interpretation; and serve as habitat enhancements for plants and wildlife.

Characteristics typical of greenways follow:

- Size: A typical width of at least 30 feet of unencumbered land. May include 10-foot-wide urban trail to support pedestrian/bicycle use
- Location: Consistent with the County-approved trails master plan<sup>13</sup>
- Amenities: Public restrooms at major trailheads
- Maintenance standards: Demand-based maintenance with available funding
- Parking: On-street or on-site parking at major trailheads
- Lighting: Security lighting at trailheads and high use areas. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security with attention to lighting park paths
- Signage: Identify user's location and trail connections. Mileage markers at half-mile intervals. Interpretive kiosks as deemed appropriate

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<sup>13</sup> The Milwaukee County Trails Network Plan, published by Milwaukee County Parks in 2007, details proposed trails, trail corridors, and initiatives.



- Landscape design: Limited or no planting in open space areas
- Other: Connectivity to parks or other attractions and facilities is desirable

### **Open Space/Natural Areas**

Open space/natural areas, undeveloped aside from any natural or paved trails, contain natural resources that can be managed for recreational and educational opportunities and for conservation benefits, such as protecting endangered species, wildlife habitat, and water quality. Unstructured, low-impact, nature-based recreational opportunities supported by open space/natural areas include walking and nature study/viewing.

Characteristics typical of open space/natural areas follow:

- Location: May be located within river corridors or within power line corridors
- Amenities: May include paved or natural trails, wildlife viewing areas, or nature-based interpretation/education facilities
- Maintenance standards: Level 3 or demand based. Resource management practices observed
- Parking: On- or off-street parking
- Lighting: None
- Signage: Interpretive kiosks as deemed appropriate
- Landscape design: Generally none. May be appropriate around site entry or buildings, incorporating sustainable design. May be important for maintaining and restoring of open space/natural areas

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500-1116  
WD# 258067  
RMB  
9/9/2021

## **APPENDIX B**

### **MILWAUKEE COUNTY EQUITY-RELATED DOCUMENTATION**

DRAFT



## **Milwaukee County Declaration of Racism as a Public Health Crisis**

DRAFT



A resolution by County Executive Abele and Supervisor Nicholson, requesting approval to recognize April 1<sup>st</sup>- 7<sup>th</sup> as National Public Health Week, and supporting Milwaukee County's commitment to achieve racial equity and transform systems and institutions impacting the health of our community, by recommending adoption of the following:

## **A RESOLUTION**

WHEREAS, National Public Health Week is sponsored by the American Public Health Association to raise awareness of the relationship between the health of individuals and the health of their communities; and

WHEREAS, National Public Health Week focuses on a different public health topic every day of the week including: healthy communities, violence prevention, rural health, technology, public health, climate change, and global health; and

WHEREAS, the promotion of healthy communities is directly related to the health of individuals, and encourages expanding public health support networks to decrease racial disparities in health outcomes; and

WHEREAS, communities of color are disproportionately impacted by social determinants of health, such as: increased exposure to lead, poor air quality, lack of safe places to walk, bike, or run, and inadequate health education; and

WHEREAS, the City of Milwaukee is considered one of the most segregated cities in the United States, resulting in wide health disparities among its racial populations; and

WHEREAS, race is a social construction with no biologic basis; and

WHEREAS, racism is a social system with multiple dimensions, including individual racism, which is internalized or interpersonal, and systemic racism, which is institutional or structural, and is a system of structuring opportunity, and assigning value based on the social interpretation of how one looks; and

WHEREAS, systemic racism unfairly disadvantages some individuals and communities, unfairly advantages other individuals and communities, and depletes the strength of the whole society through the waste of human resources; and

WHEREAS, racism causes persistent racial discrimination in housing, education, employment, transportation, and criminal justice, and an emerging body of research demonstrates that racism is a social determinant of health; and



WHEREAS, African Americans comprise 26.2 percent of Milwaukee County's (the County) total population, the largest throughout the State of Wisconsin's counties; and

WHEREAS, more than 100 studies have linked racism to negative health outcomes; and

WHEREAS, the Wisconsin Department of Health Services determined that African Americans and Native Americans have the highest excess death rates at every stage in the life course, and the infant mortality rate of non-Hispanic black infants is the highest in the nation; and

WHEREAS, the 2016 infant mortality rate in the County among African American mothers was 13.1 deaths per 1,000 births, compared to their white counterparts, a rate of 4.9 deaths per 1,000 births; and

WHEREAS, in 2016, the rate of African American mothers in the County starting prenatal care during their first and third-trimesters were 59.8 percent and 9.7 percent respectively, while the rate of white mothers starting prenatal care during their first and third-trimesters were 78.6 percent and 3.3 percent; and

WHEREAS, County Health Rankings (using 2016 data) place County residents in a tie for 70th out of 72 Wisconsin Counties, indicating that residents averaged four "physically unhealthy days" in the past 30 days; and

WHEREAS, Healthiest Wisconsin 2020 states that, "Wisconsin must address persistent disparities in health outcomes and the social, economic, educational, and environmental inequities that contribute to them;" and

WHEREAS, the Wisconsin Public Health Association is committed to achieving health equity and convened a Racial Equity Workgroup in 2017; and

WHEREAS, while there is no epidemiologic definition of "crisis," the health impact of racism clearly rises to the definition proposed by Galea: "The problem must affect large numbers of people, it must threaten health over the long-term, and it must require the adoption of large-scale solutions;" and

WHEREAS, the County created the Office on African American Affairs to serve in an integral role in recognizing and aiding in the resolution of the County's racial inequities for the benefit of all of its citizenry, and for the region to achieve its full potential; and

WHEREAS, with support from community partners and the Office on African American Affairs, it is the County's responsibility to address racism, including seeking solutions to reshape the discourse and actively engaging all citizens in racial justice work; and



91  
92 WHEREAS, the Committee on Health and Human Needs, at its meeting of  
93 April 17, 2019, recommended adoption of File No. 19-397 (vote 5-0); now, therefore,  
94

95 BE IT RESOLVED, Milwaukee County (the County) will:  
96

- 97
- 98 • Assert that racism is a public health crisis affecting our entire society
  - 99 • Assess internal policy and procedures to ensure racial equity is a core  
100 element of the County, led by the County Executive and the Milwaukee  
101 County Board of Supervisors (County Board), in collaboration with the  
102 Office on African American Affairs, Racial Equity Ambassador Workgroup,  
and other relevant parties
  - 103 • Work to create an inclusive organization identifying specific activities to  
104 increase diversity across its workforce and in leadership positions
  - 105 • Incorporate inclusion and equity into organizational practices, offer  
106 educational trainings/activities to expand employees' understanding of  
107 how racism affects individuals, and the health of marginalized populations,  
108 and provide tools to assist members to engage actively and authentically  
109 with communities of color
  - 110 • Advocate for relevant policies that improve health in communities of color,  
111 and support local, State, and Federal initiatives that advance social  
112 justice, while encouraging individual employee advocacy
  - 113 • Encourage other local, State, and national entities to recognize racism as  
114 a public health crisis
- 115

116 ; and  
117

118 BE IT FURTHER RESOLVED, the County Board hereby supports the County's  
119 efforts to address public health disparities due to racial inequities throughout the  
120 County.  
121

122  
123 ars  
124 04/17/19  
125 S:\Committees\2019\April\HHN 041719\Resolutions\19-397 National Health Week Racial Equality.docx



## **Milwaukee County Parks Equity Index Score Application**

DRAFT





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## May Board Cycle

## Milwaukee County Parks

9480 Watertown Plank Rd.

Wauwatosa, WI 53226

(414) 257-PARK

Date: April 16, 2021  
To: Marcelia Nicholson, Chairwoman, County Board of Supervisors  
From: Guy Smith, Executive Director, Milwaukee County Parks  
Subject: **2021 Parks Equity Index (INFO)**

### Issue

Milwaukee County has established a vision of becoming the healthiest county in Wisconsin by achieving racial equity. The Parks Department has been working to integrate tools for equity-based decision making into daily internal practices.

### Background

The Milwaukee County Parks System is comprised of 157 properties. The budget, personnel, and management of a system that is almost 16,000 acres takes the effort of many people, who are often making decisions at a pace that matches the activity in the parks. There are 19 different municipalities within Milwaukee County, and the populations served within each community are unique and diverse. In order to appropriately serve those who live in and use Milwaukee County Parks, it is necessary to have the needs of park users reflected in the guiding decisions of the department.

The most effective way to hear the opinions and needs of park users is to directly interface or have representation in the decision-making process. Because there are so many choices being made daily within the parks system, direct connection to community members is not always an option. The Parks Department has sought, therefore, a tool that could inform those evaluating choices related to parks to also consider equity as a determining factor. The Planning & Development Division of Parks frequently uses GIS (Geographic Information Systems) to assess issues through mapping of known information like natural resources, property information, etc. In order to overlay equity information in a similar way, GIS was used to compile information that could be expressed spatially, or by park.





The approach to develop this tool had 5 key steps:

1. Service Area Definition

Based on park classification (regional, neighborhood, etc), define the service area for each park and create a buffer around each park. For instance, neighborhood parks serve the area around them for a distance of 0.5-miles, so circles with 0.5-mi radii were created around those parks classified as neighborhood parks.

2. Weighted Composite Data Analysis

Using data available through ESRI GIS's Community Analyst extension and the Wisconsin Department of Natural Resources, evaluate a variety of data that can give an impression of the community information for those who live within each park's service area. Data types included income data, at risk population data, demographic data, access to health care data, and crime data. Datasets measuring population totals were converted to measurements by rate, rather than by sum, to fairly represent parks that are located near the edge of the County.

3. Project Review

Several reviews were held (and are still ongoing) to vet the project process and products. These internal controls were completed by staff working in the planning field, parks leadership, GIS analysts across the Milwaukee County Departments, staff at the Medical College of Wisconsin, ESRI, as well as racial equity ambassadors. Review through OAAA is being coordinated as of the date of this memo.

4. Weighted Composite Results

Compiling all available data and weighting it within the evaluation to appropriately capture equity considerations, a database was created to assess each park site individually.

5. Index Score

Using a formula to assign an equity index score of 1-10 based on equal ranges of scoring, a value was assigned to give a snapshot view of the equity score for each park's service area. In this evaluation, a higher score represents higher equity need present for the identified location.

While never a replacement for public engagement or representation from diverse voices in decision making, this tool provides Parks with a way to evaluate different locations in the County with a scale that measures need specific to each park site. Data validation will continue to be updated annually, as will involvement of racial equity ambassadors and OAAA. This tool is anticipated to be used in parks decision making for project proposals, operational decisions that stretch systemwide, and other appropriate uses.





## Recommendation

No action required; report is provided for informational purposes.

Prepared by: Sarah Toomsen, Manager of Planning & Development Milwaukee County Parks

Approved by: Guy Smith, Executive Director, Milwaukee County Parks

*Guy Smith*

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## Attachments

- 2021 Equity Index Process Diagram
- Parks Equity Index Database
- PEEC Equity Index Presentation

## Copy

- David Crowley, County Executive
- Mary Jo Meyers, Chief of Staff, County Executive's Office
- Sheldon Wasserman, Parks, Energy & Environment Chair, Supervisor District 3
- Steven Shea, Parks, Energy & Environment Committee Vice-Chair, Supervisor District 8
- Felesia Martin, Parks, Energy & Environment Committee Member, Supervisor District 7
- Sylvia Ortiz-Velez, Parks, Energy & Environment Committee Member, Supervisor District 12
- Liz Sumner, Parks, Energy & Environment Committee Member, Supervisor District 1
- Kelly Bablitch, Chief of Staff, County Board
- Julie Landry, Director, Department of Administrative Services
- Joseph Lamers, Fiscal & Budget Director, DAS
- Vince Masterson, Fiscal & Strategic Asset Coordinator, DAS
- Pamela Bryant, Capital Finance Manager, Comptroller's Office
- Justin Rodriguez, Capital Finance Analyst, Comptroller's Office
- Kelsey Evans, Committee Coordinator, Office of the County Clerk
- Emily Peterson, Research & Policy Analyst, Office of the Comptroller
- Anthony Rux, Budget & Management Analyst, DAS-PSB

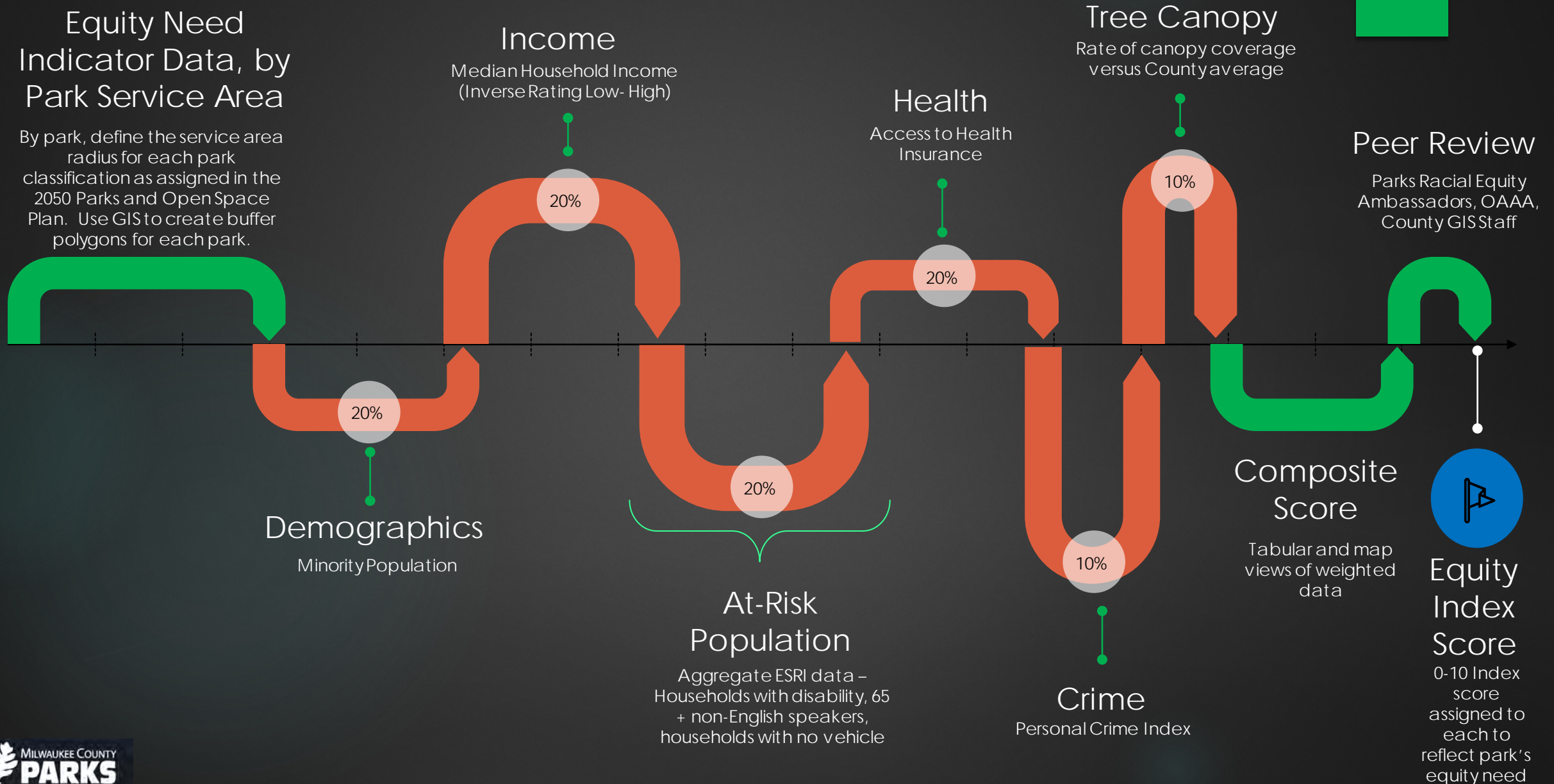




# Parks Equity Index - 2021

## Equity Need Indicator Data, by Park Service Area

By park, define the service area radius for each park classification as assigned in the 2050 Parks and Open Space Plan. Use GIS to create buffer polygons for each park.





**Milwaukee County Ordinance on  
Achieving Racial Equity and Health**

DRAFT



## Chapter 108 - ACHIEVING RACIAL EQUITY AND HEALTH

## 108.01. - Achieving racial equity and health.

Racism has been and is a public health crisis in Milwaukee County. According to the County Health Rankings, Milwaukee County is, and has consistently been, one (1) of the lowest-ranked counties for health in Wisconsin and, according to Federal Reserve Economic Data, Milwaukee County is one (1) of our nation's most racially segregated areas. According to 2019 statistics, a white person lives, on average, nearly fourteen (14) years longer than a black person and the infant mortality rate is nearly three (3) times higher for black infants compared to white infants. Race is a social construction with no biologic basis, yet racism may produce an assigned societal value based on the way a person looks that has resulted in race being a consistent predictor of a person's quality and length of life. With this ordinance, Milwaukee County government declares its commitment to achieving racial equity by identifying and eliminating any racism in its institutional policies, procedures, practices, and power structures for black and brown individuals and communities so everyone in Milwaukee County can thrive.

## 108.02. - County strategic priority, mission, vision, and values.

- (1) The institutionalization of racial equity in the County's mission, vision, values, and services are of the utmost priority. Milwaukee County government declares that:
  - (a) Racism has been, is, and will continue to be, a public health crisis until race is no longer a predictor of quality or length of life in Milwaukee County.
  - (b) The vision of the County be: "By achieving racial equity, Milwaukee is the healthiest county in Wisconsin."
  - (c) The mission of the County be: "We enhance the quality of life in Milwaukee County through great public service."
  - (d) The values guiding the culture of the County workforce be:
    - i. Respect: We work with and for others.
    - ii. Integrity: We do the right thing.
    - iii. Excellence: We never stop improving.

## 108.03. - Guiding framework and strategic objectives to achieve the county's vision.

- (1) Milwaukee County adopts the "Health and Equity Framework," adapted from the Wisconsin Population Health Institute's model, as its guiding framework for addressing the root causes of institutional and systemic racism. The framework first directs that influencing the "Power to Make Change" is the most sustainable and transformational way to affect racial equity and health in the County population. The second key area that the framework directs focus to is "Institutional Practices," which entails identifying and eliminating any racial biases in governmental practices. By addressing these two causal areas of racial and health inequities, Milwaukee County will make huge strides in advancing its vision of achieving racial equity and being the healthiest county in Wisconsin.





(2) To this end, Milwaukee County government declares that it will achieve the following objectives, which directly affect "Power to Make Change" and "Institutional Practices":

(a) *Diverse and Inclusive Workforce:*

1. Milwaukee County leadership, management, and staff will reflect the demographics (including, but not exclusively racial) of Milwaukee County.
2. Milwaukee County will have an inclusive workplace culture where differences are welcomed, where different perspectives are heard, and where individuals feel a sense of safety and belonging.
3. Employees will understand what skills and experience are expected to advance to the next level and will have opportunities to gain those skills and experiences.

(b) *Employee Perspective:*

1. Milwaukee County leaders and management will regularly consult and problem solve with a racially diverse representation of frontline staff to inform equitable policy, process, and customer service delivery decisions.

(c) *Customer-Focused Design:*

1. Milwaukee County will determine what services we offer and how money is spent based on robust, diverse public participation.
2. Milwaukee County will determine where services are offered based on robust, diverse public participation.
3. Milwaukee County will determine how services are offered based on robust, diverse public participation.

(d) *Improved Performance and Equitable Practice:*

1. Milwaukee County will monitor and evaluate the impact and equity of all services on customers and will use data to continuously improve.
2. Milwaukee County will be held accountable by external partners and community members for progress and results on the strategic plan.

(e) *Fiscal Health:*



1. Milwaukee County will secure additional revenue and achieve cost savings each year to be able to cover existing costs.
2. Milwaukee County will identify and implement mechanisms to make investments into strategic priorities to achieve the objectives outlined above.
3. Milwaukee County declares that it will, at a minimum, use racial equity tools to evaluate the impact of decisions on black and brown communities for the following enterprise-wide areas:
  - The budget
  - Processes, policies, and procedures
4. Milwaukee County declares that it will continue to offer trainings to support racial equity work at all employee levels.
5. Milwaukee County declares that every informational and action report that is submitted to the County Board will incorporate the impact on the vision and connection to racial equity and the strategic objectives.
6. Milwaukee County declares that it will create and maintain an external website dedicated to racial equity and health work at the County.
7. Milwaukee County declares that it will create and maintain an intranet site dedicated to racial equity and health work at the County.

#### 108.04. - Key stakeholder roles and responsibilities.

- (1) The County directs that the stakeholders below will carry out the described roles and responsibilities in support of the successful execution of the strategic objectives outlined in this ordinance:
  - (a) *County Leaders, Managers, and Staff:* Leaders are accountable for the success of the objectives outlined above to advance racial equity in Milwaukee County. Furthermore, every employee is responsible for the implementation of this resolution/ordinance and developing skills and capacities to create and maintain a culture in which employees recognize and respect the diverse values, beliefs, and behaviors in the workforce and the community they serve.
  - (b) *Office on African American Affairs:* The Office provides guidance, education, research, and technical assistance to support the County vision and strategic planning priorities.
  - (c) *Strategic Plan Advisory Council:* Milwaukee County declares that it will create a Strategic Plan Advisory Council. The Advisory Council shall provide both input on and support for the implementation of solutions designed to advance Milwaukee County's vision of achieving racial equity and becoming the healthiest county in Wisconsin. The Advisory Council shall consist of eleven (11) representatives:
    - i. One (1) chairperson, who must be a Milwaukee County employee and shall be nominated by the County Executive and approved by the County Board Chairperson.
    - ii. Three (3) County Board Supervisors selected by the County Board Chairperson.
    - iii. One (1) Elected Official from the District Attorney's Office, the Chief Judge's Office, the Clerk of Courts, or the Milwaukee County Sheriff's Office, who will be nominated by the County Executive and approved by the Chairperson of the County Board of Supervisors; in the event that none of these elected officials serve on the Advisory Council, their seat will be filled by an additional external partner, following the same rules as outlined in 108.04(1)(c)(viii).
    - iv. One (1) Elected Official from the Register of Deeds Office, the Office of the Comptroller, the Office of the County Clerk, or the Office of the Treasurer, who will be nominated by the County Executive and



approved by the Chairperson of the County Board of Supervisors; in the event that none of these elected officials serve on the Advisory Council, their seat will be filled by an additional external partner, following the same rules as outlined in 108.04(1)(c)(viii).

- v. The Director of the Office on African American Affairs.
- vi. Two (2) Department Directors selected by the County Executive.
- vii. One (1) non-supervisory Racial Equity Ambassador selected by the Office on African American Affairs and approved by the Ambassador's Department Director.
- viii. One (1) community member, who will be nominated by the County Executive and approved by the Chairperson of the County Board of Supervisors.

The composition of the Advisory Council shall be assembled with diversity at the front of mind.

The Advisory Council shall convene at least once each quarter, or four (4) times annually. In addition to monitoring the County's progress toward realizing the objectives outlined in the County's strategic plan, the Advisory Council shall provide input and support for overcoming obstacles encountered by County employees working to advance the plan.

As appropriate, the Advisory Council shall provide input on the refinement and implementation of the strategic plan. Recommendations for significant changes to the plan (for example, changes to wording of the objectives, or reallocating employee time or County resources to achieve the objectives) shall require a written recommendation to both the County Executive and the County Board Chair for consideration and approval.

The Director of Strategic Planning and the County Board Chairperson's Chief of Staff or their designees shall jointly prepare the agenda and materials for the meetings. One (1) or both of individuals shall (co-)facilitate each meeting.

- (d) *County Departments:* Each county department operating budget request submitted to the director of the department of administrative services shall include a budget narrative that incorporates the county's enterprise-wide strategic plan as well as the department's strategic plan. Departmental strategic plans shall show taxpayers and stakeholders how the departmental strategic plan links with the county's strategic priorities, mission, vision, and values. Department strategic plans shall include the following:
  - i. Department's mission statement.
  - ii. Strategic issues.
  - iii. Strategic objectives (goals).
  - iv. Strategies for achieving strategic objectives (programs/strategic program areas).
  - v. Action items/activities/action plans.
  - vi. Outcome/performance measures.

#### LEGISLATIVE HISTORY

All sections effective upon passage and publication unless otherwise indicated.

**Ch. 108. Created** - April 17, 2019, J. Proc.

**108.04(d). Created** - Sept. 24, 2020, J. Proc.



## HISTORY NOTE

( Ord. No. 20-4, § 1, 4-17-19 ; Ord. No. 20-9, § 1, 9-24-20 )



## APPENDIX C

DRAFT



**Table C.1**  
**Park and Open Space Sites Owned by Cities, Villages, or Public School Districts**  
**in Milwaukee County: 2015**

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
1	Village of Bayside			
2	Bayside Middle School	8	T08N, R22E, Section 04	5
3	Ellsworth Park	5	T08N, R22E, Section 04	8
4	Pelham Heath-Indian Creek Water Detention Area	5	T08N, R22E, Section 09	5
5	Village Hall Open Space	5	T08N, R22E, Section 05	14
6	Village of Brown Deer			
7	Badger Meter River Park	5	T08N, R21E, Section 01	3
8	Brown Deer Public Schools	8	T08N, R21E, Section 11	40
9	Fairy Chasm Park	5	T08N, R21E, Section 02	10
10	Village Park	5	T08N, R21E, Section 02	13
11	Village of Fox Point			
12	Bradley Road-Lake Drive Park	5	T08N, R22E, Section 16	1
13	Dunwood School	8	T08N, R22E, Section 17	7
14	Indian Creek Park	5	T08N, R22E, Section 08	8
15	Longacre Park South	5	T08N, R22E, Section 16	4
16	Longacre Pavilion and Park	5	T08N, R22E, Section 16	5
17	Mapledale School	8	T08N, R22E, Section 08	6
18	Stormonth School	8	T08N, R22E, Section 16	9
19	Village Swimming Pool	5	T08N, R22E, Section 21	6
20	Village of Greendale			
21	84th and Grange Athletic Fields	5	T06N, R21E, Section 33	11
22	Ambruster Fields Open Space	5	T06N, R21E, Section 27	2
23	Bentwood Hill Park	5	T06N, R21E, Section 34	1
24	Canterbury Woodlands	5	T06N, R21E, Section 34	7
25	College Park	5	T06N, R21E, Section 35	20
26	College Park School	8	T05N, R21E, Section 02	6
27	Edgerton Park	5	T06N, R21E, Section 27	16
28	Greendale Community Center	5	T06N, R21E, Section 34	22
29	Greendale High School	8	T06N, R21E, Section 34	27
30	Greendale Middle School and Canterbury	8	T06N, R21E, Section 34	17
31	Highland View School	8	T06N, R21E, Section 35	10
32	Lions Park	5	T06N, R21E, Section 34	3
33	Sherwood Heights Park	5	T06N, R21E, Section 34	10
34	Village Green	5	T06N, R21E, Section 35	27
35	Village Green Park	5	T06N, R21E, Section 35	31
36	Village of Hales Corners			
37	Cobb Park	5	T06N, R21E, Section 31	7
38	Edgerton School	8	T06N, R21E, Section 30	4
39	Greenway Open Space	5	T06N, R21E, Section 30	11
40	Hales Corners School	8	T06N, R21E, Section 31	4
41	Potter's Forest	8	T06N, R21E, Section 32	51
42	Schoetz Park	5	T06N, R21E, Section 30	21
43	Village of River Hills			
44	Indian Hill School	8	T08N, R22E, Section 08	4
45	Village of Shorewood			
46	Atwater Park and Beach	5	T07N, R22E, Section 03	7
47	Atwater School	8	T07N, R22E, Section 03	5
48	Hubbard Park	5	T07N, R22E, Section 09	6
49	Humble Park	5	T07N, R22E, Section 10	1
50	Lake Bluff School	8	T07N, R22E, Section 04	8
51	Menlo Park	5	T07N, R22E, Section 10	1

Table continued on next page.



**Table C.1 (Continued)**

<b>Number on Map C.1</b>	<b>Local Government and Site Name</b>	<b>Ownership<sup>a</sup></b>	<b>Location<sup>b</sup></b>	<b>Acreage</b>
	Village of Shorewood (continued)			
45	Nature Preserve	5	T07N, R22E, Section 10	8
46	River Park	5	T07N, R22E, Section 09	8
47	Shorewood Intermediate and High Schools	8	T07N, R22E, Section 09	13
48	Shorewood Library Green Space	5	T07N, R22E, Section 10	1
49	Triangle Park	5	T07N, R22E, Section 04	1
	Village of West Milwaukee			
50	Greenfield Avenue and Beloit Road Open Space	5	T06N, R21E, Section 02	1
51	Lions Park	5	T06N, R21E, Section 02	1
52	Pershing School	8	T07N, R21E, Section 35	2
53	West Milwaukee High School	8	T07N, R21E, Section 35	3
	Village of Whitefish Bay			
54	Buckley Park	5	T08N, R22E, Section 33	2
55	Cahill Square	5	T08N, R22E, Section 33	8
56	Craig Counsell Park	5	T08N, R22E, Section 29	6
57	Cumberland School	8	T07N, R22E, Section 04	8
58	Klode Park	5	T08N, R22E, Section 28	11
59	Lydell School	8	T08N, R22E, Section 32	4
60	Richards School	8	T08N, R22E, Section 28	4
61	School House Park	5	T08N, R22E, Section 33	1
62	Silver Spring Park	5	T08N, R22E, Section 28	1
63	Whitefish Bay Armory	5	T08N, R22E, Section 33	4
64	Whitefish Bay High School	8	T08N, R22E, Section 33	8
65	Whitefish Bay Middle School	8	T08N, R22E, Section 33	2
	City of Cudahy			
66	Cudahy High School	8	T06N, R22E, Section 25	20
67	Cudahy Middle School	8	T06N, R22E, Section 35	3
68	General Mitchell School	8	T06N, R22E, Section 34	4
69	Immigrant Family Park	4	T06N, R22E, Section 23	1
70	J.E. Jones School	8	T06N, R22E, Section 35	2
71	Kosciuszko School	8	T06N, R22E, Section 26	2
72	Lincoln School	8	T06N, R22E, Section 23	2
73	Parkview School	8	T06N, R22E, Section 34	8
	City of Franklin			
74	Ben Franklin Elementary School	8	T05N, R21E, Section 09	7
75	Cascade Creek Park	4	T05N, R21E, Section 14	9
76	Country Dale Elementary School	8	T05N, R21E, Section 07	6
77	Countryside Open Space	4	T05N, R21E, Section 12	6
78	Dr. Lynette Fox Memorial Park	4	T05N, R21E, Section 02	1
79	Ernie Lake Park	4	T05N, R21E, Section 17	14
80	Forest Park Middle School/Environmental Education Center	8	T05N, R21E, Section 16	24
81	Franklin High School	8	T05N, R21E, Section 14	63
82	Franklin Woods Nature Center	4	T05N, R21E, Section 24	39
83	Friendship Park	4	T05N, R21E, Section 13	2
84	Glenn Meadows Park	4	T05N, R21E, Section 12	1
85	Jack E. Workman Park	4	T05N, R21E, Section 13	12
86	Ken Windl Park	4	T05N, R21E, Section 07	4
87	Lion's Legend Park	4	T05N, R21E, Section 16	41
88	Market Square	4	T05N, R21E, Section 07	1
89	Meadowlands Park	4	T05N, R21E, Section 21	14
90	Mission Hills Neighborhood Wetlands	4	T05N, R21E, Section 08	17
91	Ollie Pederson Field	4	T05N, R21E, Section 28	20
92	Pleasant View Elementary School	8	T05N, R21E, Section 11	11
93	Pleasant View Park	4	T05N, R21E, Section 11	24
94	Robinwood Elementary School	8	T05N, R21E, Section 08	3
95	Southwood Glen Elementary School	8	T05N, R21E, Section 24	3
96	Victory Creek Park	4	T05N, R21E, Section 12	72

**Table continued on next page.**



**Table C.1 (Continued)**

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
97	City of Glendale Glen Hills School	8	T08N, R22E, Section 19	10
98	Good Hope Elementary School	8	T08N, R22E, Section 19	7
99	Nicolet High School	8	T08N, R22E, Section 20	20
100	Parkway School	8	T08N, R22E, Section 30	7
101	Richard E. Maslowski Community Park	4	T08N, R22E, Section 30	32
102	City of Greenfield Bicentennial Park	4	T06N, R21E, Section 23	1
103	Brookside Meadow Drive Park Site	4	T06N, R21E, Section 29	15
104	Coopers Hawk Park	4	T06N, R21E, Section 14	1
105	Creekwood Park	4	T06N, R21E, Section 26	3
106	Dan Jansen Park	4	T06N, R21E, Section 27	3
107	Edgewood School	8	T06N, R21E, Section 26	5
108	Elmdale School	8	T06N, R21E, Section 25	5
109	Falcon View Park	4	T06N, R21E, Section 19	2
110	Glenwood School	8	T06N, R21E, Section 14	10
111	Greenfield High School	8	T06N, R21E, Section 26	32
112	Greenfield Middle School	8	T06N, R21E, Section 25	12
113	Greenfield School District Administration	8	T06N, R21E, Section 21	10
114	Haker Park	4	T06N, R21E, Section 24	4
115	Honey Bear Park	4	T06N, R21E, Section 23	1
116	Jim Smrz Park	4	T06N, R21E, Section 36	1
117	Konkel Park	4	T06N, R21E, Section 26	40
118	Lavies Park	4	T06N, R21E, Section 22	1
119	Maple Grove School	8	T06N, R21E, Section 22	5
120	Pond View Park	4	T06N, R21E, Section 24	7
121	Towering Woods Nature Area	4	T06N, R21E, Section 21	4
122	Whitnall High School	8	T06N, R21E, Section 30	29
123	Whitnall Middle School	8	T06N, R21E, Section 30	8
124	Wildcat Creek Nature Corridor	4	T06N, R21E, Section 19	10
125	City of Milwaukee 16th and Edgerton	4	T06N, R22E, Section 30	1
126	16th and Hopkins Play Area	4	T07N, R22E, Section 18	1
127	17th and Vine	4	T07N, R22E, Section 19	1
128	19th and Meinecke Avenue Totlot	4	T07N, R22E, Section 18	1
129	1st and Hadley Green Space	4	T07N, R22E, Section 17	1
130	1st and Keefe Play Area	4	T07N, R22E, Section 08	1
131	1st and Wright	4	T07N, R22E, Section 17	1
132	21st and Keefe	4	T07N, R22E, Section 07	1
133	29th and Meinecke	4	T07N, R21E, Section 13	1
134	29th and Melvina	4	T07N, R21E, Section 12	1
135	30th and Cawker	4	T07N, R21E, Section 13	1
136	30th and Fardale Green Space	4	T06N, R21E, Section 13	8
137	30th and Galena	4	T07N, R21E, Section 24	1
138	31st and Lloyd	4	T07N, R21E, Section 24	1
139	34th and Mount Vernon	4	T07N, R21E, Section 25	1
140	35th and Lincoln	4	T06N, R21E, Section 01	1
141	37th Place and W. McKinley Avenue Park	4	T07N, R21E, Section 24	1
142	38th and Vliet Street Open Space	4	T07N, R21E, Section 24	1
143	40th and Douglas	4	T08N, R21E, Section 25	1
144	4th and Mineral	4	T07N, R22E, Section 32	1
145	5th and Randolph	4	T07N, R22E, Section 08	1
146	62nd and Kaul Play Area	4	T08N, R21E, Section 71	1
147	65th and Medford Green Space	4	T07N, R21E, Section 03	1
148	68th Street School	8	T07N, R21E, Section 15	1
149	84th and Florist	4	T08N, R21E, Section 28	1
150	8th Street Middle School	8	T07N, R22E, Section 29	1
151	90th and Bender	4	T08N, R21E, Section 28	3

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**Table C.1 (Continued)**

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
	City of Milwaukee (continued)			
152	Academy of Accelerated Learning	8	T06N, R21E, Section 16	12
153	Adams Park	4	T07N, R22E, Section 08	1
154	Alcott School	8	T06N, R21E, Section 17	8
155	Allen-Field School	8	T06N, R22E, Section 05	2
156	Allis Street Totlot	4	T06N, R22E, Section 04	1
157	Arlington Heights Play Area	4	T07N, R21E, Section 36	2
158	Audubon Middle School	8	T06N, R21E, Section 13	5
159	Auer Avenue School	8	T07N, R22E, Section 07	3
160	Barton School and Playfield	8	T08N, R21E, Section 23	5
161	Bay View Basketball	4	T06N, R22E, Section 04	1
162	Bay View Dog Park <sup>c</sup>	4	T06N, R22E, Section 04	2
163	Bay View High School	8	T06N, R22E, Section 09	5
164	Bell Middle School and Honey Creek School	8	T06N, R21E, Section 15	6
165	Beulah Brinton Park	4	T06N, R22E, Section 09	6
166	Bradley Woods Natural Area	4	T08N, R21E, Section 09	20
167	Bridging the Gap Golf Learning Center	4	T07N, R22E, Section 30	1
168	Brown Street School	8	T07N, R22E, Section 19	2
169	Browning School and Playfield	8	T08N, R21E, Section 33	5
170	Bruce School and Playfield	8	T08N, R21E, Section 21	5
171	Bryant School and Playfield	8	T08N, R21E, Section 28	11
172	Buffum Street Play Area	4	T07N, R22E, Section 16	1
173	Burbank School and Playfield	8	T07N, R21E, Section 34	8
174	Burdick School	8	T06N, R22E, Section 21	2
175	Burnham Playfield	4	T06N, R21E, Section 01	13
176	Butterfly Park	4	T07N, R21E, Section 13	2
177	Byron Kilbourn School	8	T08N, R21E, Section 34	3
178	Carleton School	8	T08N, R21E, Section 25	3
179	Carmen Playfield	4	T08N, R21E, Section 27	4
180	Cass Street Playground	4	T07N, R22E, Section 21	2
181	Catalano Square	4	T07N, R22E, Section 33	1
182	Children's Park	4	T06N, R22E, Section 06	1
183	Clarke Street School and Playfield	8	T07N, R21E, Section 13	3
184	Clemens School and Playfield	8	T07N, R21E, Section 01	4
185	Clement Avenue School	8	T06N, R22E, Section 16	3
186	Clovernook Playfield	4	T08N, R21E, Section 22	7
187	Columbia Playground	4	T07N, R22E, Section 18	3
188	Community Health Center	8	T07N, R22E, Section 17	1
189	Congress School	8	T07N, R21E, Section 02	3
190	Cooper School and Playfield	8	T06N, R22E, Section 30	7
191	Craig School	8	T07N, R21E, Section 04	2
192	Curtin School	8	T06N, R21E, Section 13	5
193	Custer High School and Stadium	8	T08N, R21E, Section 35	19
194	Custer Playfield	4	T08N, R21E, Section 36	5
195	Darien and Kiley Playlot	4	T08N, R21E, Section 24	3
196	Doerfler School	8	T07N, R21E, Section 36	1
197	Douglas Community Academy	8	T07N, R22E, Section 07	2
198	Douglass School	8	T07N, R21E, Section 12	1
199	Dover School	8	T06N, R22E, Section 09	2
200	Dr. Benjamin Carson Academy of Science	8	T07N, R21E, Section 02	1
201	Dr. L. Carter Park	4	T07N, R22E, Section 18	1
202	Dyer Playfield	4	T07N, R21E, Section 28	7
203	Edison Middle School	8	T08N, R21E, Section 36	1
204	Ellen Park	4	T06N, R22E, Section 15	5
205	Elm Creative Arts School	8	T07N, R22E, Section 20	3
206	Emerson School	8	T07N, R21E, Section 04	2
207	Emigh Playfield	4	T06N, R22E, Section 16	12
208	Enderis Playfield	4	T07N, R21E, Section 15	9

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**Table C.1 (Continued)**

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
	City of Milwaukee (continued)			
209	Engleburg School	8	T08N, R21E, Section 33	2
210	Erie Street Plaza	4	T07N, R22E, Section 33	1
211	Ezekiel Gillespie Park	4	T07N, R22E, Section 18	1
212	Fairview School and Playfield	8	T06N, R21E, Section 10	10
213	Fernwood School	8	T06N, R22E, Section 15	3
214	Forest Home Avenue School	8	T06N, R22E, Section 06	2
215	Franklin School	8	T07N, R22E, Section 16	2
216	Franklin School	8	T07N, R22E, Section 07	1
217	Franklin Square Playground	4	T07N, R22E, Section 18	3
218	Fratney Elementary School	8	T07N, R22E, Section 09	2
219	Fritsche Middle School	8	T06N, R22E, Section 09	7
220	Gaenslen School	8	T07N, R22E, Section 09	3
221	Gale Crest Park	4	T07N, R21E, Section 15	1
222	Garden Homes School and Playfield	8	T07N, R22E, Section 06	7
223	Garfield Avenue School	8	T07N, R22E, Section 20	1
224	Garland School	8	T06N, R22E, Section 31	3
225	Goodrich School	8	T08N, R21E, Section 08	6
226	Grant School	8	T06N, R21E, Section 01	2
227	Grantosa School	8	T08N, R21E, Section 33	5
228	Granville Woods Natural Area	4	T08N, R21E, Section 10	16
229	Gra-Ram Playfield	4	T06N, R21E, Section 36	5
230	Green Bay Avenue School and Playfield	8	T07N, R22E, Section 08	4
231	Greenfield School	8	T06N, R21E, Section 01	1
232	Halyard Park	4	T07N, R22E, Section 20	1
233	Hamilton High School and Playfield	8	T06N, R21E, Section 15	13
234	Hampton School and Playfield	8	T08N, R21E, Section 35	10
235	Hanson Avenue Park	4	T06N, R22E, Section 16	1
236	Hartford University School	8	T07N, R22E, Section 10	2
237	Hartung Park	4	T07N, R21E, Section 08	18
238	Hawley Environmental School	8	T07N, R21E, Section 26	1
239	Hawthorn School	8	T08N, R21E, Section 24	3
240	Hawthorne Glen Outdoor Education Center	4	T07N, R21E, Section 26	22
241	Hayes School	8	T06N, R22E, Section 08	1
242	Haymarket Square	4	T07N, R22E, Section 20	1
243	Hickman Academy	8	T07N, R21E, Section 02	2
244	Highland Community School	8	T07N, R22E, Section 30	2
245	Hi-Mount School	8	T07N, R21E, Section 23	2
246	Hmong American Peace Academy-Main Campus	8	T07N, R21E, Section 04	9
247	Hmong American Peace Academy-Happy Hill Campus	8	T08N, R21E, Section 10	5
248	Holmes School	8	T07N, R22E, Section 16	3
249	Holt Playground	4	T06N, R22E, Section 18	4
250	Hopkins Lloyd Elementary	8	T07N, R22E, Section 18	1
251	Humboldt Park School	8	T06N, R22E, Section 16	2
252	James Groppi High School	8	T07N, R22E, Section 19	1
253	Jewel Playfield	4	T05N, R22E, Section 06	6
254	John Muir Middle School	8	T08N, R21E, Section 34	5
255	Juneau Playfield	4	T07N, R21E, Section 27	8
256	Kagel School	8	T07N, R22E, Section 32	2
257	Kaszube's Park	4	T07N, R22E, Section 33	1
258	Keefe School	8	T07N, R22E, Section 07	2
259	Kilbourn Reservoir Park	4	T07N, R22E, Section 21	30
260	King High School	8	T07N, R22E, Section 06	8
261	Kosciuszko Middle School and South Stadium	8	T06N, R22E, Section 05	8
262	LaFollette School	8	T07N, R22E, Section 08	3
263	Lancaster School and Playfield	8	T08N, R21E, Section 34	5
264	Lee School	8	T07N, R22E, Section 17	2
265	Lewis Playfield	4	T06N, R22E, Section 09	5

Table continued on next page.



**Table C.1 (Continued)**

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
	City of Milwaukee (continued)			
266	Lincoln Avenue School	8	T06N, R22E, Section 07	2
267	Lincoln Field	4	T06N, R22E, Section 05	6
268	Lincoln Middle School	8	T07N, R22E, Section 21	1
269	Lisbon Avenue and Sarnow Street Triangle	4	T07N, R21E, Section 24	1
270	Longfellow School	8	T07N, R22E, Section 31	3
271	Lowell School and Playfield	8	T06N, R22E, Section 19	8
272	Lynden Hill	4	T07N, R22E, Section 19	3
273	MacDowell School	8	T07N, R21E, Section 27	2
274	Madison University High School	8	T08N, R21E, Section 28	5
275	Maier Festival Park	4	T07N, R22E, Section 33	72
276	Malcom X Academy	8	T07N, R22E, Section 17	2
277	Manitoba School	8	T06N, R21E, Section 12	6
278	Maple Tree School and Playfield	8	T08N, R21E, Section 20	8
279	Marcus DeBack Playground	4	T07N, R21E, Section 14	1
280	Marshall High School and Playfield	8	T07N, R21E, Section 03	7
281	Martin Luther King Jr. Elementary School	8	T07N, R22E, Section 08	1
282	Mary McLeod Bethune Academy	8	T07N, R21E, Section 24	2
283	Maryland Avenue School	8	T07N, R22E, Section 15	2
284	McNair Academy School and Playfield	8	T08N, R22E, Section 31	5
285	Meir School	8	T07N, R22E, Section 20	1
286	Menomonee Valley Community Park	4	T07N, R21E, Section 36	14
287	Merrill Park Playfield	4	T07N, R21E, Section 25	12
288	Mervis-McCormack Brady Street Park	4	T07N, R22E, Section 21	1
289	Metcalfe Playfield	4	T07N, R21E, Section 13	7
290	Metcalfe Rising Park	4	T07N, R21E, Section 13	1
291	Milwaukee Environmental Sciences School and Playfield	8	T07N, R21E, Section 10	5
292	Milwaukee French Immersion School and Playfield	8	T06N, R21E, Section 16	6
293	Milwaukee German Immersion School	8	T07N, R21E, Section 09	7
294	Milwaukee High School of the Arts	8	T07N, R22E, Section 30	2
295	Milwaukee School of Languages	8	T07N, R21E, Section 09	5
296	Milwaukee Sign Language and Morse Middle Schools	8	T08N, R21E, Section 21	9
297	Milwaukee Spanish Immersion School	8	T06N, R21E, Section 11	4
298	Milwaukee Trade and Technical High School	8	T07N, R22E, Section 32	3
299	Mitchell School	8	T06N, R22E, Section 06	1
300	MLK Peace Place	4	T07N, R22E, Section 08	1
301	Modrzejewski Playground	4	T06N, R22E, Section 08	4
302	Montreal Street Park	4	T07N, R21E, Section 01	4
303	Morgandale School	8	T06N, R22E, Section 18	1
304	N. 12th and Wright Playlot	4	T07N, R22E, Section 17	1
305	N. 20th and Capitol Triangle	4	T07N, R22E, Section 06	1
306	N. 20th and Olive Playlot	4	T07N, R22E, Section 06	1
307	N. 21st Street School	8	T07N, R22E, Section 18	3
308	N. 26th and Medford Totlot	4	T07N, R22E, Section 18	1
309	N. 35th Street School	8	T07N, R21E, Section 01	1
310	N. 45th and W. Keefe Totlot	4	T07N, R21E, Section 11	1
311	N. 49th and Juneau Totlot	4	T07N, R21E, Section 23	1
312	N. 53rd Street School and Playfield	8	T07N, R21E, Section 11	6
313	N. 65th and Stevenson Totlot	4	T07N, R21E, Section 27	3
314	N. 66th and Port	4	T08N, R21E, Section 15	6
315	N. 67th and Spokane Playlot	4	T08N, R21E, Section 22	2
316	N. 78th and Fiebrantz Playlot	4	T07N, R21E, Section 04	2
317	N. 81st Street School	8	T07N, R21E, Section 16	3
318	N. 84th and Burbank Playlot	4	T08N, R21E, Section 21	1
319	N. 95th Street School and Playfield	8	T07N, R21E, Section 08	4
320	N. 97th and Thurston Playlot	4	T08N, R21E, Section 29	1
321	Nancy Elizabeth Trowbridge Square	4	T06N, R21E, Section 01	1
322	Neeskara School	8	T07N, R21E, Section 23	3

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**Table C.1 (Continued)**

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
	City of Milwaukee (continued)			
323	Norris Playground	4	T07N, R22E, Section 30	2
324	North Division High School	8	T07N, R22E, Section 17	2
325	Ohio Playground	4	T06N, R22E, Section 17	4
326	Paliafito Park	4	T07N, R22E, Section 32	1
327	Palmer School	8	T07N, R22E, Section 20	2
328	Parklawn Playground	4	T07N, R21E, Section 02	7
329	Parkview School and Playfield	8	T08N, R21E, Section 31	5
330	Philipp School	8	T07N, R22E, Section 06	2
331	Polk Green	4	T07N, R22E, Section 33	2
332	Pulaski High School and Stadium	8	T06N, R22E, Section 07	17
333	Pulaski Street Playfield	4	T07N, R22E, Section 21	3
334	Pumping Station Playfield	4	T07N, R22E, Section 16	13
335	Ralph H. Metcalfe Neighborhood School	8	T07N, R21E, Section 13	1
336	Reiske Park/Southside Health Center	4	T06N, R22E, Section 06	4
337	Richard Kluge School	8	T08N, R21E, Section 27	4
338	Riley School	8	T06N, R22E, Section 08	1
339	River Bend	4	T06N, R21E, Section 15	1
340	River Trail School	8	T08N, R21E, Section 30	6
341	Riverside High School and Playfield	8	T07N, R22E, Section 16	5
342	Riverwalk Park	4	T07N, R22E, Section 29	1
343	Rogers Playfield	4	T06N, R21E, Section 01	6
344	Roosevelt Middle School/Lapham Park Playground	8	T07N, R22E, Section 20	8
345	S. 13th and Lapham Totlot	4	T06N, R22E, Section 06	1
346	S. 15th and Windlake Open Space	4	T06N, R22E, Section 07	1
347	S. 18th and Washington Totlot	4	T07N, R22E, Section 31	1
348	S. 21st and Rogers Totlot	4	T06N, R22E, Section 06	1
349	S. 36th and Rogers Playlot	4	T06N, R21E, Section 01	3
350	S. 51st and Stack Totlot	4	T06N, R21E, Section 11	1
351	S. 63rd and Cleveland Green Space	4	T06N, R21E, Section 10	1
352	Scholars Park	4	T07N, R21E, Section 13	1
353	Scott Middle School	8	T07N, R22E, Section 30	2
354	Sherman Boulevard Open Space	4	T07N, R21E, Section 12	1
355	Sherman School	8	T07N, R21E, Section 14	2
356	Sholes Middle School	8	T06N, R22E, Section 30	10
357	Siefert School	8	T07N, R22E, Section 19	2
358	Sijan Playfield/Beulah Brinton Playfield	4	T06N, R22E, Section 09	15
359	Silver Spring School	8	T08N, R22E, Section 31	3
360	Snail's Crossing Play Area	4	T07N, R22E, Section 16	1
361	South Division High School	8	T06N, R22E, Section 06	2
362	Southlawn Playground	4	T06N, R22E, Section 18	2
363	Stark Playfield	4	T08N, R21E, Section 36	5
364	Starms School	8	T07N, R22E, Section 19	1
365	Steuben Middle School	8	T07N, R21E, Section 14	2
366	Story School	8	T07N, R21E, Section 25	2
367	Stuart School	8	T08N, R21E, Section 21	3
368	Sunshine Park	4	T07N, R22E, Section 19	1
369	Teutonia and Fairmount Green Space	4	T08N, R21E, Section 36	1
370	Thoreau School and Playfield	8	T08N, R21E, Section 14	6
371	Three Bridges Park	4	T07N, R21E, Section 36	28
372	Thurston Woods Campus	8	T08N, R21E, Section 25	3
373	Tippencanoe School	8	T06N, R22E, Section 21	1
374	Townsend School	8	T07N, R21E, Section 12	2
375	Trowbridge School	8	T06N, R22E, Section 10	1
376	Uncas Playground	4	T06N, R22E, Section 32	3
377	Urban Park	4	T07N, R22E, Section 28	6
378	Urban Waldorf School	8	T07N, R22E, Section 19	3
379	Victory School and Playfield	8	T06N, R22E, Section 31	3

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Table C.1 (Continued)

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
	City of Milwaukee (continued)			
380	Vieau School	8	T07N, R22E, Section 32	1
381	Vincent High School and Playfield	8	T08N, R21E, Section 17	39
382	Walker Middle School	8	T06N, R21E, Section 01	2
383	Warnimont Playground	4	T06N, R22E, Section 17	4
384	Washington High School	8	T07N, R21E, Section 14	5
385	Webster Middle School	8	T08N, R21E, Section 23	17
386	Westlawn Park	4	T08N, R21E, Section 34	3
387	Westside Academy I School	8	T07N, R21E, Section 24	2
388	Westside Academy II School	8	T07N, R21E, Section 24	1
389	Wheatley School	8	T07N, R22E, Section 18	2
390	Whitman School and Playfield	8	T06N, R21E, Section 23	8
391	Whittier School and Playfield	8	T06N, R22E, Section 20	6
392	Wick Playfield	4	T07N, R21E, Section 23	30
393	Wisconsin Conservancy of Life Long Learning	8	T06N, R21E, Section 36	5
394	Witkowiak Play Area	4	T06N, R22E, Section 05	1
395	Zablocki School	8	T06N, R22E, Section 08	2
396	Zillman Park	4	T06N, R22E, Section 04	1
397	Abendschein Park	4	T05N, R22E, Section 16	76
	City of Oak Creek			
398	Carollton Elementary School and Park	8	T05N, R22E, Section 23	9
399	Cedar Hills School	8	T05N, R22E, Section 06	3
400	Chapel Hills Park	4	T05N, R22E, Section 03	12
401	City of Oak Creek Open Space	4	T05N, R22E, Section 17	22
402	Deerfield Elementary School	8	T05N, R22E, Section 35	6
403	Edgewood Elementary and Oak Creek High Schools	8	T05N, R22E, Section 16	36
404	Emerald Reserve Park	4	T05N, R22E, Section 17	20
405	Greenlawn Park	4	T05N, R22E, Section 09	9
406	Haas Park	4	T05N, R22E, Section 36	7
407	Kickers Creek Park	4	T05N, R22E, Section 14	12
408	Lake Vista Park	4	T05N, R22E, Section 24	32
409	Little League Complex	4	T05N, R22E, Section 08	19
410	Manor Marquette Park	4	T05N, R22E, Section 09	9
411	Mardeand Park	4	T05N, R22E, Section 32	8
412	MATC South Campus	8	T05N, R22E, Section 05	53
413	Meadowview Elementary School and Park	8	T05N, R22E, Section 33	6
414	Miller Park	4	T05N, R22E, Section 16	8
415	Oak Creek (MMSD Conservation Plan)	4	T05N, R22E, Section 19	14
416	Oak Creek (MMSD Conservation Plan)	4	T05N, R22E, Section 27	9
417	Oak Creek (MMSD Conservation Plan)	4	T05N, R22E, Section 22	9
418	Oak Creek East Middle School	8	T05N, R22E, Section 21	41
419	Oak Creek West Middle School	8	T05N, R22E, Section 18	13
420	Oak Leaf Park	4	T05N, R22E, Section 20	11
421	Otjen Playground	4	T05N, R22E, Section 23	4
422	Shepard Hills Elementary School and Park	8	T05N, R22E, Section 28	8
423	South Hills Park	4	T05N, R22E, Section 19	12
424	Veterans Memorial Park	4	T05N, R22E, Section 05	1
425	Willow Heights Park	4	T05N, R22E, Section 17	8
426	Blakewood School	8	T05N, R22E, Section 15	15
	City of South Milwaukee			
427	E.W. Luther Elementary School	8	T05N, R22E, Section 02	5
428	Hickory Park	8	T05N, R22E, Section 03	5
429	Lakeshore Park	4	T05N, R22E, Section 13	19
430	Lakeview School	8	T05N, R22E, Section 11	6
431	Little League Park	4	T05N, R22E, Section 11	7
432	So. Milw. Middle and High and Rawson Elementary School	8	T05N, R22E, Section 02	43
433	South Milwaukee Yacht Club	4	T05N, R22E, Section 12	12
434	Bombay Tot Lot	4	T06N, R22E, Section 15	1

Table continued on next page.



Table C.1 (Continued)

Number on Map C.1	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
435	City of St. Francis Citizens Municipal Park	4	T06N, R22E, Section 22	1
436	Deer Creek Elementary	8	T06N, R22E, Section 15	4
437	Milton Vretenar Municipal Park	4	T06N, R22E, Section 23	5
438	St. Francis High School	8	T06N, R22E, Section 23	20
439	Willow Glen School	8	T06N, R22E, Section 22	6
440	City of Wauwatosa Fisher School and Athletic Field	8	T07N, R21E, Section 19	15
441	Hart Park	4	T07N, R21E, Section 22	34
442	Jefferson School	8	T07N, R21E, Section 27	1
443	Lincoln School	8	T07N, R21E, Section 21	1
444	Longfellow Middle School	8	T07N, R21E, Section 16	11
445	Madison School	8	T07N, R21E, Section 05	8
446	McKinley School	8	T07N, R21E, Section 16	2
447	Oak Ridge Subdivision Open Space	4	T07N, R21E, Section 18	1
448	Roosevelt School	8	T07N, R21E, Section 15	2
449	Underwood School	8	T07N, R21E, Section 30	7
450	Washington School	8	T07N, R21E, Section 22	1
451	Wauwatosa East High School	8	T07N, R21E, Section 22	7
452	Wauwatosa Pocket Park	4	T07N, R21E, Section 22	1
453	Wauwatosa West High and Eisenhower Schools	8	T07N, R21E, Section 18	19
454	Whitman Middle School	8	T07N, R21E, Section 18	15
455	Wilson School	8	T07N, R21E, Section 28	1
456	City of West Allis 58th and Beloit Mini-Park	4	T06N, R21E, Section 02	1
457	64th and Greenfield Mini-Park	4	T07N, R21E, Section 34	1
458	Frank Lloyd Wright Intermediate School	8	T06N, R21E, Section 04	2
459	Franklin School	8	T06N, R21E, Section 04	4
460	General Mitchell School	8	T06N, R21E, Section 08	4
461	Honey Creek Park	4	T06N, R21E, Section 04	4
462	Horace Mann Elementary School	8	T06N, R21E, Section 03	1
463	Irving School	8	T06N, R21E, Section 05	7
464	Jefferson School	8	T06N, R21E, Section 03	3
465	Klentz Park	4	T06N, R21E, Section 10	64
466	Kopperud Park	4	T07N, R21E, Section 34	3
467	Liberty Heights Park	4	T06N, R21E, Section 03	7
468	Longfellow Elementary School	8	T06N, R21E, Section 03	2
469	Madison School	8	T07N, R21E, Section 32	2
470	McKinley Playground	4	T07N, R21E, Section 34	5
471	Nathan Hale High School and Playfield	8	T06N, R21E, Section 07	37
472	Parkway School	8	T06N, R21E, Section 07	1
473	Radtke Park	4	T06N, R21E, Section 04	1
474	Railroad Park	4	T06N, R21E, Section 04	1
475	Reservoir Park	4	T06N, R21E, Section 05	13
476	Rogers Park	4	T06N, R21E, Section 03	1
477	Rogers Playground	4	T06N, R21E, Section 02	1
478	Roosevelt School	8	T07N, R21E, Section 35	1
479	Veterans Memorial Park	4	T06N, R21E, Section 03	2
480	Walker School	8	T07N, R21E, Section 31	4
481	West Allis Central High School	8	T06N, R21E, Section 04	3
482	West Allis School District	8	T07N, R21E, Section 31	1
483	West Allis/West Milwaukee Recreation Center	8	T06N, R21E, Section 10	5
484	Wilson School	8	T06N, R21E, Section 04	1
485	Wright Middle School	8	T06N, R21E, Section 08	9
Total City-Owned Sites		4	199 Sites	1,394
Total Village-Owned Sites		5	41 Sites	324
Total Public School District-Owned Sites		8	245 Sites	1,645
Total Sites		--	4,868 Sites	3,363

<sup>a</sup> Codes signify ownership as follows: 4-City; 5-Village; 8-School District.



### Table C.1 (Continued)

<sup>b</sup> Indicates the U.S. Public Land Survey Township, Range and Section in which the site is located.

<sup>c</sup> Leased to Milwaukee County.

Source: SEWRPC

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**Table C.2**  
**Private Outdoor Recreation or Open Space Sites in Milwaukee County: 2015**

Number on Map C.2	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
1	Village of Brown Deer			
2	Bethlehem Baptist Church	10	T08N, R21E, Section 12	3
3	St. Mark Lutheran School	10	T08N, R21E, Section 10	1
4	Tripoli Country Club	12	T08N, R21E, Section 14	152
5	YMCA Aquatic Center	10	T08N, R21E, Section 01	46
6	Village of Fox Point			
7	St. Eugene School	10	T08N, R22E, Section 17	4
8	Town Club	12	T08N, R22E, Section 16	8
9	Village of Greendale			
10	Greendale Baptist Academy	10	T06N, R21E, Section 35	1
11	Jaycee Park	10	T06N, R21E, Section 34	5
12	JCPenney Soccer Fields	11	T06N, R21E, Section 27	3
13	Martin Luther High School	10	T06N, R21E, Section 28	19
14	St. Alphonsus School	10	T06N, R21E, Section 34	3
15	Village Club	12	T06N, R21E, Section 34	10
16	Village of Hales Corners			
17	Hales Corners Lutheran School	10	T06N, R21E, Section 30	1
18	Messiah Lutheran School	10	T06N, R21E, Section 30	1
19	St. Mary School	10	T06N, R21E, Section 29	9
20	Village of River Hills			
21	Lynden Sculpture Garden	11	T08N, R22E, Section 07	39
22	Milwaukee Country Club	12	T08N, R22E, Section 07	202
23	River Tennis Club	12	T08N, R21E, Section 12	5
24	University School	12	T08N, R22E, Section 06	30
25	Village of Shorewood			
26	St. Robert School	10	T07N, R22E, Section 03	1
27	Village of Whitefish Bay			
28	Harry and Rose Samson Family Jewish Community Center	10	T08N, R22E, Section 29	16
29	Holy Family Parish School	10	T08N, R22E, Section 33	2
30	St. Monica Elementary and Dominican High School	10	T08N, R22E, Section 29	4
31	City of Cudahy			
32	Ladish Little League Park	10	T06N, R22E, Section 35	3
33	St. Frederick's School	10	T06N, R22E, Section 23	1
34	St. John Lutheran Church	10	T06N, R22E, Section 25	5
35	St. Joseph School	10	T06N, R22E, Section 26	1
36	St. Paul's Lutheran School	10	T06N, R22E, Section 23	1
37	YMCA	10	T06N, R22E, Section 35	13
38	City of Franklin			
39	Christine Rathke Memorial Park	10	T05N, R21E, Section 10	5
40	Croatian Park	10	T05N, R21E, Section 22	29
41	Franklin Little League Complex	10	T05N, R21E, Section 22	24
42	House of Prayer Lutheran Church and Academy of Integrity	10	T05N, R21E, Section 24	3
43	Indian Community School	10	T05N, R21E, Section 17	80
44	New Hope Church	10	T05N, R21E, Section 18	2
45	Polonia Club Park	10	T05N, R21E, Section 20	22
46	Risen Savior Lutheran Church	10	T05N, R21E, Section 08	7
47	St. James Catholic Church and Preschool	10	T05N, R21E, Section 12	19
48	St. Martin of Tours Parish School	10	T05N, R21E, Section 18	38
49	St. Paul's Lutheran Church and School	10	T05N, R21E, Section 02	4
50	Tuckaway Country Club	12	T05N, R21E, Section 15	175

Table continued on next page.



**Table C.2 (Continued)**

Number on Map C.2	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
42	City of Glendale Bavarian Club Grounds	12	T08N, R22E, Section 32	16
43	Cardinal Stritch College	10	T08N, R22E, Section 20	16
44	Glendale Little League Park and City Hall Park	10	T08N, R22E, Section 30	22
45	River Glen	12	T08N, R22E, Section 19	9
46	St. John's Lutheran School	10	T08N, R22E, Section 17	4
47	City of Greenfield Faith Bible Church	10	T06N, R21E, Section 19	10
48	Our Father Lutheran School	10	T06N, R21E, Section 36	4
49	River Falls Recreation	11	T06N, R21E, Section 26	5
50	St Jacobi Lutheran Church and School	10	T06N, R21E, Section 28	3
51	St. John's Catholic School	10	T06N, R21E, Section 21	13
52	YMCA-Southern Branch	10	T06N, R21E, Section 19	13
53	City of Milwaukee Alverno College and Grade School	10	T06N, R21E, Section 13	22
54	Atlas Preparatory Academy	10	T06N, R21E, Section 12	1
55	Atonement Lutheran School	10	T07N, R21E, Section 01	2
56	Believers in Christ Christian Academy	10	T07N, R22E, Section 06	1
57	Berryland Playground	10	T08N, R21E, Section 25	2
58	Blessed Sacrament School	10	T06N, R21E, Section 13	1
59	Bowling Alley	11	T06N, R22E, Section 19	1
60	Burns Commons (southern portion)	10	T07N, R22E, Section 14	1
61	Christ Lutheran School	10	T06N, R22E, Section 06	1
62	Christ Memorial School	10	T08N, R21E, Section 25	1
63	COA Youth and Family Goldin Center	10	T07N, R22E, Section 07	3
64	Corpus Christi School	10	T08N, R21E, Section 33	4
65	Divine Savior/Holy Angels High School	10	T07N, R21E, Section 05	9
66	Downtown Montessori School	10	T06N, R22E, Section 09	1
67	Eastbrook Church/School and Long Island Drive Totlot	10	T08N, R22E, Section 31	2
68	Gloria Dei-Bethesda School	10	T07N, R21E, Section 05	1
69	Gospel School	10	T07N, R22E, Section 07	1
70	Greater Holy Temple Christian Academy	10	T08N, R21E, Section 33	8
71	Holy Cross School	10	T07N, R21E, Section 26	3
72	Holy Ghost Lutheran School	10	T07N, R22E, Section 08	1
73	Holy Redeemer School	10	T07N, R21E, Section 01	1
74	Holy Rosary School	10	T07N, R22E, Section 21	1
75	Hope Christian School-Fortis	10	T07N, R22E, Section 08	1
76	Immaculate Conception School	10	T06N, R22E, Section 09	1
77	Ism Community Center/Salem Elementary School	10	T06N, R22E, Section 29	2
78	Joy Farm Riding Club	11	T08N, R21E, Section 19	33
79	Joy House Playgrounds	10	T07N, R22E, Section 30	1
80	Marquette Stadium	10	T07N, R21E, Section 25	9
81	Marquette University Athletic Fields	10	T07N, R22E, Section 30	13
82	Marquette University High School	10	T07N, R21E, Section 25	2
83	Messmer High School	10	T07N, R22E, Section 05	2
84	Messmer Preparatory School	10	T07N, R22E, Section 16	1
85	Milwaukee College Prep School – 36th St. Campus	10	T07N, R21E, Section 13	1
86	Milwaukee College Prep – 38th St. Campus	10	T07N, R21E, Section 13	1
87	Milwaukee College Prep – Lloyd St. Campus	10	T07N, R22E, Section 19	5
88	Milwaukee College Prep – Lola Rowe North/YMCA	10	T07N, R22E, Section 18	4
89	Milwaukee Lutheran High School	10	T07N, R21E, Section 05	14
90	Milwaukee School of Engineering Athletic Field	10	T07N, R22E, Section 28	3
91	Mother of Good Counsel School	10	T07N, R21E, Section 15	3
92	Mother of Perpetual Help School	10	T08N, R21E, Section 35	2
93	Mount Mary College	10	T07N, R21E, Section 17	75
94	Mt. Lebanon School	10	T08N, R21E, Section 34	2
95	Museum Center Park	12	T07N, R22E, Section 28	22



Table C.2 (Continued)

Number on Map C.2	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
96	Nativity Jesuit Middle School	10	T06N, R21E, Section 01	1
Table continued on next page.				
	City of Milwaukee (continued)			
97	New Testament Christian Academy	10	T08N, R21E, Section 17	1
98	North Ridge Lakes	12	T08N, R21E, Section 03	55
99	North Trinity Lutheran School	10	T08N, R21E, Section 25	2
100	Northwest Little League	10	T08N, R21E, Section 32	13
101	Northwest Lutheran School	10	T07N, R21E, Section 04	4
102	Oklahoma Avenue Lutheran School	10	T06N, R21E, Section 14	1
103	Our Lady of Good Hope School	10	T08N, R21E, Section 24	4
104	Our Lady of Sorrow School	10	T07N, R21E, Section 03	2
105	Our Lady Queen of Peace School	10	T06N, R21E, Section 13	1
106	Pius XI High School	10	T07N, R21E, Section 28	1
107	Rocketship Southside Community Prep	10	T06N, R21E, Section 12	1
108	Saints Peter and Paul School	10	T07N, R22E, Section 15	1
109	Salem Lutheran School	10	T08N, R21E, Section 20	5
110	Seventh-Day Adventist Church and School	10	T08N, R21E, Section 19	5
111	Siloah Lutheran School	10	T07N, R22E, Section 07	1
112	St. Adalbert School	10	T06N, R22E, Section 06	1
113	St. Aemilian, Rose, and Mary Schools	10	T07N, R21E, Section 09	10
114	St. Anthony School and St. Stanislaus Church	10	T06N, R22E, Section 05	1
115	St. Bernadette School	10	T08N, R21E, Section 21	10
116	St. Borromeo School	10	T06N, R21E, Section 36	2
117	St. Catherine Alexandria School	10	T08N, R21E, Section 10	10
118	St. Catherine School	10	T07N, R21E, Section 14	1
119	St. Gregory the Great Parish School	10	T06N, R21E, Section 15	4
120	St. John's Lutheran School	10	T06N, R21E, Section 22	5
121	St. Joseph Academy	10	T06N, R22E, Section 07	1
122	St. Matthew School	10	T07N, R21E, Section 09	1
123	St. Matthias School	10	T06N, R21E, Section 17	7
124	St. Peter's Lutheran School	10	T08N, R21E, Section 21	4
125	St. Philip Neri School	10	T08N, R21E, Section 34	4
126	St. Rafael the Archangel School	10	T06N, R21E, Section 01	1
127	St. Roman School	10	T06N, R22E, Section 19	3
128	St. Rose School	10	T07N, R21E, Section 25	1
129	St. Sava Orthodox School/United Serbian Soccer Club	10	T06N, R21E, Section 14	5
130	St. Sebastian School	10	T07N, R21E, Section 23	1
131	St. Thomas Aquinas Academy	10	T06N, R22E, Section 21	1
132	St. Vincent de Paul School	10	T06N, R22E, Section 06	1
133	St. Vincent of Pallotti Elementary School	10	T07N, R21E, Section 28	1
134	Urban Day School	10	T07N, R22E, Section 08	1
135	Walter Memorial Lutheran	10	T07N, R21E, Section 12	1
136	Wilson Park Youth Baseball	11	T06N, R22E, Section 29	5
137	Windlake Elementary (Seeds of Health)	10	T06N, R22E, Section 07	1
138	Wisconsin Club Country Club	12	T08N, R21E, Section 15	184
139	Wisconsin Lutheran High School	10	T07N, R21E, Section 28	7
140	Word of Life Lutheran School	10	T06N, R22E, Section 18	1
141	Young Minds Christian Preparatory School	10	T07N, R21E, Section 24	1
	City of Oak Creek			
142	American Legion Park	10	T05N, R22E, Section 21	20
143	Creative Explorers Learning Center	10	T05N, R22E, Section 16	1
144	Early Childhood Education	10	T05N, R22E, Section 36	2
145	Gastrau's Golf Center <sup>d</sup>	11	T05N, R22E, Section 04	50
146	Grace Lutheran School	10	T05N, R22E, Section 15	11
147	Oak Hills Golf Course	11	T05N, R22E, Section 33	35
148	Parkway Christian Academy	10	T05N, R22E, Section 34	5
149	St. John's Lutheran School	10	T05N, R22E, Section 31	6
150	St. Matthews School	10	T05N, R22E, Section 23	5
151	Storybook Farm	11	T05N, R22E, Section 31	6
152	Woodland Golf Course	11	T05N, R22E, Section 34	31



**Table C.2 (Continued)**

Number on Map C.2	Local Government and Site Name	Ownership <sup>a</sup>	Location <sup>b</sup>	Acreage
Table continued on next page.				
153	City of South Milwaukee St. Sylvester School	10	T05N, R22E, Section 02	7
154	Zion School	10	T05N, R22E, Section 14	3
155	City of St. Francis Atlas Preparatory Academy	10	T06N, R22E, Section 22	3
156	St. Francis de Sales College	10	T06N, R22E, Section 14	33
157	Thomas Moore High School	10	T06N, R22E, Section 15	12
158	City of Wauwatosa Apple Croft Private Park-Washington Highlands	12	T07N, R21E, Section 22	1
159	Bluemound Country Club	12	T07N, R21E, Section 17	194
160	Christ King School	10	T07N, R21E, Section 16	1
161	Our Redeemer Lutheran School	10	T07N, R21E, Section 20	1
162	Pilgrim Lutheran School	10	T07N, R21E, Section 15	1
163	Revere Drive Park	12	T07N, R21E, Section 22	1
164	St. Bernard School	12	T07N, R21E, Section 22	1
165	St. Johns Evangelical Lutheran School	12	T07N, R21E, Section 21	1
166	St. Joseph's School	10	T07N, R21E, Section 18	6
167	St. Jude's School	10	T07N, R21E, Section 28	1
168	St. Pius X School	12	T07N, R21E, Section 15	2
169	Washington Highlands Parkway	12	T07N, R21E, Section 22	5
170	West Suburban YMCA	10	T07N, R21E, Section 18	9
171	Wisconsin Lutheran College Outdoor Athletic Complex	10	T07N, R21E, Section 20	27
172	City of West Allis Good Shepherd School	10	T07N, R21E, Section 32	1
173	Holy Assumption School	10	T06N, R21E, Section 03	1
174	Holy Trinity Lutheran School	10	T06N, R21E, Section 07	2
175	Jordan Evangelical Lutheran School	10	T06N, R21E, Section 09	1
176	Jordan Lutheran School	10	T06N, R21E, Section 04	1
177	Mary Queen of Heaven School	10	T06N, R21E, Section 08	1
178	St. Aloysius School	10	T06N, R21E, Section 05	1
179	St. Augustine School	10	T06N, R21E, Section 03	2
180	St. Paul's Lutheran School	10	T06N, R21E, Section 04	1
181	St. Rita School	10	T06N, R21E, Section 10	1
182	Woodlawn Lutheran School	10	T06N, R21E, Section 05	1
Total Organizationally Owned Sites		10	153 Sites	961
Total Commercially Owned Sites		11	10 Sites	208
Total Privately Owned Sites		12	19 Sites	1,073
Total Sites		--	182 Sites	2,242

<sup>a</sup> Codes signify ownership as follows: 10-Organizational; 11-Commercial; 12-Private.

<sup>b</sup> Indicates the U.S. Public Land Survey Township, Range and Section in which the site is located.

<sup>c</sup> Less than one acre.

<sup>d</sup> Leased from Milwaukee County.

Source: SEWRPC



## APPENDIX D

### OUTDOOR RECREATION AND OPEN SPACE PLANNING OBJECTIVES, PRINCIPLES, AND STANDARDS FOR MILWAUKEE COUNTY

► **Objective 1: To provide an integrated system of public general-use outdoor recreation sites and related open space areas that provide residents of the County with adequate opportunities to participate in a wide range of outdoor recreational activities.**

- **Principle:** Good physical and mental health is an inherent right of all residents of the County. Providing public general-use outdoor recreation sites and related open space areas contributes to physical and mental health by providing opportunities to participate in a wide range of outdoor recreation activities. Moreover, an integrated park and related open space system properly related to the natural resource base, such as the existing surface water network, can provide the dual benefits of satisfying recreational demands in an appropriate setting while protecting and preserving valuable natural resource amenities. Finally, an integrated system of public general-use outdoor recreation sites and related open space areas can contribute to the orderly growth of the County by lending form and structure to urban development patterns.

#### A. PUBLIC OUTDOOR RECREATION SITES

- **Principle:** Public general-use outdoor recreation sites promote good physical and mental health both by providing opportunities to participate in such athletic recreational activities as baseball, swimming, tennis, and ice-skating—activities that help maintain physical health because of the exercise involved—as well as opportunities to participate in more leisurely activities such as walking, picnicking, or just rest and relaxation. These activities tend to reduce stress and thereby help maintain physical and mental well-being. Well-designed and properly located public general-use outdoor recreation sites also provide a sense of community, bringing people together for social and cultural as well as recreational activities. This contributes to desirable and stable residential neighborhoods and therefore benefits the communities in which such facilities are provided.
  - **Standard 1.1:** The public sector should provide general-use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. These sites should be spatially distributed in a manner that provides ready access by the resident population to natural resource or man-made amenities. To achieve this standard, the public general-use outdoor recreation site requirements should be met as indicated in Table D.1.
  - **Standard 1.2:** Public general-use outdoor recreation sites should, as much as possible, be located within the designated primary environmental corridors of the County and be distributed equitably across the County based on the needs of the population.

#### B. RECREATION-RELATED OPEN SPACE

- **Principle:** Meeting the recreation demands of County residents cannot be accomplished solely by providing public general-use outdoor recreation sites. Certain recreational activities such as hiking, biking, scenic driving, and cross-country skiing are best provided through a system of trails and recreation corridors located on or adjacent to linear resource-oriented open space lands. A well-designed system of recreation following linear open space lands can also serve to physically connect existing and proposed public parks, thus forming a truly integrated park and recreation related open space system. Such open space lands also satisfy the need for natural surroundings, serve to protect



the natural resource base, and ensure that many scenic areas and areas of natural, cultural, or historic interest are properly considered in determining existing and future land use patterns.

**Table D.1**  
**Publicly Owned Outdoor Recreation Site Requirements**

Publicly Owned Park Sites					
Site Type	Size (gross acres)	Minimum per Capita Requirements (acres per 1,000 residents) <sup>a</sup>	Typical Facilities	Maximum Service Radius (miles) <sup>b</sup>	
				Urban <sup>c</sup>	Rural
Type I Regional Park <sup>d</sup>	250 or more	4.3	Swimming beach, picnic areas, golf course, ski hill, ski-touring trail, boat launch, nature study area, playfield, softball diamond, or passive-activity area <sup>e</sup>	10.0	10.0
Type II Multi-Community Park <sup>f</sup>	100-249	4.3	Campsites, swimming pool or beach, picnic areas, golf course, ski hill, ski-touring trail, boat launch, nature study area, playfield, softball/ baseball diamond, or passive-activity area <sup>e</sup>	4.0 <sup>g</sup>	10.0 <sup>g</sup>
Type III Community Park <sup>h</sup>	25-99	2.0	Swimming pool or beach, picnic areas, boat launch, nature study area, softball/ baseball diamonds, soccer fields and other playfields, tennis courts, or passive-activity area <sup>e</sup>	2.0 <sup>i</sup>	--
Type IV Neighborhood Park <sup>j</sup>	Less than 25	1.3	Wading pool, picnic areas, softball/ baseball diamonds, soccer fields and other playfields, tennis court, play-ground, basketball goal, ice-skating rink, or passive-activity area <sup>e</sup>	0.5-1.0 <sup>k</sup>	--
Publicly Owned School Sites <sup>l</sup>					
Site Type	Size (gross acres)	Minimum per Capita Requirements (acres per 1,000 residents) <sup>m</sup>	Typical Facilities	Maximum Service Radius (miles) <sup>n</sup>	
				Urban <sup>e</sup>	Rural
Type I Regional Park <sup>d</sup>	250 or more	--	--	--	--
Type II Multi-Community Park <sup>f</sup>	100-249	--	--	--	--
Type III Community Park <sup>h</sup>	25-99	0.9	Playfield, baseball diamond, softball diamond, or tennis court	0.5-1.0 <sup>o</sup>	--
Type IV Neighborhood Park <sup>j</sup>	Less than 25	1.6	Playfield, playground, baseball diamond, softball diamond, basketball goal, or tennis court	0.5-1.0 <sup>o</sup>	--

- **Standard 1.1:** The public sector should provide sufficient open space lands to accommodate a system of resource-oriented recreation corridors to meet the resident demand for trail-oriented recreation activities. To fulfill this recommendation, the following recreation-related open space standards should be met:

1. A minimum of 0.16 linear miles of recreation related open space consisting of linear recreation corridors<sup>p</sup> should be provided for each 1,000 people in the County.



2. Recreation corridors should have a minimum length of 15 miles and a minimum width of 200 feet.
3. The maximum travel distance to recreation corridors should be five miles in urban areas and 10 miles in rural areas.
4. Resource-orientated recreation corridors should maximize the use of the following:
  - a. Primary environmental corridors as locations for trail-oriented recreation activities.
  - b. Outdoor recreation facilities provided at existing public park sites.
  - c. Existing trail-type facilities within the County.

► **Objective 2: To provide sufficient outdoor recreation facilities to allow the resident population of the County adequate opportunities to participate in intensive nonresource-oriented outdoor recreation activities.**

- **Principle:** Participating in intensive nonresource-oriented outdoor recreation activities including basketball, baseball, ice-skating, soccer, playfield/playground activities, softball, swimming, and tennis provides an individual with opportunities for physical exercise and to improve their physical fitness. These activities also provide an outlet for stress and an opportunity to share recreational experiences, participate in team play, and interact with other people in the community.
- **Standard 2.1:** A sufficient number of facilities for participating in intensive nonresource-oriented outdoor recreation activities should be provided equitably throughout the County. To achieve this standard, the per capita requirements and design criteria for various facilities should be met as indicated in Table D.2.

► **Objective 3: To provide sufficient outdoor recreation facilities to allow the resident population of the County adequate opportunities to participate in resource-oriented outdoor recreation activities.**

- **Principle:** Participating in resource-oriented outdoor recreation activities including camping, golf, picnicking, downhill skiing, and swimming provides an opportunity for recreational activity in natural surroundings as well as an opportunity for physical exercise. In addition, family members can participate together in activities such as picnicking and swimming.
- **Standard 3.1:** A sufficient number of facilities for participating in intensive resource-oriented outdoor recreation activities should be provided throughout the County. To meet this standard, the per capita requirements and design criteria for various facilities should be met as presented in Table D.3.

► **Objective 4: To provide sufficient outdoor recreation facilities to allow the resident population of the County adequate opportunities to participate in trail-related and other extensive land-based outdoor recreation activities.**

- **Principle:** Participating in extensive land-based outdoor recreation activities including biking, hiking, horseback riding, nature study, scenic driving, cross country skiing, and snowmobiling provides opportunities for contact with natural, cultural, historic, and scenic features. In addition, these activities can increase an individual's understanding of the environment and potential pressures on



the environment. Similar to intensive resource-oriented activity, family members can participate together in extensive land-based recreation activities, which serves to strengthen relationships within the family. Participating in activities like biking, hiking, and nature study provides an opportunity to educate younger residents in the importance of environmental issues that may become of greater concern as they approach adulthood.

- **Standard 4.1:** A sufficient number of facilities for participating in land-based outdoor recreation activities should be provided throughout the County. Public facilities provided for these activities should be located within the linear resource-orientated recreation corridors identified in Objective 1. Table D.4 contains per capita standards and design criteria that should be met to achieve this standard.

► **Objective 5: To provide sufficient surface water access areas to allow the resident population of the County adequate opportunities to participate in water-based outdoor recreation activities on major rivers and on Lake Michigan, consistent with safe and enjoyable surface water use and the maintenance of good water quality.**

- **Principle:** The major rivers of the County and Lake Michigan provide opportunities for water-based recreation activities, including canoeing, fishing, ice fishing, power boating, sailing, and water-skiing, which may involve unique forms of physical exercise or simply provide opportunities for rest and relaxation within an attractive natural setting. Participating in such activities requires the general public to have access to major rivers and Lake Michigan.
  - **Standard 5.1:** Access sites available for use by the general public on streams and major lakes (50 acres or larger) should be provided in accordance with the requirements established by the Wisconsin Department of Natural Resources in Sections NR 1.90 and NR 1.91 of the *Wisconsin Administrative Code*.
  - **Standard 5.2:** Access sites with parking should be provided on major streams throughout the County. The maximum interval between access points on major canoeable streams<sup>dd</sup> should be 10 miles.
  - **Standard 5.3:** A sufficient number of boat launch ramps consistent with safe and enjoyable participation in extensive water-based outdoor recreation activities should be provided along the Lake Michigan shoreline within harbors of refuge. To meet this standard the guidelines for the provision of launch ramps should be met as presented in Table D.5.
  - **Standard 5.4:** A sufficient number of boat launch ramps consistent with safe and enjoyable participation in extensive water-based outdoor recreation activities should be provided at marinas within harbors of refuge along the Lake Michigan shoreline. To meet this standard the guidelines for the provision of launch ramps should be met as presented in Table D.6.

► **Objective 6: To preserve sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being, environmental quality, and biodiversity<sup>ee</sup> of the County.**

- **Principle:** Ecological balance and natural beauty are primary elements to sustaining a healthy environment and maintaining the social and economic well-being of the County. Preserving the most significant aspects of the natural resource base, that is, primary environmental corridors, natural areas and critical species habitat sites, and prime agricultural lands, contributes to sustaining the ecological balance, natural beauty, and economic well-being of the County.



**Table D.2**  
**Requirements for Intensive Nonresource-Oriented Outdoor Recreation Facilities**

Activity	Facility	Minimum Per Capita Requirements <sup>a</sup>		Facility Design Standards					Service Radius (miles) <sup>r</sup>
		Ownership	Facilities per 1,000 Residents	Typical Location (Site Type)	Land (acres per facility)	Suggested Support Features	Land for Support Features (acres)	Total Land (acres per facility)	
Baseball	Diamond	Public	0.07	Types II, III, and IV	2.80	Parking (30 spaces per facility)	0.28 per facility	4.50	2.0
		Nonpublic	0.01			Night lighting <sup>t</sup>	--		
		Total	0.08 <sup>s</sup>			Concessions and bleachers <sup>t</sup> Buffer and landscape	0.02 minimum 1.40 per facility		
Basketball	Goal	Public	0.86	Type IV	0.07	--	--	0.07	0.5
		Nonpublic	0.22						
		Total	1.08						
Disc Golf	Course	Public	0.01	Types II and III	1.50 minimum	Buffer and landscaping	0.50 per tee minimum	5.00 minimum	10.0
		Nonpublic	--			Parking (1 space per hole)	0.01 per tee		
		Total	0.01						
Ice-Skating	Rink	Public	0.15 <sup>u</sup>	Type IV	0.30 minimum	Warming house	0.05	0.35 minimum	0.5
		Nonpublic	--						
		Total	0.15						
Playfield Activities	Playfield	Public	0.10	Type IV	1.00 minimum	Buffer	0.65 minimum	1.65 minimum	0.5
		Nonpublic	0.11						
		Total	0.21						
Playground Activities	Playground	Public	0.46	Type IV	0.25 minimum	Buffer and landscape	0.37	0.62 minimum	0.5
		Nonpublic	0.07						
		Total	0.53						
Sand Volleyball	Court	Public	0.06	Types II, III, and IV	0.09	Parking (1 space per facility)	0.01 per facility	0.25	2.0
		Nonpublic	--			Buffer	0.15 per facility		
		Total	0.06						
Soccer	Field	Public	0.26	Types II, III, and IV	1.00 minimum	Buffer	0.65	1.65	1.0
		Nonpublic	0.17						
		Total	0.43						
Softball	Diamond	Public	0.24	Types II, III, and IV	1.70	Parking (20 spaces per facility)	0.18 per facility	2.68	1.0
		Nonpublic	0.07			Nighttime lighting <sup>t</sup>	--		
		Total	0.31			Buffer	0.80 per facility		

Table continued on next page.



**Table D.2 (continued)**

Activity	Facility	Minimum Per Capita Requirements <sup>a</sup>		Facility Design Standards					Service Radius (miles) <sup>c</sup>
		Ownership	Facilities per 1,000 Residents	Typical Location (Site Type)	Land (acres per facility)	Suggested Support Features	Land for Support Features (acres)	Total Land (acres per facility)	
Swimming	Aquatic Center or Deep Well Pool	Public	0.02 <sup>b</sup>	Types II and III	0.13 minimum	Bathhouse and concessions	0.13 minimum	1.22 minimum	3.0
		Nonpublic	--			Parking	0.26 minimum		
		Total	0.02			Buffer and landscaping	0.70 minimum		
	Splash Pad or Wading Pool	Public	0.02	Types II, III, and IV	0.13 minimum	Bathhouse	0.13 minimum	1.22 minimum	3.0
Tennis	Court	Nonpublic	--			Parking	0.02 minimum		
		Total	0.02			Buffer and landscaping	0.70 minimum		
		Public	0.40	Types II, III, and IV	0.15	Parking (2 spaces per facility)	0.02 per facility	0.32	1.0
		Nonpublic	0.10			Nighttime lighting <sup>d</sup>	--		
		Total	0.50			Buffer	0.15 per facility		



**Table D.3**  
**Requirements for Intensive Resource-Oriented Outdoor Recreation Facilities**

Activity	Facility	Minimum Per Capita Requirements <sup>w</sup>		Facility Design Standards						Service Radius (miles) <sup>x</sup>
		Ownership	Facilities per 1,000 Residents	Typical Location (Site Type)	Land Per Facility	Resource Requirements	Suggested Support Features	Land for Support Features	Total Land (acres per facility)	
Camping	Campsite	Public	0.35	Types I and II	0.33 acre	Ungrazed wooded area Presence of surface water Suitable topography and soils	Restrooms – showers Utility hookups Natural area backup lands	-- -- 1.5 acres per facility	1.83	25.0
		Nonpublic	1.47							
		Total	1.82							
Golf	Regulation 18-hole course	Public	0.010	Types I and II	135 acres	Suitable topography and soils Presence of surface water Form-giving vegetation desirable	Clubhouse, parking, and maintenance Practice area Woodland or water areas Buffer	8.0 acres per facility 5.0 acres per facility 35.0 acres per facility 2.0 acres per facility	185.00	10.0
		Nonpublic	0.027							
		Total	0.037							
Picnicking	Tables	Public	3.24 <sup>y</sup>	Types I, II, III, and IV	0.07 acre	Topography with scenic views Shade trees Presence of surface water desirable Suitable soils	Parking Shelters and grills Buffer and parking overflow	0.02 acre per facility -- 0.02 acre per facility	0.11	4.0
		Nonpublic	--							
		Total	3.24							
Skiing	Developed slope (acres)	Public	0.01	Types I, II, and III	1.0 acre per facility acre	Suitable topography and soils (20 percent slope minimum) North or northeast exposure	Chalet Parking Ski tows (and lights) Buffer and maintenance Landscape	0.13 acre minimum 0.25 acre per facility acre 0.40 acre per facility acre 0.40 acre per facility acre 0.35 acre per facility acre	2.10	25.0
		Nonpublic	0.09							
		Total	0.10							
Swimming	Beach (linear feet)	Public Nonpublic Total	Major Inland Lakes	Types I, II, and III	40 square feet per linear foot	Natural beach Good water quality	Parking  Bathhouse-concessions Buffer areas	0.2 acre per acre of beach 0.10 acre minimum 10.0 square feet per linear foot	-- <sup>z</sup>	10.0
			Lake Michigan							
			6							
			12							
			18							



**Table D.4**  
**Requirements for Trail-Related and Other Extensive Land-Based Outdoor Recreation Activities**

Activity	Facility	Minimum Per Capita Public Facility Requirements (linear mile per 1,000 residents) <sup>aa</sup>	Facility Design Standards				
			Typical Location of Facility	Minimum Facility Requirements (acres per linear mile)	Suggested Support Facilities and Backup Lands	Minimum Support Facility Requirements (acres per linear mile)	Resource Requirements
Biking	Route	-- <sup>bb</sup>	Scenic roadways	--	Route markers	--	--
	Trail	0.16	Recreation corridor	1.45	Backup lands with resource amenities	24.2	Diversity of scenic, historic, natural, and cultural features Suitable topography (5 percent slope average maximum) and soils
Hiking	Trail	0.16	Recreation corridor	0.73	Backup lands with resource amenities	24.2	Diversity of scenic, historic, natural, and cultural features Suitable topography and soils
Nature Study	Center	One per county	Regional (Site Type I), multi-community (Type II), and community parks (Type III)	--	Interpretive center building Parking Backup lands with resource amenities	--	Diversity of natural features, including a variety of plant and animal species Suitable topography and soils
	Trail	0.02	Recreation corridor Regional (Site Type I), multi-community (Type II), and community parks (Type III)	0.73	Parking Backup lands with resource amenities	24.2	Diversity of natural features, including a variety of plant and animal species Suitable topography and soils
Scenic Touring	Route	-- <sup>cc</sup>	Scenic roadways Recreation corridor	--	Route markers	--	--
Cross-Country Skiing	Trail	0.02	Recreation corridor Regional (Site Type I) and multi-community parks (Type II)	0.97	Backup lands with resource amenities	24.2	Suitable natural and open areas Rolling topography
Snowmobiling	Trail	0.11	Private lands (leased for public use)	1.45	Backup lands, including resource amenities and open lands	24.2	Suitable natural and open areas Suitable topography (8 percent slope average maximum) and soils



**Table D.5**  
**Guidelines for the Provision of Publicly-Owned Boat Launch Ramps**

Minimum per Capita Requirements (acres per 1,000 residents)	Facility Design Standards				Maximum Distance Between Harbors of Refuge (miles)
	Typical Location of Facility	Facility Area Requirements	Suggested Support Facilities and Backup Lands	Minimum Support Facility Area Requirements (acres per linear mile)	
0.025	Site Types I, II, and III General-use sites	0.015 acre per ramp	Restrooms Parking (40 car and trailer spaces per ramp)	-- 0.64 acres per ramp	15

**Table D.6**  
**Guidelines for the Provision of Boat Slips**

Minimum per Capita Requirements (acres per 1,000 residents)	Facility Design Standards			
	Typical Location of Facility	Facility Area Requirements	Suggested Support Facilities and Backup Lands	Minimum Support Facility Area Requirements (acres per linear mile)
1.3	Site Types I, II, and III General-use sites	--	Fuel, concessions, and restrooms Parking Storage and maintenance	-- 0.01 acre per boat slip 0.01 acre per boat slip

#### **A. PRIMARY ENVIRONMENTAL CORRIDORS, SECONDARY ENVIRONMENTAL CORRIDORS, AND ISOLATED NATURAL RESOURCE AREAS**

- **Principle:** The primary environmental corridors are a composite of the best individual elements of the natural resource base including lakes, streams, rivers, and their associated floodplains and riparian buffers; woodlands, wetlands, plant and wildlife habitat; areas of groundwater discharge and recharge; organic soils, rugged terrain, and high relief topography; and significant geological formations and physiographic features. Protecting these elements of the natural resource base reduces flood damage, abates soil erosion, protects water supplies, cleans the air, enhances wildlife population, preserves biological diversity, and provides continued opportunities for scientific, educational, and recreational activities.
  - **Standard 6.1:** All remaining nonurban lands within the designated primary environmental corridors in the County should be preserved in essentially natural open uses. When possible, secondary environmental corridors and isolated natural resource areas and connections between them should also be preserved.

#### **B. NATURAL AREAS AND CRITICAL SPECIES HABITATS**

- **Principle:** Natural areas and critical species habitats are important in a number of ways—including economically, because they support advances in agriculture and medicine; functionally, because they enhance surface water and groundwater quality, minimize erosion, and enhance air quality; educationally; recreationally; aesthetically; in basic scientific research; and in maintaining biological and genetic diversity. In a less tangible but equally important way, natural areas and critical species habitats contribute to the overall quality of life for the County's residents.
  - **Standard 6.2:** The remaining natural areas and critical species habitat areas should be preserved.



## Footnotes

- <sup>a</sup> For regional and multi-community parks, which generally provide facilities for resource-orientated outdoor recreation activities for the total population of the County, the minimum per capita acreage requirements apply to the total resident population of the County. For community and neighborhood parks, which generally provide facilities for intensive nonresource-oriented outdoor recreation activities primarily in urban areas, the minimum per capita acreage requirements apply to the resident population of the County residing in urban areas.
- <sup>b</sup> Identifying a maximum service radius for each park type is intended to provide another guideline to assist in determining park needs and to assure that each resident of the County has ready access to the variety of outdoor recreation facilities commonly located in parks, including space and facilities for both active and passive outdoor recreational use.
- <sup>c</sup> Urban areas are defined as areas containing a closely spaced network of minor streets that include concentrations of residential, commercial, industrial, governmental, or institutional land uses having a minimum total area of 160 acres and a minimum population of 500 people. These areas are usually incorporated and served by sanitary sewerage systems. These areas have been further classified into the following categories: Mixed-Use City Center (urban land with at least 18.0 dwelling units per net residential acre), Mixed-Use Traditional Neighborhood (urban land with at least 7.0 to 17.9 dwelling units per net residential acre), Small Lot Traditional Neighborhood (urban land with at least 4.4 to 6.9 dwelling units per net residential acre), Medium Lot Neighborhood (urban land with at least 2.3 to 4.3 dwelling units per net residential acre), and Large Lot Neighborhood (urban land with at least 0.7 to 2.2 dwelling units per net residential acre).
- <sup>d</sup> Regional parks are defined as large outdoor recreation sites with a multi-county service area. Such parks rely heavily on natural resources for their recreational value and character, and provide opportunities for participating in a wide variety of resource-oriented outdoor recreation activities.
- <sup>e</sup> A passive activity area is defined as an area within an outdoor recreation site that provides an opportunity for such leisurely recreational activities as walking, rest and relaxation, and informal picnicking. These areas are generally located in parks or in urban open space sites, and usually consist of a landscaped area with mowed lawn, shade trees, and benches.
- <sup>f</sup> Multi-community parks are defined as intermediate size sites having a countywide or multi-community service area. Similar to regional parks, these sites rely on natural resources for their recreational value and character. Multi-community parks, however, usually provide a smaller variety of recreational facilities and have smaller areas devoted to any given activity.
- <sup>g</sup> In general, each resident of the County should reside within 10 miles of a regional or multi-community park. It should be noted, however, that within urban areas (population of 40,000 or greater) each urban resident should reside within four miles of a regional or multi-community park.
- <sup>h</sup> Community parks are defined as intermediate size parks having a multi-neighborhood service area. These parks rely more on the development characteristics of the service area than on natural resource amenities for location.
- <sup>i</sup> The need for a community park in urban areas can be met by the presence of a regional or multi-community park. Each resident of an urban area with a population of 7,500 or greater should be within two miles of a community, multi-community, or regional park.
- <sup>j</sup> Neighborhood parks are defined as small sites that have a neighborhood as the service area. These sites usually provide facilities for intensive nonresource-oriented outdoor recreation activities and are generally located in urban areas. Recreation lands at the neighborhood level should ideally be provided through a joint community-school district venture, with the facilities and recreational land area required to be provided on one site available to serve the recreation demands of both the school student and resident neighborhood populations. Using the neighborhood park standard of 1.7 acres per 1,000 residents and the school standard of 1.6 acres per 1,000 residents, a total of 3.3 acres per 1,000 residents or approximately 21 acres of recreation lands in a typical small lot traditional or medium lot (medium-density) neighborhood would be provided. These acreage standards relate to lands required to provide recreation facilities typically located in a neighborhood and are exclusive of the school building site and associated parking area and any additional natural resource areas that may be incorporated into the design of the park site such as drainageways and associated stormwater retention basins, areas of poor soils, and floodplains.
- <sup>k</sup> The maximum service radius of neighborhood parks is governed primarily by the population density in the vicinity of the park. In Mixed-use City Center and Mixed-Use Traditional Neighborhood (high-density) urban areas, each resident should reside within 0.5 mile of a neighborhood park; in Small Lot Traditional Neighborhood and Medium Lot Neighborhood (medium density) urban areas, each resident should reside within 0.75 mile of a neighborhood park; and in Large Lot Neighborhood (low-density) urban areas, each resident should reside within 1.0 mile of a neighborhood park. It should be noted that the need for a neighborhood park can also be met by a regional, multi-community, or community park within the 0.5, 0.75, or 1.0 mile service radii in these areas. Further, it should be noted that in applying the service radius criterion for neighborhood parks, only



multi-use parks five acres or greater in area should be considered as satisfying the maximum service radius standard. Such park sites generally provide areas that offer space for passive recreational uses, as well as facilities that provide opportunities for active recreational uses.

<sup>l</sup> Facilities for intensive nonresource-oriented recreational activities in urban areas are commonly located in community or neighborhood school outdoor recreation sites. These facilities often provide a substitute for facilities usually located in parks by providing opportunities for participating in intensive nonresource-orientated activities. It is important to note, however, that school outdoor recreation sites do not generally contain natural resource areas, which provide space for passive recreational use.

<sup>m</sup> For public school sites, which generally provide facilities for intensive nonresource-orientated outdoor recreation activities, the minimum per capita acreage requirements apply to the resident population of the County residing in urban areas.

<sup>n</sup> Identifying a maximum service radius for each school site is intended to assist in determining active outdoor recreation facility requirements and to assure that each urban resident has ready access to the types of active intensive nonresource-oriented facilities commonly located in school recreation areas.

<sup>o</sup> The service radius of school outdoor recreation sites, for park and open space planning purposes, is governed primarily by individual outdoor recreation facilities within the school site. For example, school outdoor recreation sites that provide facilities such as playfields, playgrounds, and basketball goals typically have a service radius of 0.5 mile, which is the maximum service radius assigned to such facilities (see standards presented under Objective 2). As another example, school outdoor recreation sites that provide tennis courts and softball diamonds typically have a service radius of one mile, which is the maximum service radius assigned to such facilities (see standards presented under Objective 2). It is important to note that areas that offer space for passive recreational use are generally not provided at school outdoor recreation sites and therefore community and neighborhood school sites generally are not used when applying community and neighborhood park service area standards.

<sup>p</sup> A recreation corridor is defined as a publicly owned continuous linear expanse of land that is generally located within scenic areas or areas of natural, cultural, or historical interest and provides opportunities for participation in trail-oriented outdoor recreational activities, especially through trails designated for activities such as biking, hiking, nature study, and cross-country skiing.

<sup>q</sup> Facilities for intensive nonresource-oriented outdoor recreation activities generally serve urban areas. The minimum per capita standards for facilities offering these activities, therefore, apply to the total resident population in each urban area of the County.

<sup>r</sup> For each facility offering an intensive nonresource-oriented activity, the service radius indicates the maximum distance a participant should have to travel from their home to participate in the corresponding activity.

<sup>s</sup> Each urban area having a population of 2,500 or greater should have at least one baseball diamond.

<sup>t</sup> Support facilities such as lighting, concessions, and bleachers generally should not be provided in neighborhood parks. These sites typically do not contain sufficient acreage to allow an adequate buffer between such support facilities and surrounding residences.

<sup>u</sup> Each urban area should have at least one ice-skating rink.

<sup>v</sup> Each urban area having a population of 7,500 or greater should have one public swimming pool or beach.

<sup>w</sup> Facilities for intensive resource-orientated activities serve both rural and urban residents of the County. The minimum per capita requirements for facilities for intensive resource-oriented activities, therefore, apply to the total resident population of the County.

<sup>x</sup> Participants in intensive resource-oriented recreational activities travel relatively long distances from their homes. The approximate service radius indicates the normal maximum distance a participant in the respective resource-oriented activity should have to travel from their home to participate in the corresponding activity.

<sup>y</sup> The allocation of the 3.24 picnic tables per 1,000 residents to publicly owned parks is as follows: 3.80 tables per 1,000 residents of the County to be located in regional and multi-community parks to meet the resource-oriented picnicking standard for the County and 2.55 tables per 1,000 residents of urban areas in the County to be located in community and neighborhood parks to meet local picnicking standard for urban areas of the County.

<sup>z</sup> A picnic area is commonly provided adjacent to a swimming beach as a support facility. Thus, the total amount of acreage required for support facilities must be determined on a site-by-site basis.

<sup>aa</sup> Both urban and rural residents of the County participate in trail-related activities. Thus, minimum per capita requirements for trails apply to the total resident population of the County.



<sup>bb</sup> *Bike routes are located on existing public roadways; therefore, no requirement is indicated.*

<sup>cc</sup> *Scenic touring routes are located on existing public roadways; therefore, no requirement is provided. However, a recreation corridor may provide a uniquely suitable area for the development of a system of scenic touring routes.*

<sup>dd</sup> *Major canoeable streams are defined as those streams that have a minimum width of 50 feet over a distance of at least 10 miles.*

<sup>ee</sup> *Biodiversity refers to the number and abundance of animal and plant species, their genetic composition and variability, and the ecological connection between and among species.*

*Source: Milwaukee County and SEWRPC*

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7/11/2019; 1/7/2020; 11/2/2021

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## Appendix E

### Park Site and Facility Level of Service Per Capita Standards in Milwaukee County

Public Park Type	Service Radius (miles)	Inventory by Ownership (acres)				Per Capita Level of Service (LOS) (park acres per 1,000 people)				Percent Change (acres)
		County-Owned	Municipally Owned	School-Owned	Total	Existing (2015) <sup>a</sup>	Maintain Current Level	Best Practice <sup>b</sup>	Recommended (2050)	
Neighborhood Park	0.5-1.0	578	726	--	1,294	1.4	1.4	2.0	1.3	2.4 <sup>c</sup>
Community Park	2.0	1,089	292	--	1,381	1.5	1.5	3.0	2.0	47.6 <sup>c</sup>
Regional Park	4.0	5,219	--	--	5,219	5.5	5.5	4.0	4.3	(16.0)
Overall <sup>d</sup>	--	15,338	1,718	1,609 <sup>e</sup>	18,665	19.7	19.7	15.0	18.2	(0.8)
Outdoor Recreational Facility	Service Radius (miles)	Inventory by Ownership (number of facilities)				Per Capita Level of Service (number of facilities per 1,000 people)				Percent Change from Existing LOS to Recommended LOS
		County-Owned	Municipally Owned	School-Owned	Total	Existing (2015) <sup>a</sup>	Maintain Current Level	Best Practice <sup>b</sup>	Recommended (2050)	
Basketball Court <sup>f</sup>	0.5	83	169	660	912	0.96	1.0	0.3	0.86	-0.10
Disc Golf <sup>g</sup>	10.0	8	1	--	9	0.01	-- <sup>h</sup>	-- <sup>i</sup>	0.01	0.25
Dog Park <sup>g</sup>	5.0	6	1	--	7	0.01	-- <sup>h</sup>	-- <sup>h</sup>	0.01	-- <sup>c</sup>
Golf-Regulation	10.0	10	--	--	10	0.01	-- <sup>h</sup>	0.4	0.01	--
Golf-Par 3	-- <sup>j</sup>	5	--	--	5	0.01	-- <sup>h</sup>	-- <sup>i</sup>	0.00	-0.50
Multi-Purpose Field	2.0	36	17	30	83	0.09	0.1	0.2	0.10	0.10 <sup>j</sup>
Outdoor Swimming - Deep Well Pool/Aquatic Center <sup>g</sup>	3.0	14	2	--	16	0.02	-- <sup>h</sup>	-- <sup>h</sup>	0.02	-0.10 <sup>c</sup>
Outdoor Swimming - Wading Pool/Splash Pad <sup>g</sup>	3.0	42	8	1	51	0.05	0.1	-- <sup>h</sup>	0.05	-0.10 <sup>c</sup>
Playground	0.5	114	126	244	484	0.51	0.5	0.3	0.46	-0.10
Picnic Area	4.0	149	9	--	158	0.17	0.2	0.2	0.17	--
Picnic Tables	0.5-1.0	2,633	440	--	3,073	3.24	3.2	-- <sup>i</sup>	3.24	--
Sand Volleyball	2.0	52	17	3	72	0.08	0.1	0.1	0.06	-0.25 <sup>c</sup>
Skate Park <sup>g</sup>	5.0	--	4	--	4	-- <sup>h</sup>	-- <sup>h</sup>	-- <sup>h</sup>	0.00	-- <sup>c</sup>
Soccer Field	2.0	60	47	168	275	0.29	0.3	0.2	0.26	-0.10 <sup>k</sup>
Regulation Baseball	2.0	19	20	17	56	0.06	0.1	0.2	0.07	0.20
Regulation Softball	1.0	55	83	87	225	0.24	0.2	0.2	0.24	-- <sup>c</sup>
Tennis	1.0	81	135	203	419	0.44	0.5	0.3	0.40	-0.10 <sup>c</sup>

NOTE: The level of service standards for each park site and recreational facility are set forth in Appendix D of this report.

<sup>a</sup> Accounts for an estimated County population of 949,795 in 2015.

<sup>d</sup> Established by PROS Consulting via a benchmark analysis.

<sup>c</sup> Milwaukee County should not be the sole or lead service provider for this amenity type.



<sup>d</sup> Includes park sites not classified as neighborhood, community, or regional parks.

<sup>e</sup> Includes 146 park and outdoor recreation sites owned by the Milwaukee Public School (MPS) district, amounting to 603 acres, and 97 park and outdoor recreation sites, amounting to 1,006 acres, owned by other public school districts in the County.

<sup>f</sup> Includes full and half courts.

<sup>g</sup> According to the Milwaukee County Household Survey Data Report, results of six focus group meetings held in March of 2016, and results from a series of nine community workshops held in September and October of 2016, the existing level of service for this facility may not meet County residents' needs.

<sup>h</sup> The number of facilities per 1,000 people is less than 0.1.

<sup>i</sup> Information relating to best practices for the level of service of this facility was not provided.

<sup>j</sup> A level of service radius for this facility has not been established.

<sup>k</sup> This facility should be rebalanced across the County.

Source: Milwaukee County Parks and SEWRPC

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