



City of Franklin



COMPREHENSIVE OUTDOOR RECREATION PLAN: 2030

***(Update approved by Common Council on
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CITY OF FRANKLIN, WISCONSIN

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Cover Photographs:

Top: Oak Leaf Trail

Left top small: Lions Legend Park II

Left center small: Lions Legend Park II

Left lower small: Christine Rathke Memorial Park

CITY OF FRANKLIN

COMPREHENSIVE OUTDOOR RECREATION PLAN 2030

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Important Notice

The *City of Franklin Comprehensive Outdoor Recreation Plan 2030* may be amended from time to time as implementation of the Plan is an ongoing process. Therefore, prior to use of this Plan or the information contained herein, you are strongly encouraged to contact the City of Franklin Planning Department.

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Chapter 1

Introduction

INTRODUCTION

This plan is an ad hoc update to the *Comprehensive Outdoor Recreation Plan: 2025, which was a comprehensive update of the Comprehensive Outdoor Recreation Plan: 2020 for the City of Franklin, Milwaukee County, Wisconsin*, dated February 2002, prepared by Meehan & Company, Inc. (commonly referred to as the 2002 CORP). As an update, the 2025 plan extended the planning horizon for park planning purposes to the year 2025, reflects those previous Plan recommendations which have now been implemented, and incorporates new information, not the least of which are those park, open space, and outdoor recreation related recommendations contained within the recently adopted *City of Franklin 2025 Comprehensive Master Plan*. This ad hoc update extends the planning horizon for park planning purposes to the year 2030, and reflects the inclusion of an all-accessible and all-inclusive Special Park¹.

A Comprehensive Outdoor Recreation Plan (herein abbreviated to "CORP") is a fundamental tool utilized in the acquisition and development of a sound public park, open space, and outdoor recreation system and is a key element of community planning. This Comprehensive Outdoor Recreation Plan -- or CORP -- is designed to address projected and prioritized needs in a detailed fashion for the next five years (to the year 2020) and in a generalized fashion for the following 10 years (through the year 2030), with progress reviews annually and a more extensive review and/or update ideally every five years. An approved and adopted CORP is required by the Wisconsin Department of Natural Resources in order for communities to be eligible for participation in most cost sharing (grant) programs. The CORP update has also been incorporated by reference into the Comprehensive Master Plan.

City Growth, Development, and Natural Resource Preservation

The City of Franklin is a suburban community with a multitude of recreational needs based upon both its current population and projected year 2030 population. The City experienced significant population growth from 1990-2010--representing an increase of from 21,855 to 35,451 persons, or

¹ This plan has been further updated in part to extend the planning horizon to 2030, at the request of the Wisconsin Department of Natural Resources, and to include approximately 10,800 lineal feet of additional trailway to the City trail network.

about 62 percent during the 20-year period. Consistent with the *City of Franklin 2025 Comprehensive Master Plan*, this Comprehensive Outdoor Recreation Plan also indicates that the City may reach a population of about 41390 persons by the year 2030 (see Chapter 2 for more information on this topic). Wisconsin Department of Administration information also indicates a year 2035 population projection for the City of 43,730. Based upon both the existing and projected year 2030 Milwaukee County age group breakdowns, there will also continue to be a variety of age groups in the City which will need to be served by the provision of diverse and properly located outdoor recreation facilities.

This *Comprehensive Outdoor Recreation Plan: 2030 for the City of Franklin, Milwaukee County, Wisconsin*, is an ad hoc update of the City's Comprehensive Outdoor Recreation Plan: 2025, which in turn was a comprehensive update of the previous CORP (*Comprehensive Outdoor Recreation Plan: 2020 for the City of Franklin, Milwaukee County, Wisconsin, dated February 2002, prepared by Meehan & Company, Inc.*). As such, it builds upon that plan and its recommendations, and as with the previous plan, sets forth the City of Franklin's vision for the future growth and development of its park, open space, and outdoor recreation sites and facilities. This CORP update is intended to guide the City's park, open space, and outdoor recreation site and facility acquisition and development efforts to the year 2030, and in certain instances, beyond.

Sound planning is important to City of Franklin officials, landowners, and residents. The City of Franklin stands at a crucial point in time in terms of making decisions about its future growth and development, including its park, open space, and outdoor recreation sites and facilities. The City has experienced rapid urban and suburban growth over the last several decades. This growth, as data presented in Chapter 2 indicates, is expected to continue but in a slightly less rapid manner to the year 2030 and beyond. Therefore, it is prudent planning practice to ensure that the expected continued growth, infill development, and re-development of the City results in the provision of adequate outdoor recreation sites and facilities to serve City residents. The City should also continue to strive to provide diversity in function, location, size, development, and service area of recreation facilities to meet its steadily increasing needs. This can be accomplished if the City takes the lead in assuring that the Comprehensive Outdoor Recreation Plan objectives and needs are met through timely land acquisition, development, improvement, and continued maintenance of recreational facilities.

The continued preservation of the City's natural resources including the Root River Parkway, the City's remaining remnant oak savannahs (oftentimes referred to as "oak openings"), as well as other natural resource features (other woodlands, wetlands, wetland buffers & setbacks, floodplains, areas of steep slopes, etc.) is also important for the open space aspects of outdoor recreation planning.

The importance of this Comprehensive Outdoor Recreation Plan to the overall quality of life within the City of Franklin cannot be overemphasized. Implementation of the CORP update would, over time, provide an integrated system of parks, open spaces, and trails within the City that would not only serve to preserve and enhance the City's natural resource features, but would also provide a wide range of wholesome outdoor recreational activities close to home. However, this CORP update also

recognizes that its implementation is dependent upon the availability of increasingly limited financial resources, and therefore, certain recommendations may not be able to be achieved within the time-frame of this Plan.

Comprehensive Outdoor Recreation Plan as an Element of the City's Comprehensive Master Plan

On October 21, 2009, the City of Franklin Common Council adopted the City of Franklin 2025 Comprehensive Master Plan. This Comprehensive Outdoor Recreation Plan update is intended to be consistent with, and incorporated into, the City's Comprehensive Master Plan and other plans and policies of the City. The CORP update, as part of the City's Comprehensive Master Plan, provides the planning framework to effectively deal with the actual protection of natural and environmentally sensitive areas and the provision of open space at development sites (while avoiding the "taking" of private property rights).

It is also very important to recognize that the park, open space, and outdoor recreation sites and facilities provided in the City of Franklin are also an integral part of a larger outdoor recreation system.

This system includes facilities which have not only local but countywide and regional importance. Therefore, it is very important that the City of Franklin Comprehensive Outdoor Recreation Plan be carefully integrated with, as well as consistent with, various County and regional outdoor recreation planning activities.

Public Input

This Comprehensive Outdoor Recreation Plan: 2030 for the City of Franklin, Milwaukee County, Wisconsin, is the culmination of a cooperative effort undertaken by City of Franklin staff, the Parks Commission, the Plan Commission, the Common Council, and City residents during 2010 and 2011 (for the 2025 Plan) and in 2014 and 2015 (for this 2030 Plan). In recognition of the importance of public support to the successful implementation of this Plan, public input opportunities included:

- An article in the October 2010 edition of the Franklin City Newsletter providing notice of the impending update of the CORP.
- Creation of a page on the City of Franklin website devoted solely to the update of the CORP, including copies of City Newsletter articles, press releases, draft chapters, etc.
- Submittal of a Press Release to numerous media outlets on November 22, 2010, providing notice of the CORP update and upcoming public input opportunities.

- A Comprehensive Outdoor Recreation Plan Update Survey to obtain information from City residents and visitors about their experiences with, and thoughts on, the park, open space, and outdoor recreation system within the City.
- An informal Public Workshop held on November 30, 2010, to obtain the public's comments, thoughts, ideas, suggestions, and concerns pertaining to parks, open space, and outdoor recreation prior to completion of a draft of the Plan.
- An article in the December 2010 edition of the Franklin City Newsletter providing a status report on the CORP update, and providing a copy of and link to the Survey.
- Submittal of a Press Release to numerous media outlets on January 10, 2011, providing notice of the upcoming release of the draft plan and CORP Update Open House.
- Placement of the draft plan on the City of Franklin website on January 17, 2011.
- An informal Open House held on January 24, 2011, to obtain public comment and input on a rough draft of the Plan.
- A City of Franklin Parks Commission meeting held on February 7, 2011, to consider approval of the draft plan, which was open to the public.
- A City of Franklin Plan Commission meeting held on February 17, 2011, to consider approval of the draft plan, which was open to the public.
- A Public Hearing on March 1, 2011, to obtain public comment and input on the final draft Plan.
- A Committee of the Whole and Common Council meeting, held on April 4, 2011, to consider approval of the plan, which was open to the public.
- A City of Franklin Parks Commission meeting held on December 8, 2014, to consider approval of the draft plan, which was open to the public.
- A City of Franklin Plan Commission meeting held on December 18, 2014, to consider approval of the draft plan, which was open to the public.
- A Public Hearing at the January 6, 2015, Common Council meeting, to obtain public comment and input on the final draft plan.

Appendix A contains a more detailed summary of this public input.

Appendix B contains the subject Parks Commission, Plan Commission, and Common Council approvals of this CORP update.

LEGAL BASIS FOR THE PREPARATION OF A COMPREHENSIVE OUTDOOR RECREATION PLAN AND THE PREPARATION OF A PUBLIC FACILITIES NEEDS ASSESSMENT FOR PARKS, PLAYGROUNDS, AND OTHER RECREATIONAL FACILITIES

Section 27.08 of the Wisconsin Statutes provides that cities may create, by ordinance, a board of park commissioners. Under the provisions of Section 27.08, the board of park commissioners is empowered and directed to:

1. Govern, manage, control, improve and care for all public parks, parkways, boulevards and pleasure drives located within, or partly within and partly without, the corporate limits of the City, and secure the quiet, orderly, and suitable use and enjoyment thereof by the people; also to adopt rules and regulations to promote those purposes.
2. Acquire in the name of the City for park, parkway, boulevard or pleasure drive purposes by gift, devise, bequest or condemnation, either absolutely or in trust, money, real or personal property, or any incorporeal right or privilege (subject to the approval of the Common Council).
3. Buy or lease lands in the name of the City for park, parkway, boulevard or pleasure drive purposes within or without the City and, to sell or exchange property no longer required for its purposes (subject to the approval of the Common Council).
4. Change or improve all parks, parkways, boulevards or pleasure drives within the City limits, controlled by the board, at the expense of the real estate to be benefited thereby.

In response to these State laws, the City of Franklin created such a commission--the City of Franklin Parks Commission--with the following powers and duties as set forth under the provisions of Chapter 10-7 of the City of Franklin Municipal Code as amended:

1. Such powers and duties as are provided by Chapter 27.08, 27.09, and 27.10 of the Wisconsin Statutes.
2. To appoint such agents and employees subject to approval of the Mayor and Council as may be necessary to carry out the functions of the Parks Commission.
3. To have charge and supervision of all City parks and recreation programs, subject to Mayor and Council supervision.

4. To make reports and recommendations, including budgetary items, to the Mayor and Council.

MISSION STATEMENT OF THE CITY OF FRANKLIN PARKS COMMISSION

The goal of the City of Franklin Parks Commission is to provide and maintain designated lands as public parks to be used for active or passive recreation and educational purposes for the residents of the City of Franklin, its friends, and future generations.

Major areas of responsibility:

1. *Insure adequate land is set aside to plan for:
 - a. *adequate park facilities in new residential areas*
 - b. *additional park areas in existing residential areas**
2. *Maintain park areas located within the City of Franklin boundaries by budgeting funds for equipment, walkways, structures, vegetation, and animal life preservation.*
3. *Consult with other city and county agencies as well as private citizens on any matters affecting the city of Franklin park areas either directly or indirectly.*
4. *Educate city residents as to the proper use of park areas and enforce any rules and regulations governing the use of the park areas.*
5. *Plan for future park growth and maintenance.*
6. *Serve on subcommittees whose actions may affect the City of Franklin park areas.*

Section 62.23 of the Wisconsin Statutes sets forth the enabling legislation for the creation of city plan commissions such as the City of Franklin Plan Commission. In addition, Section 62.23(3) and 66.1001 of the Statutes also sets forth the legislation necessary for cities to prepare comprehensive master plans for the physical development of the municipality. The Comprehensive Outdoor Recreation Plan presented in this document represents a portion of the City's Comprehensive Master Plan and, thereby, the City's response to the requirements of Section 62.23(3) and 66.1001 of the Wisconsin Statutes.

This Comprehensive Outdoor Recreation Plan also presents a public facilities needs assessment for parks, playgrounds, and other recreational facilities in the City of Franklin and is specifically intended to fulfill the requirements of a "Public Facilities Needs Assessment" for parks, playgrounds, and other recreational facilities as required under the provisions of Section 66.0617 "Impact Fees" of the Wisconsin Statutes. Section 66.0617(4) of the Wisconsin Statutes indicates that:

"Before enacting an ordinance that imposes impact fees or amending an ordinance that imposes impact fees by revising the amount of the fee or altering the public facilities for which impact fees may be imposed, a municipality shall prepare a needs assessment for the public facilities for which it is anticipated that impact fees may be imposed."

Pursuant to the requirements of Section 66.0617 of the Wisconsin Statutes, the City of Franklin "Public Facilities Needs Assessment" for parks, playgrounds, and other recreational facilities addresses and presents the following:

1. An inventory of existing public facilities, including an identification of any existing deficiencies in the quantity or quality of those public facilities, for which it is anticipated that an impact fee may be imposed.
2. An identification of the new public facilities, or improvements or expansions of existing public facilities, that will be required because of land development for which it is anticipated that impact fees may be imposed. This identification shall be based on explicitly identified service areas and service standards.
3. A detailed estimate of the capital costs of providing the new public facilities or the improvements or expansions in existing public facilities identified in Paragraph 2 above, including an estimate of the effect of recovering these capital costs through impact fees on the availability of affordable housing within the City of Franklin.
4. Geographically defined zones, or service areas, within the City of Franklin may be identified. If such zones, or service areas, are identified, the public facilities needs assessment that is required under Section 66.0617(4) of the Wisconsin Statutes (and as described in Paragraphs 1 through 3 above) shall explicitly identify the differences, such as land development or the need for those public facilities, which justify the differences between zones in the amount of impact fees which may be imposed.

A 2013 Park Impact Fee Update was prepared by Ruckert/Mielke and adopted by the City on October 1, 2013, as recommended by the Comprehensive Outdoor Recreation Plan: 2025.²

This study is anticipated to incorporate and expand upon the information contained within the previous study (Impact Fee Study, City of Franklin, Milwaukee County, Wisconsin, April 2002, prepared by Ruckert/Mielke) and this Comprehensive Outdoor Recreation Plan update, and as such, is intended to be incorporated by reference into this Plan, as well as into the City's Comprehensive Master Plan.

EXISTING PLANS

The following section of this chapter summarizes those plans prepared over the last 30-year period which impact outdoor recreation planning in the City of Franklin. Many of the plans listed below have already addressed (in a well-documented and published fashion) the physical and natural resources of the City of Franklin as well as providing detailed inventories of Milwaukee County, regional, and other public and private recreation facilities which serve City of Franklin residents. Those physical and natural resources of the City of Franklin as well as the various detailed inventories of Milwaukee County, regional, and other public and private recreation facilities, also form an integral part, by reference, of the City of Franklin's Comprehensive Outdoor Recreation Plan.

Regional Plans

On December 1, 1977, the Southeastern Wisconsin Regional Planning Commission adopted SEWRPC Planning Report No. 27 titled A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000. The Regional Park and Open Space Plan presents a detailed inventory as well as park and open space objectives with a plan intended to guide the preservation, acquisition, and development of lands needed for outdoor recreation to the year 2000. The Regional Park and Open Space Plan also calls for the protection of the natural resource base of the seven-county southeastern Wisconsin region also to the year 2000. Recognizing the importance of intergovernmental coordination, the City of Franklin's Comprehensive Outdoor Recreation Plan, as documented herein, includes by this reference all of those detailed land resources and facility inventory features of the A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000 which pertain to the City of Franklin. In addition, the detailed park and open space standards set forth in the A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000 have been carefully integrated into the City of Franklin's Comprehensive Outdoor

² An update to the City's Impact Fee Study may need to be undertaken after adoption of this CORP update by the City.

Recreation Plan as, in part, its basis for park and open space objectives, principles, and standards (see Chapter 3).

An outdoor recreation plan was also advanced by the State of Wisconsin, but on a larger scale. In 1981, the Wisconsin Department of Natural Resources published the State Comprehensive Outdoor Recreation Plan which includes statewide park and open space acquisition and development objectives.

In December 1994, SEWRPC published Planning Report No. 43 titled A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010. The regional bicycle and pedestrian facilities system plan also is inclusive of the City of Franklin. Recognizing the importance of intergovernmental coordination, the City of Franklin's Comprehensive Outdoor Recreation Plan, as documented herein, includes by this reference all of those detailed land resources and facility inventory features of the A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010 which pertain to the City of Franklin.

In September 1997, SEWRPC published Planning Report No. 42 titled A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin. The Regional Natural Areas and Critical Species Habitat Protection and Management Plan advances the *natural areas and critical species habitat protection* concept which is also embraced by the City of Franklin Comprehensive Outdoor Recreation Plan (see Chapters 3 and 4). The Regional Natural Areas and Critical Species Habitat Protection and Management Plan calls for the protection, wise use, and proper management of those areas identified as high-quality natural areas and critical species habitat.

Milwaukee County Plans

In November 1991, SEWRPC published Community Assistance Planning Report No. 132 titled A Park and Open Space Plan for Milwaukee County. The various recreation sites and facilities proposed to be provided under the park and open space plan for Milwaukee County included major parks (County and regional) and natural resource-oriented recreational facilities; recreation corridors, including parkways and linear or trail-related facilities; and boat access facilities, including facilities providing access to Lake Michigan, major inland lakes, and major rivers. Planned community and neighborhood level parks for the City of Franklin were generally addressed in the Milwaukee County plan as well as inventories of the existing City facilities. Recognizing the importance of intergovernmental coordination, the City of Franklin's Comprehensive Outdoor Recreation Plan, as documented herein, includes by this reference all of those detailed land resources and facility inventory features of the A Park and Open Space Plan for Milwaukee County which pertain to the City of Franklin. In addition, the detailed park and open space standards set forth in the A Park and Open Space Plan for Milwaukee County have been carefully integrated into the City of Franklin's

Comprehensive Outdoor Recreation Plan as, in part, its basis for park and open space objectives, principles, and standards (see Chapter 3).³

In 2007, the Milwaukee County Department of Public Works, Recreation, and Culture published their *Milwaukee County Trails Network Plan*. This Plan describes the current trail systems within Milwaukee County and states the goals and objectives to improve and maintain the current trail infrastructure. It also details trails that are under development as well as future proposed trails or initiatives. It can be noted that this Plan was adopted by the City of Franklin in 2010 as a guide to the City's Comprehensive Master Plan. As such, this Plan has also been carefully integrated into the CORP update.

City Plans

The City of Franklin Common Council adopted the *City of Franklin 2025 Comprehensive Master Plan* on October 21, 2009. The Plan provides a framework for the future growth and development of the City and was enacted to meet the requirements of Wisconsin's Comprehensive Planning Legislation. The 2025 Comprehensive Master Plan focuses on the following elements: Issues and Opportunities; Agricultural, Natural and Cultural Resources; Economic Development; Land Use; Housing; Transportation; Utilities & Community Facilities; and Intergovernmental Cooperation. The Comprehensive Master Plan document incorporates the City of Franklin's vision for its future development. This plan addresses issues such as population growth, natural resource features protection, future land use, existing zoning, development objectives, transportation, parks, public sewer and water, among other issues. While the Comprehensive Outdoor Recreation Plan update is intended to be consistent with the City's adopted Comprehensive Master Plan and other policies of the City, it is also intended to take those plans into a greater level of specificity and detail.

As indicated earlier in this Chapter, the *Comprehensive Outdoor Recreation Plan: 2030* represents an update to the earlier *Comprehensive Outdoor Recreation Plan: 2025*, adopted by the City of Franklin on April 4, 2011.

The City's *Stormwater Management Plan* as prepared by Bonestro, Rosene, Anderlik & Associates and dated December, 2002 identifies those areas of the City which will be preserved and retained for stormwater detention and/or retention and establishes location, size, and flood elevations of

³ At the time of preparation of the CORP update, SEWRPC and Milwaukee County were in the process of updating the Milwaukee County Park Plan. It can be noted that this plan, while adopted by Milwaukee County and therefore utilized in this CORP update, is nearly 20 years old and may contain outdated information. Whatever information that was available at that time was incorporated into this CORP update.

stormwater ponding or storage areas. These types of facilities, typically, assist in the preservation of open space and natural areas.

School District Plans

The City of Franklin is served by three school districts: Franklin Public School District, Oak Creek-Franklin School District, and Whitnall School District. Only one of these school districts has school and recreational facilities located within the City of Franklin--the Franklin Public School District.

Franklin Public School District Sites: As set forth in the City' Comprehensive Master Plan, School District representatives have indicated that for future long-range planning purposes, potential sites for future schools include land near:

- the northwest corner of W. Puetz Road and S. 51st Street;
- the southeast corner of W. Puetz Road and S. 51st Street;
- the southeast corner of Ryan Road and S. 92nd Street; and
- the northwest corner of Oakwood Road and S. 76th Street.

The School District representatives have also indicated that all four sites may not be necessary, and have identified their greatest interest in the sites located at the northeast corner of Ryan Road and St. Martins Road (a fifth location, of which land they already own), and the southeast corner of Ryan Road and S. 92nd Street.

It should be noted that the Land Use chapter of the City of Franklin 2025 Comprehensive Master Plan indicates the southeast corner of Ryan Road and S. 92nd Street site, and the northeast corner of Ryan Road and St. Martins Road site, for future institutional land uses (which could include a future school use). Furthermore, the Land Use chapter identifies the northeast corner of Ryan Road and S. 51st Street site for future mixed use land uses (which potentially could in part include a future school use).

Due to projected student enrollment levels, the Franklin School District in April 2007 conducted a referendum to obtain voter approval for a new high school and renovation of the current high school into a new middle school. Although a site for the new high school was not selected at that time, a number of possible locations were identified. However, the referendum failed, and plans for a new or renovated high school have been temporarily put on hold. In the fall of 2010, the School District conducted a survey to obtain citizen response to a number of questions regarding high school and middle school related issues and needs. The results of this survey are described in a report entitled *Franklin Public Schools Facilities Planning Community Survey Report, Fall 2010*, prepared by School Perceptions, November 2010. It can be noted that a majority of the respondents did not support the following proposals: renovation of the existing, or construction of a new, high school or middle school; construction of additional outdoor high school physical education and athletic space, an

auditorium at the high school; updating the high school swimming pool; or partnering with the City to add a community center to the high school.

Because of the anticipated continued growth of the City of Franklin and the Franklin School District, it is recommended that the City work closely with the School District to address these issues of mutual concern.

Oak Creek-Franklin School District and the Whitnall School District: In 2000, both the Oak Creek-Franklin School District and the Whitnall School District indicated that no school-related facilities (including recreational facilities) were planned to be constructed within the corporate limits of the City of Franklin.

The City of Franklin Comprehensive Outdoor Recreation Plan update recognizes that some outdoor recreational facilities are owned and operated by Milwaukee County, the Franklin Public School District, and various public and private entities. While the intent of the City of Franklin Comprehensive Outdoor Recreation Plan update is to be as "comprehensive" as possible with regard to the levels and types of services and facilities provided at various park and school sites, it must also be recognized by City of Franklin officials that park and recreational areas owned and operated by other entities--such as Milwaukee County, the Franklin Public School District, and various other public and private entities--cannot be directly or economically controlled by the City of Franklin relative to the maintenance of existing improvements, the construction of new improvements, or the establishment of priority levels for improvements to those facilities.

GENERAL REVIEW OF THE 2002 CITY OF FRANKLIN COMPREHENSIVE OUTDOOR RECREATION PLAN

As stated earlier, in 2002 the *Comprehensive Outdoor Recreation Plan: 2020* for the City of Franklin was prepared by Meehan & Associates, Inc and adopted by the City of Franklin Common Council. That plan updated the *Comprehensive Outdoor Recreation Plan* that was prepared by Landscape Architects, Inc. in 1994, which presented a community profile, an outdoor park and open space needs assessment, an evaluation of the existing park system, a park facilities inventory, action plan for various parks, and a capital improvements program. The 2002 Plan served the City from 2002 to 2010.

Ideally, such plans need to be updated about once every five years due to the emergence of new data, changes in the community and/or policy changes of the community, and to assure that such documents provide the best and most up-to-date information to assist in making long-range, as well as short-term,

decisions. Based upon a review of the 2002 Plan, the following factors need to be either newly re-introduced or updated:

1. The integration of the City of Franklin Outdoor Recreation Plan with various County and regional outdoor recreation planning activities in order to achieve plan consistency within both a County and regional planning framework.
2. The development of up-to-date park, open space, outdoor recreation, trail, and recreational facility standards based, in part, upon:
 - a. National Recreation and Park Association and the American Academy for Park and Recreation Administration guidelines set forth in their December 1995 publication titled *Park, Recreation, Open Space and Greenway Guidelines*;
 - b. SEWRPC Planning Report No. 27 titled *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000* dated November 1977;
 - c. SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County*, November 1991;
 - d. SEWRPC Planning Report No. 43 titled *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*, December 1994; and
 - e. SEWRPC Planning Report No. 42 titled *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997.
3. Consistency with the recently updated *City of Franklin 2025 Comprehensive Master Plan*, and its park, open space, and outdoor recreation related principles, goals, objectives, policies, standards, guidelines, and recommendations.
4. Consistency with the recently updated *City of Franklin 2025 Comprehensive Master Plan*, and its recommendations for the southwestern portion of the City.
5. The development of natural resource protection standards for the planned protection of both public and private open space with natural resource features. This new element will also provide a planning "linkage" between such standards set forth in the City of Franklin adopted Unified Development Ordinance (*the combined Zoning and Land Division Ordinances*).

6. The preparation of year 2025 population projections and forecasts in order to determine the need for various recreation facilities through that future time period.
7. Based upon the updated standards proposed under Paragraph 2 above, a new analysis of future park, open space, and outdoor recreation needs and service area delineations needs to be conducted.
8. Based upon the results of Paragraph 5 above, new public parks, open space, trail, and outdoor recreation sites or facilities may need to be proposed--particularly a community recreation center building.
9. New capital cost estimates need to be prepared for any new sites or facilities identified under Paragraph 6 above and to take into consideration price increases from 2002--requiring updating to the year 2010.
10. Traditional and new tools for plan implementation are introduced including proposed amendments to the City of Franklin Unified Development Ordinance for park land dedication and Impact Fee Ordinance amendments for park and recreational facility impact fees.

REVIEW OF THE 1998 NEEDS ASSESSMENT SURVEY FOR THE FRANKLIN COMMUNITY EDUCATION AND RECREATION DEPARTMENT

In October 1998 a needs assessment survey was conducted by Research Associates for the City of Franklin Community Education and Recreation Department and published as the *Needs Assessment Survey: Community Education and Recreation Department, City of Franklin*. The Needs Assessment Survey collected data from community participants in Department activities to determine trends, needs, and issues related to the delivery of programs and services. The participants in the Needs Assessment Survey included community participants (168 surveys, 12% of total sample size), youths at their schools (576 surveys, 43% of total sample size), high school students (532 surveys, 40% of total sample size), and senior citizens during an organized activity (64 surveys, 5% of total sample size). Many of the findings of the Needs Assessment Survey are focused upon such things as program marketing, promotional methods, program image, child care and transportation availability, life-long learning activities, group or social activities, activities which offer new experience, cost of the program, etc. However, also identified were sports and leisure activities in which participants of the Needs Assessment Survey have participated, plan to participate, and are unlikely to participate. The Needs Assessment Survey identified Franklin Public School District as a major provider of community recreation services.

The Needs Assessment Survey found City of Franklin resident participation in various recreation activities in 1998 as summarized in Table 1.1. As previously noted in this Chapter, and as described in Appendix A, a short survey of park related issues was conducted in November – December of 2010. Based on the responses obtained: the Oak Leaf Trail was the most often visited facility; hiking/biking was the activity most often participated in; and additional trails was the most often requested facility.

Table 1.1

**SUMMARY RANKING OF CITY OF FRANKLIN
RESIDENT PARTICIPATION IN RECREATIONAL ACTIVITIES: 1998**

TYPE OF RECREATIONAL ACTIVITY	Past Participation	Participation Planned	Participation Considered	Participation Unlikely
Swimming	1	8	15	18
Trips and Travel	2	15	19	19
Basketball	3	3	14	12
Walking/Hiking	4	19	6	15
Biking/Cycling	5	4	2	16
Reading	6	12	17	5
Softball/Baseball	7	5	12	14
Going to Library	8	13	1	8
Running/Jogging	9	2	11	9
Volleyball	10	16	9	4
Computer Interests	11	11	5	10
Golf	12	6	7	11
Fishing	13	10	13	7
Arts and Crafts	14	18	18	1
Tennis	15	7	4	13
Woodworking	16	14	8	6
Aerobics	17	17	10	2
Going to Cultural Event/Lectures	18	1	16	17
Racquetball	19	9	3	3

Note: In the above Table 1.1, the number 1 represents the highest ranking of the survey respondents in each of the categories and the number 19 represents the lowest ranking of the survey respondents.

Source: Research Associates. Needs Assessment Survey: Community Education and Recreation Department, City of Franklin dated October 1998 and Meehan & Company, Inc.

APPROACH TO THE PREPARATION OF THE COMPREHENSIVE OUTDOOR RECREATION PLAN UPDATE

The approach used to prepare the City's Comprehensive Outdoor Recreation Plan update consists of several components. These are outlined and described in detail below.

First, existing year 2010 and future year 2025 population projections and forecasts were reviewed and incorporated where appropriate. This was done for both total population levels to be expected as well as for the various age groups which comprise the resident population. This data is presented in Chapter 2 of the Comprehensive Outdoor Recreation Plan update titled "Population Projections and Forecasts."

Second, a review of the *Comprehensive Outdoor Recreation Plan: 2020*, prepared by Meehan & Associates in 2002, was conducted. Those portions of the plan which needed to be updated or amended were identified. A review of the various definitions and public recreation facilities standards of the 2020 *Comprehensive Outdoor Recreation Plan* was conducted and those definitions and recreation facilities standards were updated as necessary. Also, the National Recreation and Park Association's and the American Academy for Park and Recreation Administration's December 1995 *Park, Recreation, Open Space and Greenway* Guidelines publication of park and open space planning standards and related level of service standards were reviewed. These national standards, as well as the more local-oriented standards set forth in the Milwaukee County park and open space plan, the regional park and open space plan, the regional bicycle and pedestrian facilities system plan, and the regional natural areas and critical species habitat protection and management plan described earlier, were used to evaluate the City of Franklin's current standards and formed, in part, the basis for updating of the City's current standards including those standards dealing with level of service. Also, the protection and wise use of natural and environmentally sensitive areas are addressed through the development of levels of protection standards for natural resource features found in the City as set forth in the City's Unified Development Ordinance. These are presented in Chapter 3 of the Comprehensive Outdoor Recreation Plan update titled "Public Park, Open Space, Outdoor Recreation, Trail, and Natural Resource Protection Principles, Goals, Objectives, and Standards."

Third, an inventory and analysis of existing outdoor recreation facilities and service area delineations were conducted. This information is included in an updated description and inventory of all City parks and identified natural areas as set forth in Chapter 4 of the Comprehensive Outdoor Recreation Plan update titled "Existing Park, Open Space, and Outdoor Recreation Sites, Facilities, Service Area Delineations, and Natural Areas."

Fourth, a public facilities needs assessment was conducted providing an analysis and forecast of future outdoor recreation needs. Under this element, year 2030 population projections and forecasts for the City of Franklin were examined. Based upon the year 2030 population forecasts, future recreational land and facility needs were determined. These needs are identified in Chapter 5 of the

Comprehensive Outdoor Recreation Plan update titled "Public Sites and Facilities Needs Assessment: Analysis and Forecast of Future Park, Open Space, Outdoor Recreation and Trail Needs."

Fifth, an identification of any existing deficiencies in the quantity or quality of existing outdoor recreational sites and facilities was detailed. These deficiencies are set forth in Chapter 6 of the Comprehensive Outdoor Recreation Plan update titled "Identification of Existing Deficiencies in the Quantity or Quality of Existing City-Owned Outdoor Recreational Sites and Facilities to Serve New Development."

Sixth, an action program is presented consisting of the Comprehensive Outdoor Recreation Plan update. This program attempts to resolve existing identified outdoor recreational deficiencies by the identification of new public parks, open space, trail, and outdoor recreation sites and/or facilities and by presenting a plan to address anticipated future needs. The action program also addresses park acquisition and the development and/or redevelopment of existing City recreation sites and facilities. The action program is set forth in Chapter 7 of the Comprehensive Outdoor Recreation Plan update titled "Identification of New Public Park, Open Space, Trail, and Outdoor Recreation Sites and Facilities: The Outdoor Recreation Plan."

Seventh, a special element from the 2002 Comprehensive Outdoor Recreation Plan was reviewed once again as Chapter 8 titled "Community Recreation Center Building Needs Analysis." As noted in the 2002 Plan, a community recreation center building needs analysis had been conducted based upon the existing and future population of the City at that time. This building needs analysis provided data on the total square feet such a building may expect to have in order to adequately serve the City to the year 2030 and beyond. The types of facilities such a community recreation center building may have housed within it are presented. Information that has become available since the 2002 Plan has been included within this chapter.

Eighth, a preliminary estimate of the capital costs of providing the new public recreation facilities, or the improvements or expansions in existing public recreation facilities is presented. The capital cost estimates include a recommendation that more precise cost estimates be prepared. These cost estimates include cost estimates for improvements to City-owned parks as well as for the construction of a new community center building. These costs are presented in Chapter 9 of the Comprehensive Outdoor Recreation Plan update titled "Capital Cost Estimates and Impact Fees."

Ninth, the action program is continued by specifying the Comprehensive Outdoor Recreation Plan update's implementation measures. These implementation measures are presented in Chapter 10 of the Comprehensive Outdoor Recreation Plan update titled "Plan Implementation."

In addition, public input was solicited throughout this effort – as noted earlier in this chapter -- and were incorporated where appropriate. A summary of the comments made and suggestions offered at the Public Workshop, Open House, and Public Hearing, are included in Appendix A.

This plan was further updated in 2014/2015 to incorporate a planning horizon of 2030 and an all-accessible and all-inclusive Special Park.

It can be noted that the Comprehensive Outdoor Recreation Plan: 2025 has utilized a format comparable to the 2002 Plan. Doing so has allowed this plan update to be prepared more quickly and efficiently, and will allow easier comparisons between the 2002 and 2011 plans.

AMENDING AND UPDATING THE PLAN

One of the most *trite* expressions used in planning is: "*the plan is not cast in concrete.*" At one time, this phrase was intended to convey the message that a plan could be modified, if need be, to meet changing conditions or to correct errors. The phrase has now become the standard introduction or a handy statement to justify deviating, or simply ignoring, a community's plan or plan element--such as the Comprehensive Outdoor Recreation Plan update. Modification of an adopted Comprehensive Outdoor Recreation Plan should not be done without careful study and valid reasons.

However, changes in long-range planning documents, such as this Comprehensive Outdoor Recreation Plan update, will eventually be needed. This Comprehensive Outdoor Recreation Plan update is based on various types of data and projections which, if inaccurate or outdated, could cause the need for reassessment of Comprehensive Outdoor Recreation Plan standards and/or policies. Thus, this Comprehensive Outdoor Recreation Plan update needs a certain amount of flexibility to deal with unforeseen situations without requiring a plan amendment.

If a plan needs frequent amending, then residents and local officials will begin to think of a plan amendment as a normal "everyday" occurrence rather than *an action which should be undertaken only after careful study*. In addition, landowners and citizens may also lose faith in the plan itself and find their public trust in the plan greatly compromised. There are various strategies the City has adopted as an integral part of this Comprehensive Outdoor Recreation Plan update to minimize the number of amendments needed.

This Comprehensive Outdoor Recreation Plan update avoids making detailed projections or forecasts for factors that have high projection or forecast error rates. The forecasts of population (Chapter 2) and forecast outdoor recreation facility needs (Chapter 5) used projection and forecast information from well-known and authoritative sources. Nevertheless, any plan that uses projections, forecasts, and assumptions should have provisions for amendment.

The following sets forth the ground rules for updating this Comprehensive Outdoor Recreation Plan update.

Types of Plan Changes

Basically, there are *two types of plan changes*--the *periodic update* and the *correction*. The periodic update is like "fine-tuning" a plan; that is, it adjusts the course of the plan according to changing conditions or new information. The correction is exactly what it sounds like. If a plan is based on inaccurate data, a correction may need to be made in the objectives, principles, standards, policies, and/or plan text or map that were based on the faulty data. All changes to this Comprehensive Outdoor Recreation Plan update should be accomplished by City Parks Commission recommendation to the City Plan Commission, followed by formal City Plan Commission resolution to the Common Council, and ultimately by Common Council ordinance as an amendment to the City's Comprehensive Master Plan.

Rationale and Justification for Plan Amendment

Adjustments to this Comprehensive Outdoor Recreation Plan update should be made as required by changing conditions. Consequently, one of the important tasks of Plan implementation is a periodic reevaluation of the Plan to ensure that it continues to properly reflect current conditions. It is recommended that a general Comprehensive Outdoor Recreation Plan update reevaluation take place at least on an annual basis, or more frequently as changing conditions in the community may warrant. Since communities are dynamic rather than static places of human habitat, they continue to evolve and change. Thus, periodic monitoring and updating is an integral part of this Comprehensive Outdoor Recreation Plan update.

A more comprehensive review of the Comprehensive Outdoor Recreation Plan update is necessary approximately every five years. It is recommended that the 5-year comprehensive review utilize, to the extent practicable, an up-to-date data base.

Factors contributing to the possible need to amend this Comprehensive Outdoor Recreation Plan update are due to the long-range nature of this type of document. These factors are laid-out in this Chapter to provide the necessary guidance in conducting a Comprehensive Outdoor Recreation Plan update amendment. The important aspect of *Plan amendment*, however, is that it *should not be taken lightly*. A Plan amendment should be undertaken only after careful study and by reason of one of the following basic six factors--projections and forecasts, assumptions, data error, new issues, comprehensiveness, and data updates/emergence of new data.

Projections and Forecasts: Plans are based on projections or forecasts because plans deal with future situations. If projections or forecasts are in error, or require modification due to the emergence of new data, then this Comprehensive Outdoor Recreation Plan update may need to be adjusted. The City should monitor this Plan based on the preparation of new projections or forecasts. Comparisons should then be made between what was projected or forecast and what is actually happening. If warranted and deemed necessary by the City Common Council, with input from the Parks Commission and the Plan Commission, this Plan should be amended to accommodate the new projections or forecasts.

Assumptions: A number of assumptions have been made upon which this Comprehensive Outdoor Recreation Plan update is to be based. Assumptions may have to do with demographics, capital investment, or national policy.

Due to current economic conditions, careful monitoring of demographic trends is particularly necessary. The emergence of new roles for federal, state, and local government in the adequate funding of capital facilities requires extreme caution by the City in committing to capital investments. Such changes typically require planning adjustments.

As stated earlier, the City, through its City Parks Commission and Plan Commission, should review this Comprehensive Outdoor Recreation Plan update on an annual basis--affording an opportunity to review and reexamine the accuracy of any assumptions upon which this Comprehensive Outdoor Recreation Plan update was based.

Data Error: An error in planning data differs from an assumption in that the faulty information is quantifiable. This, too, requires a plan reassessment and, perhaps, a Comprehensive Outdoor Recreation Plan update amendment.

New Issues: Issues may evolve that were not critical or foreseen when this Comprehensive Outdoor Recreation Plan update was initially developed. New issues may require modification of Comprehensive Outdoor Recreation Plan standards or policies--or the creation of new Plan standards or policies--to effectively deal with new issues as well as changes to the Plan text or maps. New factors affecting current issues can also present situations where this Plan may have to be amended.

Comprehensiveness: The various elements of this Comprehensive Outdoor Recreation Plan update are well addressed and flexible in order to guide future City outdoor recreation facility actions and specific decisions. This Comprehensive Outdoor Recreation Plan update recognizes, however, that the Plan may benefit from more detailed study and analysis. For major issues that require greater analysis than offered by this Comprehensive Outdoor Recreation Plan update, a Plan amendment may be justified if additional analysis presented to the City indicates such an amendment is needed. The amendment may be recommended by the City Common Council, with input from the Parks Commission and the Plan Commission at any time. The further detailed planning of specific areas of the City or of specific

public parks, as described earlier, would also fall into this type of Plan amendment--such as the preparation of detailed site and landscape plans for each individual public park which is owned by the City.

Data Updates/Emergence of New Data: The maps, tables, and statistics upon which this Comprehensive Outdoor Recreation Plan update is based are factual in nature but some types of data are temporal as well as factual in nature (such as population data) and, therefore, may change through time. Thus, the general annual review of this Comprehensive Outdoor Recreation Plan update is necessary and, where deemed appropriate by the City Common Council, with input from the Parks Commission and the Plan Commission, amendments to this Plan should be made to keep this data current.

Plan Amendment Process

It is critical to have and to follow guidelines when determining if an amendment to the Comprehensive Outdoor Recreation Plan update is appropriate. All projections, forecasts, and assumptions should be reviewed in detail at meetings where City officials and citizens are provided information on all new factors which might affect this Comprehensive Outdoor Recreation Plan update. Officials and citizens should be asked to submit any additional concerns. This Comprehensive Outdoor Recreation Plan update should be revised in a manner similar to its original development, with citizen participation, significant participation of the City Parks Commission, and City Plan Commission, prior to any formal Comprehensive Outdoor Recreation Plan change by the Common Council.

In developing this Comprehensive Outdoor Recreation Plan update, special care has been taken to address forecast needs. Only a major change in land use, such as one involving significant changes in community or neighborhood character, intensity of development, or required services, would require a significant change in the Comprehensive Outdoor Recreation Plan update. The need for Plan changes on a yearly basis is unlikely, but a general review on a yearly basis is still important. A significant update to this Plan every five years, therefore, may be a sufficient response to changing conditions or public attitudes.

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Chapter 2

Population Projections and Forecasts

INTRODUCTION

This chapter presents a recommended population projection for the City of Franklin to the year 2030, and notes certain forecasts to the year 2035 and beyond. The analysis and establishment of reasonable population projections and forecasts have significant importance in guiding and properly targeting the City's recreational needs through the year 2030, and beyond. These projections and forecasts serve, in part, as the rationale, or basis, for the development of public park, open space, and outdoor recreation principles, goals, objectives, and standards as presented in Chapter 3. The projections and forecasts, when used in conjunction with the various public park, open space, and outdoor recreation standards presented in Chapter 3, will result in ascertaining the City's public outdoor recreational needs to the year 2030 and beyond as described in Chapter 5.

CITY OF FRANKLIN POPULATION GROWTH: HISTORIC PERSPECTIVE

Population projections and forecasts are based upon an analysis of historic and current population data in order to project or forecast future population levels. As such, prior to making population projections and forecasts it is necessary to have an historical data base from which to work. Table 2.1 indicates the actual historic population levels for both Milwaukee County and the City of Franklin from 1850 through 2010. Figure 2.1 graphically illustrates the population growth trend for the City of Franklin from 1960 (the City of Franklin was incorporated in 1956) to 2014. As can be noted from Figure 2.1, this trend has been towards increased City population. An important public outdoor recreation planning-related implication of this trend will be, as discussed in Chapters 5, 6, and 7, the provision of an adequate level of such facilities during the planning period from the years 2010 to 2030.

As can be noted from Table 2.1, Milwaukee County has generally decreased in population from 1970 to 2010 by about 106,514 persons, or about 10.1 percent. During this same period, however, the City of Franklin has gained 23,204 persons representing an overall population increase of nearly 189 percent which is a significantly higher growth rate than that experienced by the declining County population during that same period.

Much of the growth which the City of Franklin has experienced during the last 40-year period can be attributed to the large amounts of vacant and undeveloped land available to accommodate growth, increases in residential construction throughout Milwaukee County and the southeast Wisconsin

region, the expansion of the City's commercial base in the S. 27th Street corridor area, the expansion of the City's industrial and business park areas, expansion of public services such as sanitary sewer and water service, and the quality of life afforded by the City which attracts new residents to the City.

Table 2.1
**HISTORIC POPULATION OF MILWAUKEE COUNTY AND
 THE CITY OF FRANKLIN: 1850 TO 2010**

Year	Milwaukee County		City of Franklin	
	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
1850	31,077	--	1,176 (a)	--
1860	62,518	101.2	1,773 (a)	50.8
1870	89,930	43.8	2,090 (a)	17.9
1880	138,537	54.0	1,819 (a)	-13.0
1890	236,101	70.4	1,868 (a)	2.7
1900	330,541	40.0	1,738 (a)	-7.0
1910	433,187	31.1	1,770 (a)	1.8
1920	539,459	24.5	1,712 (a)	-3.3
1930	725,263	34.4	2,012 (a)	17.5
1940	766,885	5.7	2,304 (a)	14.5
1950	871,047	13.6	3,886 (a)	68.7
1960	1,036,047	18.9	10,006 (b)	157.5
1970	1,054,249	1.8	12,247	22.4
1980	964,988	-8.5	16,871	37.8
1990	959,275	-0.6	21,855	29.5
2000	940,164	-2.0	29,494	34.9
2010*	947,735	0.8	35,451	20.2

* Year 2010 Census data became available after adoption of this CORP by the City on April 11, 2011, but has been included here at the request of the Wisconsin Department of Natural Resources

(a) Indicates data for the former Town of Franklin.

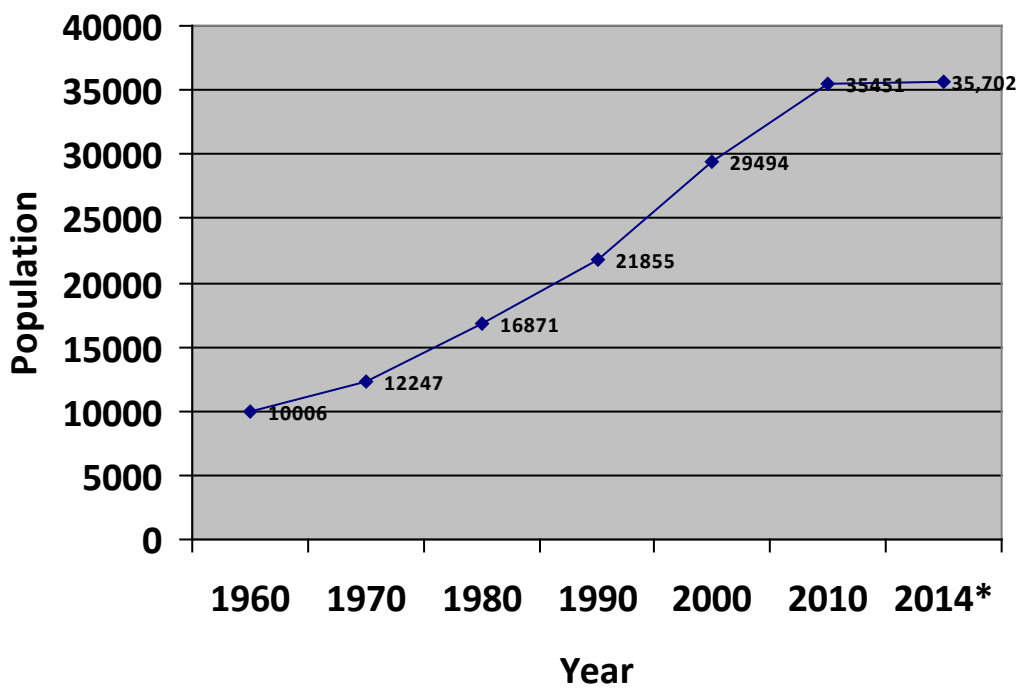
(b) The City of Franklin was incorporated as the City of Franklin in 1956.

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

Figure 2.1

HISTORIC POPULATION GROWTH IN THE CITY OF FRANKLIN:
1960 TO 2014

**City of Franklin Historic Population:
1960 to 2014**



* Final Population Estimate from the Wisconsin Department of Administration

Source: U.S. Bureau of the Census and Wisconsin Department of Administration

POPULATION PROJECTIONS AND FORECASTS

Before presenting and discussing various projections and forecasts for the City of Franklin, it is first important to understand the difference between a *projection* and a *forecast*. For the purposes of the Comprehensive Outdoor Recreation Plan, a *projection* is defined as a numerical value determined from a mathematical formula and is based upon past trends. On the other hand, a *forecast* is defined as a numerical value determined from a mathematical formula based upon past trends and tempered with judgment. The formulation of projections and forecasts for the City of Franklin is a particularly difficult task fraught with numerous uncertainties. Therefore, it should be borne in mind that projections only represent trends based upon past conditions and forecasts are modified by judgment, when necessary, in order to present the best estimate of a future condition.

Population projections for the City of Franklin as set forth in Table 2.2 were prepared by the Demographic Services Center of the Wisconsin Department of Administration in 2013, and are utilized in this CORP update.

Population forecasts were prepared for the City of Franklin (SEWRPC's Planning Analysis Area No. 17) for the year 2035 by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in June 2006 as part of its planning effort for the preparation of SEWRPC Planning Report No. 48 titled *A Regional Land Use Plan for Southeastern Wisconsin: 2035*.

Wisconsin Department of Administration Projections

In accordance with Wisconsin Statutes Section 16.96, the Demographic Services Center of the Wisconsin Department of Administration periodically prepares a consistent set of statewide small area population projections. The small area projections tally with the Department's state and county level population projections. The Department's projections are based on past and recent population trends.

In the use of these projections, the Department cautions that the smaller the community, the wider is the margin of error. The Department indicates that when using its projections, it is advisable to use a 5- to 10-year projection instead of a 25-year projection if possible. In addition, the Department urges that these projections be examined along with available forecasts which incorporate additional information such as land use, zoning regulations, and planned and proposed developments.

The Demographic Services Center of the Wisconsin Department of Administration population projections for Milwaukee County and the City of Franklin (actual 1970 to 2010, and projected for the years 2015, 2020, 2025, 2030, 2035 and 2040) are shown in Table 2.2 and graphically indicated for the City of Franklin in Figure 2.2.

Table 2.2

ACTUAL AND PROJECTED POPULATION LEVELS FOR
MILWAUKEE COUNTY AND THE CITY OF FRANKLIN: 1970 TO 2040
PREPARED BY THE WISCONSIN DEPARTMENT OF ADMINISTRATION

Year	Milwaukee County		City of Franklin	
	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
ACTUAL				
1970	1,054,249	--	12,247	--
1980	964,988	-8.5	16,871	37.8
1990	959,275	-0.6	21,855	29.5
2000	940,164	-2.0	29,494	34.9
2010	947,735	0.8	35,451	20.2
WISCONSIN DEPARTMENT OF ADMINISTRATION PROJECTED				
2015	963,810	1.7	36,890	4.1
2020	972,610	0.9	38,500	4.4
2025	974,680	0.2	39,870	3.4
2030	980,450	0.6	41,390	3.7
2035	1,004,730	2.5	43,730	5.7
2040	1,016,250	1.1	45,560	4.2

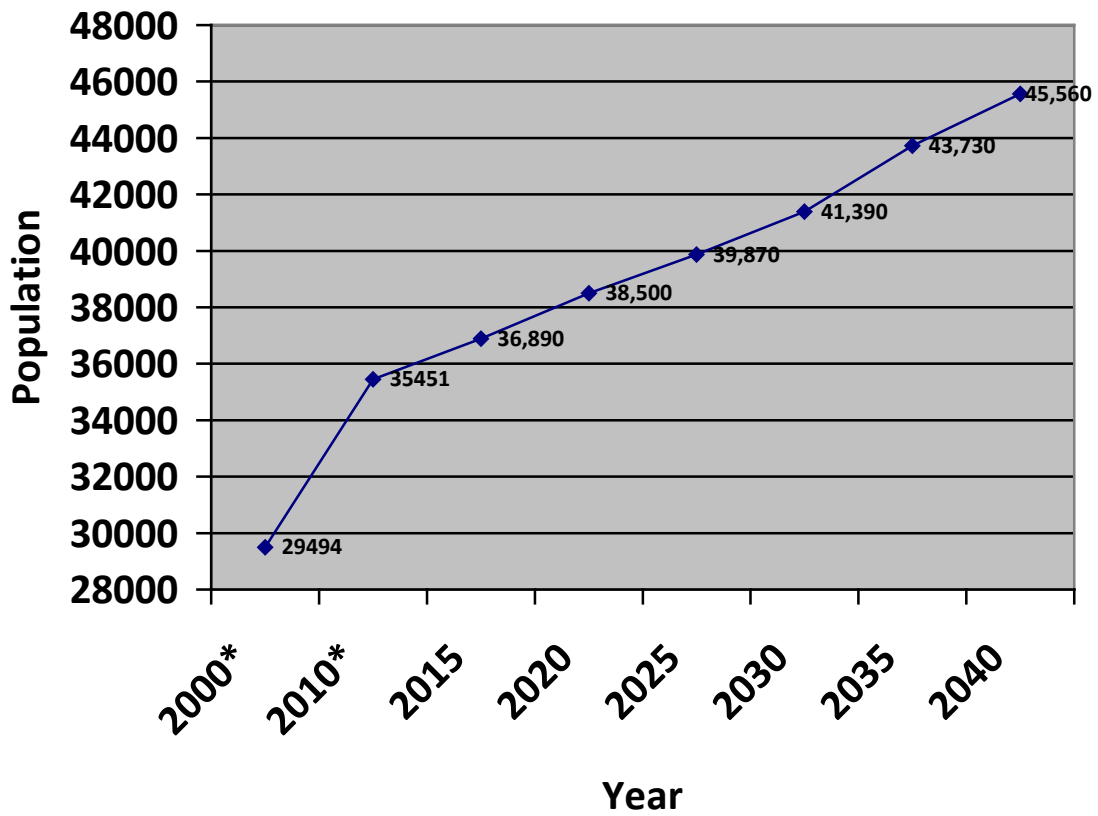
* Updated year 2015, 2020 and 2025 data and new year 2030, 2035 and 2040 data, became available after adoption of this CORP by the City on April 11, 2011, but has been included here at the request of the Wisconsin Department of Natural Resources

Source: U.S. Bureau of the Census and the Demographic Services Center of the Wisconsin Department of Administration.

Figure 2.2

ACTUAL AND PROJECTED POPULATION LEVELS FOR
THE CITY OF FRANKLIN: 2000 TO 2040
PREPARED BY THE WISCONSIN DEPARTMENT OF ADMINISTRATION

WI. DEPT. OF ADMIN PROJECTIONS



* U.S. Bureau of the Census Actual Population

Source: U.S. Bureau of the Census and Demographic Services Center
of the Wisconsin Department of Administration

Southeastern Wisconsin Regional Planning Commission (SEWRPC) Forecasts

SEWRPC has prepared its own population forecasts -- to the year 2035 -- for use in its regional planning efforts, as documented in Planning Report No. 48 titled *A Regional Land Use Plan for Southeastern Wisconsin--2035* (Waukesha, WI: SEWRPC, June 2006). These SEWRPC-prepared forecasts for the year 2035 have been termed "Sewered Population 2035 Recommended Plan" and "Sewered Population High-Growth Scenario."

The SEWRPC forecasts for the City of Franklin are shown in Table 2.3. Table 2.3 indicates forecasts for total population and total households. Figure 2.3 graphically indicates the SEWRPC population forecasts for the City of Franklin based upon the "Sewered Population 2035 Recommended Plan".

As indicated earlier, the year 2010 population for the City of Franklin is 35,451 persons--an increase of 5,957 persons, or about 20.2 percent, over only a 10-year period. It can also be noted from Table 2.3 that the two growth forecasts for the year 2035 indicate rapid growth of the City of Franklin population during this period. The "Regional Land Use Plan for Southeastern Wisconsin: 2035" indicates an increase of 15,349 persons, or 43.3 percent, over the year 2010 projected population of 35,451 persons. The "Sewered Population 2035 Recommended Plan," indicates an increase of 15,209 persons, or 42.9 percent, over the year 2010 population of 35,451 persons, and the "Sewered Population 2035 High-Growth Scenario" indicates an increase of 19,759 persons, or 55.7 percent over the year 2010 population level.

SEWRPC population forecasts for the City of Franklin are often significantly higher than the DOA's projections. One reason for the higher population forecast/projection is that SEWRPC assumed that public sanitary sewer service (and attendant higher density development) will be provided to a portion of the southwest part of the City by the year 2035. Another reason for the higher forecast/projection is that SEWRPC assumes that the same density of residential development which has occurred to date in the City (as indicated by the current mix of R-1 through R-8 zoning districts) will continue, although the City of Franklin 2025 Comprehensive Master Plan tends to envision less dense residential development. It is recognized, however, that should the City of Franklin choose to develop at higher densities (particularly higher residential densities), use of the SEWRPC population forecasts should be considered, and this plan should be revised accordingly.

Table 2.3

**COMPARISON OF WISCONSIN DEPARTMENT OF ADMINISTRATION
PROJECTION TO ALTERNATIVE SEWRPC POPULATION
AND HOUSEHOLD FORECASTS
FOR THE CITY OF FRANKLIN: 2010 TO 2035**

Forecast Type	2010 Actual	2030 DOA Projection	Sewered Population 2035 (SEWRPC's Recommended Plan)	Sewered Population 2035 (SEWRPC's High-Growth Scenario)
Total Population	35,451	41,390	50,660	55,210
Total Households	14,356	16,727	19,635	21,399
Persons per Household	2.47	2.34	2.58	2.58

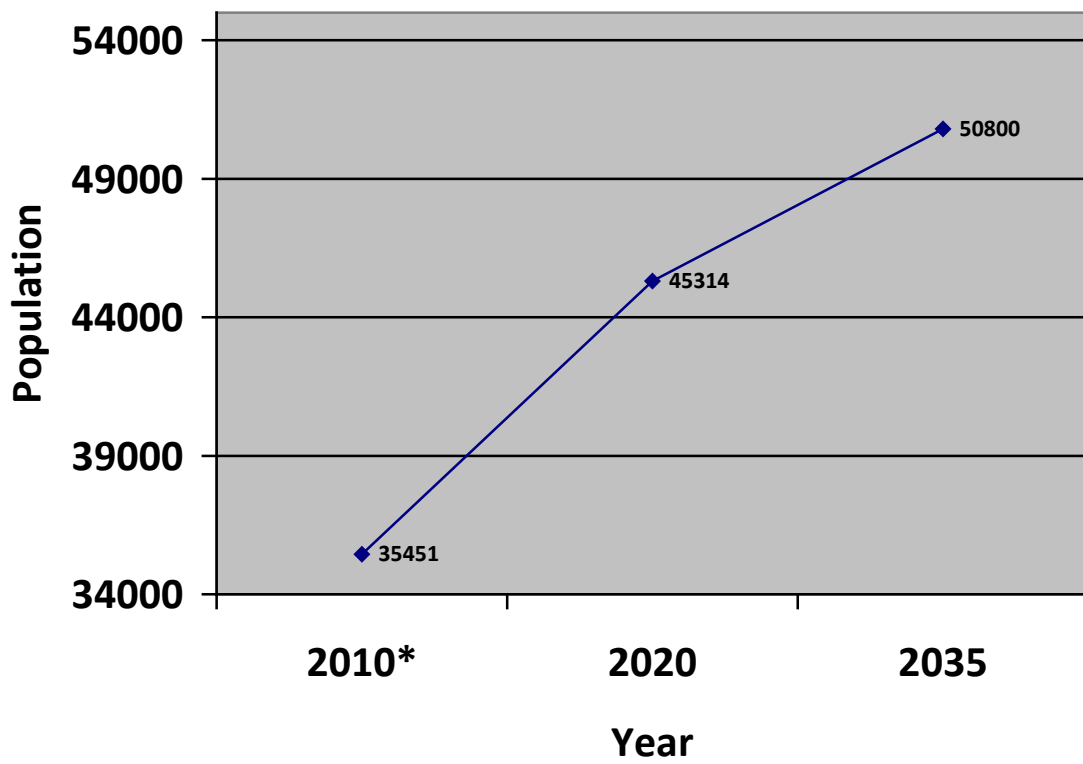
*Updated SEWRPC population and household forecasts will not be available until December of 2015 upon completion of the Vision 2050 Plan.

Source: U.S. Bureau of the Census, The Wisconsin Department of Administration, and SEWRPC

Figure 2.3

SEWRPC POPULATION FORECASTS
FOR THE CITY OF FRANKLIN: 2010 TO 2035

SEWRPC POPULATION FORECASTS



* Year 2010 Census Actual Population

HISTORIC AND PROBABLE FUTURE AGE DISTRIBUTION

The historic year 2010 and forecast year 2025 age distribution for residents of the City of Franklin are indicated in Table 2.4 and graphically shown in Figure 2.4. Forecast year 2030 age distribution data was requested from the Wisconsin Department of Administration Demographic Services Center (DOA). However, the DOA replied that municipal populations' age structures are not sufficiently stable or predictable to allow meaningful population projection by age at that level of geographic specificity. Therefore, this plan still reflects the 2025 age distribution forecast.

Based upon the forecast year 2025 age cohorts for Milwaukee County prepared by the Wisconsin Department of Administration, including the City of Franklin, age distribution forecast ranges for the City of Franklin were prepared for the following age groups: less than 5 years (representing pre-school children), 5 to 9 years (representing elementary school grades K-4), 10 to 14 years (representing school grades 5-9), 15 to 19 years (generally representing high school age population including grades 10-12) 20 to 64 years (representing the working age population), and over 65 years (representing the elderly population). These year 2025 age-related population forecast ranges are comparatively summarized, relative to 2010 U.S. Bureau of the Census data for the City of Franklin, in Table 2.4 and also graphically shown in Figure 2.4.

In the year 2010, the age group of less than 5 years represented 1,869 persons, or 5.3 percent of the City's total population. In 2025, this group will increase to about 2,671 persons in the City of Franklin representing about 6.6 percent of the City's total population. The increase of persons in this age group will be about 802 persons, or about 42.9 percent, over actual year 2010 levels. This increase will result in a correspondingly slight impact upon the need for pre-school, or toddler, recreational facilities in the City's neighborhood and community parks.

In the year 2010, the age group of 5 to 9 years represented 2,093 persons, or 5.9 percent of the City's total population. In 2025, this group will increase to about 2,573 persons in the City of Franklin representing about 6.3 percent of the total population. The increase in persons in this age group will be about 480 persons, or about 22.9 percent, over actual year 2010 levels. This increase will have a slight impact on the provision of adequate neighborhood park facilities as well as the provision of parks and playgrounds associated with elementary school facilities.

In the year 2010, the age group of 10 to 14 years represented 2,295 persons, or 6.5 percent of the City's total population. In 2025, this group will increase to about 2,594 persons in the City of Franklin representing about 6.4 percent of the City's total population. The increase in persons in this age group will be about 299 persons, or about 13.0 percent, over actual year 2010 levels. As in the age group 5 to 9 years, this increase will also have a slight impact on the provision of adequate neighborhood park facilities as well as the provision of parks and playgrounds associated with elementary and junior high school facilities.

In the year 2010, the age group of 15 to 19 years represented 2,210 persons, or 6.2 percent of the City's total population. In 2025, this group will increase to about 2,547 persons in the City of Franklin representing about 6.3 percent of the City's total population. The increase in persons in this age group will be about 337 persons or about a 15.2 percent increase over actual year 2010 levels. As in the previous two age groups, this slight increase will have a slight impact upon the neighborhood park facilities as well as the provision of parks and playgrounds associated with middle school and high school facilities.

In the year 2010, the age group of 20 to 64 years represented 22,249 persons, or about 62.7 percent of the City's total population. In 2025, this group is expected to increase to about 23,260 persons in the City of Franklin representing about 57.3 percent of the City's total population. The increase in persons in this age group will be about 1,011 persons, representing a 4.5 percent increase over actual year 2010 levels. This significant increase will result in a correspondingly significant impact on the provision of public sites and facilities.

Table 2.4

HISTORIC AND FORECAST POPULATION FOR
THE CITY OF FRANKLIN BY AGE GROUP: 2010 & 2025

Age Group (Years)	2010 Actual		2025 Forecast	
	Number	Percent of Total	Number	Percent of Total
Less than 5	1,869	5.3	2,671	6.6
5 to 9	2,093	5.9	2,573	6.3
10 to 14	2,295	6.5	2,594	6.4
15 to 19	2,210	6.2	2,547	6.3
20 to 64	22,249	62.7	23,259	57.3
65 and Over	4,735	13.4	6,920	17.1
TOTAL	35,451	100.0	40,564	100.0

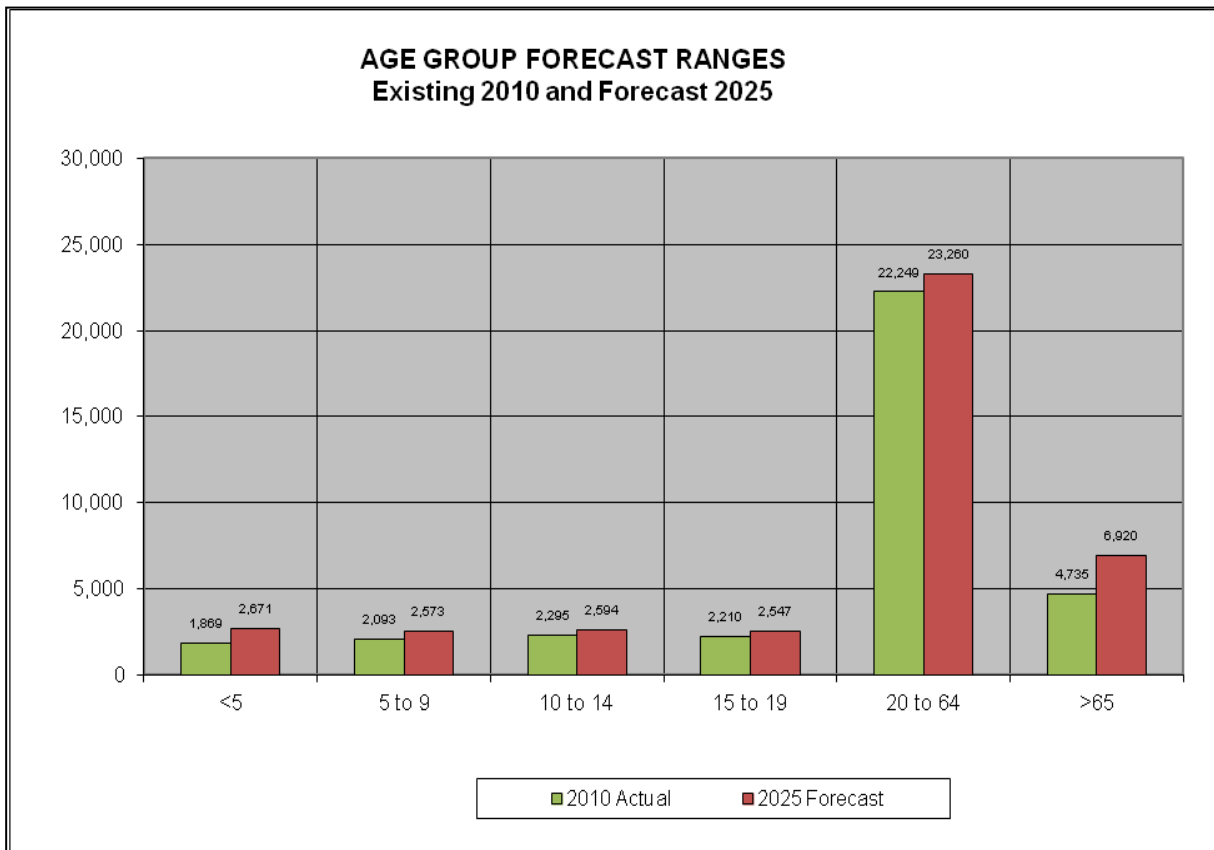
Source: U.S. Bureau of the Census and the Wisconsin Department of Administration

In the year 2010, the age group of 65 years or older represented 4,735 persons in the City, or about 13.4 percent of the City's total population. By 2025, this group is expected to greatly increase to about 6,920 persons in the City of Franklin representing about 17.1 percent of the total population. The increase in persons in this age group will be at about 2,185 persons, representing a 46.1 percent increase over actual year 2010 levels. This dramatic increase in the elderly age group will result in a correspondingly dramatic increase for the need for elderly-related recreational facilities for these City of Franklin residents.

These potential forecast changes in both the population and age composition of the population of the City of Franklin have important implications for the sound planning of a variety of outdoor and indoor recreational facilities within the City.

Figure 2.4

**HISTORIC 2010 AND FORECAST 2025 POPULATION RANGE
FOR THE CITY OF FRANKLIN BY AGE GROUP**



Source: U.S. Bureau of the Census and the Wisconsin Department of Administration

Chapter 3

Public Park, Open Space, Outdoor Recreation, Trail, and Natural Resource Protection Principles, Goals, Objectives and Standards

INTRODUCTION

The City of Franklin Comprehensive Outdoor Recreation Plan (CORP) update definitions, principles, goals, objectives, and standards presented in this Chapter reflect an important part of the public park, open space, and outdoor recreation development policies--or development guidelines--of the City of Franklin's citizens and officials. In general, these guidelines were drafted recognizing the need for the long-term provision of adequate outdoor recreation facilities to serve the growing Franklin population.

Since good planning is a rational process for preparing and meeting objectives, the Comprehensive Outdoor Recreation Plan update should be based upon sound principles, goals and objectives and their supporting standards. This will ensure that the CORP update prepared for the City of Franklin is realistic, has public support, and is implemented.

Therefore, the preparation of sound and rational public park, open space, and outdoor recreation principles, goals, objectives, and standards is an essential task which must be undertaken as part of the process for the preparation of the City of Franklin's Comprehensive Outdoor Recreation Plan. This chapter of the City of Franklin's CORP update sets forth the City of Franklin's public park, open space, and outdoor recreation development principles, goals, objectives, and their supporting standards. These principles, goals, objectives, and standards relate to the continuance of the City of Franklin's provision of an adequate variety of various types of public outdoor recreation sites and facilities. They also relate to the allocation and distribution of the various types of public outdoor recreation sites and facilities required to meet the needs of the existing and probable future resident population of the City of Franklin to the year 2030 (see Chapter 2).

The principles, goals, and objectives set forth in this chapter are generally those advanced by the *City of Franklin 2025 Comprehensive Master Plan* that pertain to parks, open space, and outdoor recreation issues. The public input obtained during the preparation of this plan, as well as the recommendations of the City's previous comprehensive outdoor recreation plans, are also included and reflected in these principles, goals, and objectives.

The standards set forth in this chapter are, generally those advanced by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) for individual community park planning in the southeastern Wisconsin region. These standards are based upon significant study of the southeastern Wisconsin region--including both the City of Franklin and Milwaukee County. They have been applied elsewhere in the region quite successfully over the last three decades. They are also embraced in the SEWRPC Planning Report No. 27 titled *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*; SEWRPC Planning Report No. 43 titled *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*; and the SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County*.

General "national" standards for public outdoor recreation planning have been prepared over the last three decades by the National Recreation and Park Association (NRPA), in its publications titled *Recreation, Park and Open Space Standards and Guidelines* (Alexandria, VA: National Recreation and Park Association, 1983) and its more recent *Park, Recreation, Open Space and Greenway Guidelines* (December 1995). In its 1983 publication, the National Recreation and Park Association warned that:

"Without expensive and extensive long-term research, there is no way to apply the standards [of the National Recreation and Park Association] in the same manner in all locations. The uniqueness of every village, town, city and county--with their differing socioeconomic, climatic, geographic, and cultural characteristics--makes it almost impossible, and undesirable, to apply all of the [National Recreation and Park Association] standards in every community." [Recreation, Park and Open Space Standards and Guidelines, p. 7.]

After considerable further study by the National Recreation and Park Association, the Association in 1995 generally reaffirmed its statement from 1983:

". . . facility standards are useful as guidelines, but . . . a community should determine what mix of facilities best meets its specific needs." [Park, Recreation, Open Space and Greenway Guidelines, p. 122.]

The National Recreation and Park Association recognizes the importance of establishing and using park and recreation standards as:

- A guideline to determine the minimum land requirements for various kinds of park and recreation areas and facilities.

- A basis for relating recreational needs to spatial analysis within a community-wide system of parks and open space areas.
- One of the major structuring elements that can be used to guide and assist development.
- A means to justify the need for parks and open space within the overall land use pattern of the community.

National Recreation and Park Association standards were generally used in the preparation of the City of Franklin's earlier 1994 *Comprehensive Outdoor Recreation Plan* prepared by Landscape Architects Inc. of Milwaukee, Wisconsin.

The public outdoor recreation development guidelines and standards of the City of Franklin's Comprehensive Outdoor Recreation Plan represent minimum requirements. These requirements can be exceeded, when in the public interest, to assure quality public outdoor recreation development.

DEFINITIONS

General Planning Terminology

Planning-related terms (*i.e., principle, goal, objective, standard, plan, and program*) have been known to be subject to a range of interpretations. In order to clarify their meanings, as they are used within the context of the City of Franklin's Comprehensive Outdoor Recreation Plan, these terms are defined as follows (and are listed in order from general to specific):

- Principle: A fundamental, generally accepted tenet used to support goals, objectives, and policies, and to prepare standards, plans, and programs.
- Goal: A broad statement or condition intended to be maintained or achieved.
- Objective: A statement or action to be taken toward the attainment of a goal or principle.
- Standard: A criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.

- Plan: A design which seeks to achieve agreed-upon principles, goals and objectives.
- Program: A coordinated series of policies and actions to carry out a plan.

Although the City of Franklin's Comprehensive Outdoor Recreation Plan update deals with only the first four of these terms, an understanding of their interrelationship and the concepts they represent is essential in order to better understand the Comprehensive Outdoor Recreation Plan update.

Recreation-Related Definitions

Broadly defined, *recreation* is an activity or experience undertaken solely for the pleasure or satisfaction derived from it. Recreation can be experienced indoors or outdoors. It encompasses a broad range of human activities, ranging from rest and reflection to learning and teaching, from development of personal and social skills to meeting challenges and recovering from failures. Recreation is fun and enjoyment and includes both mental and physical exercise, personal and interpersonal experience, and self-provided and socially-observed entertainment. Although recreational preferences may vary from individual to individual, recreation occupies a necessary and significant place in every person's life.

Outdoor recreation, which is commonly viewed in a narrower framework, includes only those types of user oriented recreational activities typically carried on outdoors.

Open space is defined as open land and water areas that possess certain features that warrant consideration for permanent preservation in an essentially open, undeveloped state for resource conservation and recreational purposes. Open space consists of major woodlands, wetlands, and wildlife habitat areas, lakes and streams, associated shorelands and floodlands, major areas covered by organic soils, major groundwater recharge and discharge areas, areas of scenic topography, areas having scientific or cultural value, and certain agricultural lands.

Parks are defined as land and water areas whose primary function is to provide space and facilities for use, either intensively or extensively, for active and passive outdoor recreational activities. For purposes of this Plan, publicly-owned parks (County, City, and School District) were grouped into seven categories as set forth below.

Diversity in recreation areas necessitates that persons involved in recreation and park planning share a common language. The following are the terms used to describe the various recreational facilities found in the City of Franklin (*i.e., recreational areas typically associated with the City of Franklin, Franklin School District, or Milwaukee County sites and/or facilities*).

- Regional and Multi-Community Level Public Outdoor Recreation Land. Regional and Multi-Community level public outdoor recreation land is an outdoor recreation site serving several communities and generally containing more open space and natural resource oriented areas than typical "Community Level Public Outdoor Recreation Land" as described below. Active recreational facilities located in such areas can include, but not necessarily be limited to, camping, picnicking, swimming, golf, and skiing, . Such Regional recreational land typically serves an area with a radius of about 10 miles, and Multi-Community recreational land typically serves an urban area with a radius of about four miles (in urban areas) and 10 miles (in rural areas), and provides sufficient useable land area per capita to meet the standards set forth in this Chapter. The size of such Regional areas is typically greater than 250 acres in area, and for Multi-Community areas is typically greater than 100 acres. Typically, "Regional and Multi-Community Level Public Outdoor Recreation Land" is associated with a public park site.

- Community Level Public Outdoor Recreation Land: Community level public outdoor recreation land is an outdoor recreation site serving several neighborhoods and generally containing more open space and natural resource oriented areas than typical "Neighborhood Level Public Outdoor Recreation Land" as described below. Active recreational facilities located in such areas can include, but not necessarily be limited to, baseball, softball, tennis, basketball, playground or playfield (which may be associated with a junior or high school), picnicking, swimming, recreational and hiking trails, shelter houses, tennis courts, toilets, nature study areas, bandstands, winter-related facilities, passive activity areas, etc. Such recreational land typically serves an urban area with a radius of about two (2) miles and provides sufficient useable land area per capita to meet the standards set forth in this Chapter. The size of such areas typically ranges from twenty-five (25) to ninety-nine (99) acres in area. Typically, "Community Level Public Outdoor Recreation Land" is associated with a public park site and/or junior and high school sites. The "Community Playfield" described below is a type of Community Level Public Outdoor Recreation Land" which is smaller than twenty-five (25) acres.

- Community Playfields: The Community Playfield provides active recreation space for children and adults. These areas frequently include lighted ball fields and athletic fields and are the sites of organized recreational activities. Because of the acreage demands of such activities, playfields are generally between ten (10) and twenty (20) acres in size, with twelve (12) acres as a

desirable minimum. Playfields have a tendency to be used by adults throughout the community and from outlying areas as well.

- Neighborhood Level Public Outdoor Recreation Land: Neighborhood level public outdoor recreation land is an outdoor recreation site serving a single neighborhood and generally containing less open space and natural resource oriented areas than typical "Community Level Public Outdoor Recreation Land" described above. Active recreational facilities located in such areas can include, but not necessarily be limited to, baseball, softball, tennis, basketball, playground or playfield (which may be associated with an elementary school), picnicking, ice skating area, recreational trails, walkways, benches, landscaping, playlot for young children, and passive activity areas, etc. Such recreational land typically serves an urban area with a radius of from about one-half (0.5) to one (1) mile and provides sufficient useable land area per capita to meet the standards set forth in this Chapter. The size of such areas is typically between five (5) and twenty-five (25) acres in area. Access to these recreation areas should be safe and easy, avoiding major thoroughfares and other obstacles. Typically, "Neighborhood Level Public Outdoor Recreation Land" is associated with public parks and/or elementary school sites in the form of a "Neighborhood Playground" (as described below).
- Neighborhood Playground: Neighborhood playgrounds serve approximately the same geographic areas as do neighborhood parks and provide elementary school age children with playground and playfield equipment. Frequently these playgrounds are associated with a public elementary school or a neighborhood park. When associated with the latter, residents are afforded both passive and active outdoor opportunities. These areas generally accommodate ball fields, basketball backboards, open play fields, skating rinks in the winter, playground equipment, and tennis courts. The desirable minimum acreage for a neighborhood playground is eight (8) acres.
- Mini Level Public Outdoor Recreation Land (Playlots and Totlots): Mini park level public outdoor recreation land (i.e., playlots or totlots) are frequently found in high density areas of neighborhoods. They typically substitute for the backyard as an area of supervision and play for small children and are typically less than five (5) acres in area. Playlots are typically within short walking distances of home, generally no longer than 1/8 mile. These areas can and should be equipped with safe and creative play devices.

- Specialized Recreational Areas: For City of Franklin outdoor recreation planning purposes, these are areas which contain high quality natural resource features, are limited in active recreational value, are limited as to who desires to use them, or are undeveloped for recreation. Examples of these specialized recreational areas include conservancy areas, floodplains, woodland areas, historic sites, cultural sites, archeological sites, wildlife viewing, etc. These areas perform important functions and should be considered as part of the City of Franklin's outdoor recreation system. They vary in size and service area.

The following terms are also used in the City of Franklin's Comprehensive Outdoor Recreation Plan:

- Trail: A multi-purpose path typically serving non-motorized transportation uses such as; walking, running, hiking, biking, snowshoeing and cross-country skiing. A trail is often physically separated (sometimes on a separate right-of-way) from motor vehicle traffic by open space or a barrier.
- Service Area: The reasonable area which a public outdoor recreation site or facility serves as set forth in the standards of this Plan.¹
- Public Outdoor Recreation Facility Need: The need for a public outdoor recreation facility as determined by the application of the various public outdoor recreation standards set forth in this Chapter as well as the anticipated City of Franklin growth anticipated during the planning period (to the year 2030) as described in Chapter 2.
- Passive Recreation Site: A park primarily designed for picnicking, walking/hiking, and other non-organized recreation interests. This type of facility often emphasizes natural settings and de-emphasizes active recreation areas.
- Active Recreation Site: A park designed primarily to provide active recreation for one or more age groups. This type of park may have, as primary features, playfields, playground apparatus, ballfields, ball courts, or a combination thereof.

¹ It is important to note that while this Plan depicts service area radii as perfect circles centered on a subject park, in actuality, the area served is typically not a uniform area. The actual size of a service area can vary due to a number of factors, such as: the presence or absence of roads, traffic signals and obstructions; the degree of connectivity; land development patterns; etc.

PRINCIPLES, GOALS, OBJECTIVES, AND STANDARDS

A major element of any planning process is the identification of a common vision for the community. With a common vision, a community and its decision makers can direct their actions in a manner that ensures the greatest results with the least amount of effort. However, identifying such a vision in recreation planning is often difficult to achieve because values held by citizens are complex and sometimes elusive to park and recreation decision makers. But with incorporation of community supported principles, goals, and objectives, into the comprehensive outdoor recreation plan, a framework for a common vision can be created.

Each City of Franklin public outdoor recreation principle, together with its supporting goal(s), objective(s), and standards (as applicable), follows:

City of Franklin Vision Statement

The City of Franklin's vision is to enhance the quality of life for present and future generations by providing economic growth through the highest quality of residential, recreational, and business development in Southeastern Wisconsin.

Mission Statement

The City of Franklin's mission is to be a well-planned model community providing for a high quality of life for residents of all ages... The residents of Franklin will have access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle.

(from *Long-Term Vision for the City of Franklin*, December 2004, prepared by MSA Professional Services, Inc. and incorporated into the *City of Franklin 2025 Comprehensive Master Plan*.)

Balanced Development and Land Use Principles

The opinions of the residents and property owners indicate a strong desire for the City of Franklin to permit growth while protecting the natural resource features and high-quality suburban character that currently exists.

Enhance the quality of life for present and future generations by providing economic growth through the highest quality of residential, recreational, and business development in Southeastern Wisconsin.

Permit sustainable growth while protecting the natural resource features and high-quality suburban character of the City.

Goals

The protection of natural, and to a lesser extent agricultural and cultural resources, is intended to achieve many purposes, including: control erosion and sedimentation; promote and maintain the natural beauty of the City; retain as much as possible the rural/suburban character of the City; sustain a high quality and interconnected natural resource network throughout the City; serve as buffers between different land uses and land use densities; and serve as locations for existing and future parks, outdoor recreation sites, and trails.

Protect environmental resources.

Provide park and recreation areas throughout the City as identified in the Comprehensive Outdoor Recreation Plan.

Objectives

Protect the City's remaining natural resource features.

Control and minimize development within the Southeastern Wisconsin Regional Planning Commission's delineated Environmental Corridors and Isolated Natural Resource Areas to protect, preserve, and enhance those natural resource features contained within, to maintain the natural beauty of the City, to balance these with the development rights of the underlying existing and planned zoning, and to minimize adverse impacts to surrounding properties.

Preserve existing parks, recreation areas, and recreational opportunities.

Create a city-wide trail system for pedestrian and bicyclists.

Identify opportunities for new neighborhood parks and city parks.

Create links to other natural areas in the City when developing park areas.

Identify potential funding mechanisms for the development and maintenance of parks, recreation facilities, and programs.

Work with MMSD and non-profit organizations to purchase/protect conservation sites.

Continue to update the Comprehensive Outdoor Recreation Plan to maintain the City's eligibility to apply for State Stewardship Program grants.

(from *City of Franklin 2025 Comprehensive Master Plan*, October 2009, prepared by PDI/GRAEF, RA Smith National, Cedarburg Science, and the City of Franklin.

General Outdoor Recreation Principle

The attainment and maintenance of good physical and mental health is an inherent right of all residents of the City of Franklin. The provision of outdoor recreation sites and facilities and related open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of activities. An integrated park and related open space system properly related to the natural resource base, such as the existing surface water network, can generate the dual benefits of satisfying recreational demands in an appropriate setting while protecting and preserving valuable natural resource amenities. Finally, an integrated system of outdoor recreation sites and facilities and related open space areas can contribute to the orderly growth of the City of Franklin by lending form and structure to suburban and urban development patterns.

Goal

The City of Franklin residents and property owners have indicated a strong desire for the City to permit growth while protecting the natural resource features and high-quality suburban character that currently exists.

Objectives

The provision of an integrated system of public general use outdoor recreation sites and related open space areas, areas for intensive non-resource-oriented outdoor recreational activities, areas for intensive resource-oriented outdoor recreational activities, land-based outdoor recreational activities, and water-based outdoor recreational activities, which will allow the resident population of the City of Franklin adequate opportunity to participate in a wide range of outdoor recreation activities.

Identify potential funding mechanisms for the development and maintenance of parks, recreation facilities, and programs.

Work with MMSD and non-profit organizations to purchase/protect conservation sites.

Public Outdoor Recreation Land Allocation Principle

The planned supply of land set aside for public outdoor recreation use should approximate the known and anticipated demand for that use.

Goal

The residents of Franklin will have access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle.

Objectives

A balanced allocation of space to the various categories of public outdoor recreation land which meets the needs of the City of Franklin.

Preserve existing parks, recreation areas, and recreational opportunities.

Identify opportunities for new city parks.



Oak Leaf Trail

Public Outdoor Recreation Land Allocation Standard – The amount of land area set aside for public outdoor recreation use to accommodate the forecast growth in the City of Franklin should be determined, in part, by the application of the standards set forth below in Table 3.1.

Table 3.1

**PUBLIC OUTDOOR RECREATION MINIMUM STANDARDS
FOR THE CITY OF FRANKLIN**

Facility Category	Minimum Development Standard (Gross Area) (a)
Public Outdoor Recreation	
Regional & Multi-Community	5.3 acres per 1,000 persons (b) 2.6 acres per 1,000 persons (b)
Community (in park sites)	2.2 acres per 1,000 persons (c)
Community (in middle school or high school sites)	0.9 acre per 1,000 persons (c)
Neighborhood (in park sites)	1.7 acres per 1,000 persons (c)
Neighborhood (in elementary school sites)	1.6 acres per 1,000 persons (c)
Mini Parks (in park sites)	1.0 acre per 1,000 persons (c)

- (a) Gross areas include associated street rights-of-way and off-street parking for each land use category. These minimum standards have been based upon existing land use studies of the Southeastern Wisconsin region since 1963 performed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and are reasonably responsive to expected future as well as present conditions. These minimum standards exclude any additional required stormwater detention/retention areas, open space, or areas with natural resource features such as wetlands and woodlands and land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.
- (b) As recommended in SEWRPC's Planning Report No. 27, *A Regional Park and Open space Plan for Southeastern Wisconsin-2000* (Waukesha, WI: SEWRPC, November 1977) and SEWRPC's Community Assistance Planning Report No. 132, *A Park and Open Space Plan for Milwaukee County* (Waukesha, WI: SEWRPC, November 1991).
- (c) Excluding stormwater detention/retention areas and land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association.

Public Outdoor Recreational Minimum Site Area and Service Radii Standards – Sites for public outdoor recreational facilities serving the City, County, and region should be provided in accordance with the minimum standards set forth below in Table 3.2.

Table 3.2

SITE AREA AND SERVICE RADII MINIMUM STANDARDS

Type of Recreation Facility	Typical Maximum Number of Persons Served	Typical Minimum Required Site Area (Gross Acres)	Maximum Walking Distance (Miles)
Public Outdoor Recreational Facilities			
Regional	Varies	250 or more (d)	10
Multi-Community	Varies	100 to 249 (d)	4-suburban 10-rural
Community	Varies	25 to 99 (d)	2
Neighborhood	6,500	21.5 (b,d)	0.25 to 0.50 (c)
Mini Parks	1,250(a)	1 (a,d)	0.25 (a)

- (a) To be determined on an individual basis for those smaller areas of the City which are not an integral part of a specific neighborhood area.
- (b) Including both land for a combined neighborhood park (13.5 acres) and associated neighborhood school-related outdoor recreation and playground facilities (8 acres). Also see Tables 3.4 and 3.5.
- (c) Typical maximum walking distance from neighborhood served.
- (d) Excluding stormwater detention/retention areas and land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association.

Public General Use Outdoor Recreation Site Principle

Public general use outdoor recreation sites promote the maintenance of proper physical and mental health both by providing opportunities to participate in such athletic recreational activities as baseball, swimming, tennis, and ice-skating—activities that facilitate the maintenance of proper physical health because of the exercise involved—as well as opportunities to participate in such less athletic activities as pleasure walking, picnicking, or just rest and reflection. These activities tend to reduce everyday tensions and anxieties and thereby help maintain proper 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, and thus contribute to the desirability and stability of the City of Franklin's residential neighborhoods, and therefore, the City of Franklin as a whole.

Goals

Provide appropriate facilities to encourage recreational and commuter bicycle trips.

Develop a system of sidewalks and paths that links neighborhoods to active destinations.

Objectives

Create a city-wide trail system for pedestrians and bicyclists.

Franklin should continue to develop bicycle facilities such as trails, bicycle lands, signed on-street bicycle routes, and storage facilities, both in existing and newly developing part of the community.

Bicycling should be a viable option to access schools and parks, along with major employment centers and commercial districts within the City.

Walking should be a viable option for recreation and short trips. Franklin should prepare a pedestrian plan that identifies corridors in which sidewalks or paths will be provided to create safe routes for walking to schools, parks, employment centers, and commercial districts.

Commercial development areas should be designed to allow safe pedestrian circulation.

Minimum Public General Use Outdoor Recreation Site Standards for Regional and Multi-Community Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site requirements for outdoor recreational facilities indicated in Tables 3.2 and 3.3 should be met in regional and multi-community parks.

Minimum Public General Use Outdoor Recreation Site Standards for Community Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site requirements for outdoor recreational facilities indicated in Tables 3.2 and 3.3 should be met in community parks.

Minimum Public Community Recreation Center Standard – One (1) Community Recreation Center building per 25,000 persons.

Minimum Public General Use Outdoor Recreation Site Standards for Neighborhood Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve these standards, the site requirements for outdoor recreational facilities indicated in Tables 3.2, 3.4, and 3.5 should be met in neighborhood parks (as applicable).

Minimum Public General Use Outdoor Recreation Site Standards for Mini Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve these standards, the site requirements indicated in Table 3.2, and outdoor recreational facilities for playgrounds should be met in mini parks (as applicable).

Trail Standards – Multi-functional trails serving bicycle and pedestrian facilities which, through their location and design, will encourage increased levels of utilitarian bicycle and pedestrian travel should meet or exceed the following standards:

1. Trails intended for utilitarian travel should provide direct and continuous routes which minimize delays and maximize safety.
2. Trails should be provided to assist in the interconnection of the City of Franklin with Milwaukee, Racine, and Waukesha urbanized areas.
3. Trails should be provided in the City of Franklin to connect residential areas with City activity centers and parks.
4. Trails used for pedestrians or as bicycle paths should be separated from motorized vehicular traffic by open space or barriers, and may be located within the public right-of-way or a street or highway or in an independent right-of-way or easement.
5. Trails used for bicycle lanes of roadways should be designated with directional and informational markers, striping, signing, and pavement markings for bicycle use and may be located within the public right-of-way of a street or highway.
6. Trails intended to be used for bicycle paths or bicycle lanes should follow the American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities as amended, the Wisconsin Department of Transportation's Facilities Development Manual criteria for the design of bicycle facilities as amended, and the Wisconsin Department of Transportation's Bicycle Facilities Design Handbook as amended.

Table 3.3

**DETAILED PUBLIC OUTDOOR RECREATION
FACILITY MINIMUM REQUIREMENTS FOR TYPICAL
COMMUNITY PARKS**

Facility Type	Minimum Per Capita Standard Public Facility Requirement (acres)	Number of Facilities Required	Minimum Total Acreage Required per Community Park
Active Recreation Facilities (c)			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.5
Playfield(a)	0.39 per 1,000	2.5 = 3	4.95
Soccer	0.69 per 1,000	1.45 = 2	3.3
Softball Diamond	0.53 per 1,000	3.4 = 2	5.36
Swimming	0.015 per 1,000	1	1.22
Tennis Court	0.50 per 1,000	3.3 = 3	0.96
Subtotal	---	---	20.29
Passive and other Recreation Facilities (d)			
Passive Recreation (d)	Add 10 percent of active recreation area total (d)		2.0 (d)
Community Center Building	1 per 25,000	1	3 to 5 acres
Other Recreation (b, d)	Add 10 percent of active recreation area total (d)		2.0 (d)
TOTAL	---	---	27.29 to 29.29 minimum (d)

- (a) Can also be used for soccer field.
- (b) Picnicking facilities, as well as other passive facilities, should also be provided in a community park.
- (c) Facilities needing similar space requirements may be substituted based upon City needs.
- (d) Excluding stormwater detention/retention areas land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc, SEWRPC, and the National Recreation and Park Association.

Table 3.4

**DETAILED PUBLIC OUTDOOR RECREATION FACILITY
MINIMUM REQUIREMENTS FOR TYPICAL NEIGHBORHOOD PARKS
WITH NEIGHBORHOOD ELEMENTARY SCHOOL FACILITIES**

Facility Type	Minimum Per Capita Standard Public Facility Requirement (acres)	Number of Facilities Required	Minimum Total Acreage Required per Neighborhood Park
Active Recreation Facilities (c)			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.5
Basketball Goal	0.91 per 1,000	5.9 = 6	0.42
Ice-Skating(a)	0.15 per 1,000	0.98 = 1	0.35
Playfield(a)	0.39 per 1,000	2.5 = 3	4.95
Playground	0.35 per 1,000	2.3 = 2	1.24
Softball Diamond	0.53 per 1,000	3.4 = 2	5.36
Tennis Court	0.50 per 1,000	3.3 = 3	0.96
Subtotal	---	---	17.78
Passive and other Recreation Facilities (c)			
Passive Recreation (c)	Add 10 percent of active recreation area total (c)		1.8 (c)
Other Recreation (b, c)	Add 10 percent of active recreation area total (c)		1.8 (c)
TOTAL	---	---	21.38 minimum (c)

- (a) Can also be used for soccer field.
- (b) Picnicking facilities, as well as other passive facilities, should also be provided in a neighborhood park.
- (c) Excluding stormwater detention/retention areas land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association

Table 3.5

**DETAILED PUBLIC OUTDOOR RECREATION FACILITY
MINIMUM REQUIREMENTS FOR TYPICAL NEIGHBORHOOD PARKS
WITHOUT NEIGHBORHOOD ELEMENTARY SCHOOL FACILITIES**

Facility Type	Minimum Per Capita Standard Public Facility Requirement (acres)	Number of Facilities Required	Minimum Total Acreage Required per Neighborhood Park
Active Recreation Facilities (c)			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.5
Basketball Goal	0.91 per 1,000	5.9 = 6	0.42
Ice-Skating(a)	0.15 per 1,000	0.98 = 1	0.35
Playfield(a)	0.39 per 1,000	2.5 = 3	4.95
Softball Diamond	0.53 per 1,000	3.4 = 2	5.36
Tennis Court	0.50 per 1,000	3.3 = 3	0.96
Subtotal	---	---	16.54
Passive and other Recreation Facilities (c)			
Passive Recreation (c)	Add 10 percent of active recreation area total (c)		1.65 (c)
Other Recreation (b, c)	Add 10 percent of active recreation area total (c)		1.65 (c)
TOTAL	---	---	19.84 minimum (c)

- (a) Can also be used for soccer field.
- (b) Picnicking facilities, as well as other passive facilities, should also be provided in a neighborhood park.
- (c) Excluding stormwater detention/retention areas land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association

The principles, goals, objectives, and standards presented in this chapter express the basis for the development of public outdoor recreation facilities for the City of Franklin. The standards perform a particularly important function in designing the Comprehensive Outdoor Recreation Plan update since they form the basis upon which estimates of future City of Franklin recreation land and facility needs are based. Forecast City of Franklin recreation land needs can be found in Chapter 5 for the year 2030, based, in part, upon these objectives, principles, and standards.

NATURAL RESOURCE FEATURES

The health, safety, and welfare of the City of Franklin is, in part, dependent upon the preservation of its natural resources. Sound planning practice requires that the various natural resources of the City of Franklin should be held in high regard--including their value for flood protection, water quality protection, and passive recreational open space. Therefore, special emphasis must be given to the preservation of the City of Franklin's natural resources, since these resources play an important role in defining the City of Franklin as a unique community.

In order to form a rational approach to addressing these issues under the Comprehensive Outdoor Recreation Plan element of the Comprehensive Master Plan, natural resources should be distinguished from one another through identification of their different resource categories and components (i.e., floodplains as distinguished from woodlands as distinguished from other features). On the other hand, most crucial of all is an understanding of the various interrelated aspects of the environment and these natural resource features. Since each resource element, or environmental unit, is a component of one or more environmental systems, the protection of each natural resource feature and its function within that system is important.

The public role to be played in natural resource protection logically follows from the essentially public character and impact of these resources. This public character and resource impact, coupled with the fact that the private market often does not adequately consider the protection of these resources, compels the government--in this case, the City of Franklin--to use its police powers to better guide the location, extent, and intensity of development in order to protect the environment insofar as public health, safety, and welfare are concerned.

Resource protection needs to be accomplished while, at the same time, protecting private property rights.

Chapter 3 titled "Natural Resource Base Features" of the City of Franklin Comprehensive Master Plan prepared in August 1992 addresses in great detail how natural resource features in the City of Franklin are to be protected through the use of "natural resource protection standards." The use of this concept

is already an integral part of the City of Franklin's Unified Development Ordinance. Further information on these natural resource features, as well as on additional natural resource based features recommended for protection, are also discussed in Chapter 3 and Appendix I of the City of Franklin 2025 Comprehensive Master Plan.

Obviously, natural resources, or environmental limitations such as floodplains or wetlands, are constraints on development in the City of Franklin as well as on specific sites. Since all sites are unique, the presence of these features may dramatically alter the development potential of certain sites within the City of Franklin.

It must be understood that the emphasis relating to land development should be placed on working with the environment and avoiding construction in unsuitable areas which would damage natural resources.

Natural resource protection standards, such as those already in place in the City of Franklin, will continue to assist in enabling the City of Franklin to make environmentally sensitive decisions when reviewing development proposals. Such decisions should result in developments which are both consistent with the standards advanced as well as rational from a natural resource protection standpoint.

The Concept of Natural Resource Features Protection Standards

Chapter 3 titled "Natural Resource Base Features" of the 1992 City of Franklin Comprehensive Master Plan describes the city-wide natural resource features protection standard concept that is also used as the basis for the minimum standards presented in this Comprehensive Outdoor Recreation Plan update. These standards have been established for the protection of the following resources: water bodies including lakes and ponds (based upon size factors); streams; drainage ways; shore buffers; floodlands and floodplains (including 100-year recurrence interval floodplains and floodways); wetlands and shoreland wetlands; both mature and young woodland and forest areas; and steep slopes.



Koepmier Lake

These are the natural resource features which are closely associated with the maintenance of the public health, safety, and welfare of the City of Franklin and which provide the community important benefits--such as privately and publicly held passive recreational open space--which are oftentimes ignored by the private market.

The city-wide natural resource protection standard, as used in this Comprehensive Outdoor Recreation Plan update and in the City's Comprehensive Master Plan, and as set forth in the City of Franklin's Unified Development Ordinance, measures the proportion of the natural features of a site (excluding land occupied by public street rights-of-way), which will remain undeveloped and protected and is specifically designated for natural resource protection. The natural resource protection standards set forth specific minimum numerical levels (or standards) at which the natural resource feature should operate in the City of Franklin. Any development of the land must be done in such a way so that the natural resource continues to function at this minimum level. Natural resource features protection through this method is intended to benefit the City of Franklin as a whole by protecting the natural resource base features, providing (in some instances) passive, privately-owned and/or publicly-owned recreational and open space areas, and by setting forth, or maintaining, the intrinsic natural character of an area. The use of natural resource protection standards does not require the designation of construction techniques or even specific site planning but rather allows the developer to choose his own system of providing for the continuation of the natural resource feature within the parameters of the minimum protection level specified by the natural resource protection standard.

The use of natural resource protection standards as a planning tool represents a sound land use planning approach towards the protection of an area's dwindling natural resource base. Such natural resource loss is typically caused by resource destruction due to growth and development.

The natural resource protection standards used in the City of Franklin are carefully constructed in order to ensure that the standards and resulting regulations are fair relative to both the community's and landowner's interests in order to avoid the "taking" of property or property rights. Balancing mechanisms within the regulatory process can be used--such as the on-site or off-site mitigation of some natural resource features--in order to reduce negative impacts to both the community and the landowner. In addition, the use of natural resource protection standards in both the City of Franklin Comprehensive Master Plan (or its elements, such as this Comprehensive Outdoor Recreation Plan) and its implementing Unified Development Ordinance, provides uniform standards for all land users--including passive and active outdoor recreation areas.

The intent of natural resource protection standards is to allow for the reasonable development of property (located in areas where development is planned to occur) while still preserving those natural resource features which are important to the City of Franklin. In this respect, the city-wide natural resource protection standard can be defined--by providing a method for determining the amount of a resource to be protected--by the following simple equation as it relates to a single natural resource element:

$$\begin{array}{c}
 \text{Natural Resource Protection Standard} \\
 \times \\
 \text{Acres of Land in Resource} \\
 = \\
 \text{Amount of Resource to be Protected} \\
 \times \\
 \text{Acres of Land In Resource} \\
 = \\
 \text{Amount of Resource to be Protected}
 \end{array}$$

An example of how this equation would work, for instance, for the protection of mature woodlands on a site 80 acres in size with 25 acres of such mature woodland areas is shown below. Under this scenario, it is assumed (as a local public policy) that the mature woodlands would be protected under a natural resource protection standard of 0.70.

Where,

$$\begin{array}{l}
 \text{Natural Resource Protection Standard} = 0.70 \\
 \text{Acres of Land in Resource} = 25.0
 \end{array}$$

Then,

$$0.70 \times 25.0 = 17.5$$

Therefore, based upon the above equation, 17.5 acres of the mature woodlands would have to be protected.

In situations where more than one natural resource element are present on the same area of land (i.e., areas where various natural resource features actually overlap), only the most restrictive natural resource protection standard is used for the purposes of protecting all of the affected resource features in the overlapping area. This occurs in the City of Franklin often, particularly in the case of wooded floodplain areas and wetlands which may be located within a 100-year floodplain.

The Comprehensive Master Plan's intended implementing regulations (and more importantly the City's Unified Development Ordinance) have set specific definitions and levels of open space required to protect the City of Franklin's natural resource features as preserved natural open space. Such passive recreational open space areas with protected and preserved natural resource features can be either under private or public ownership. When under *private ownership*, the resources are typically an integral part of a privately-owned outlot, where the resources are protected by conservation/preservation easements, deed restrictions, and protective covenants. When under private ownership, the resources would remain on the City of Franklin's tax rolls with only limited public access. When under *public ownership*, the resources are typically a part of the subject lot or parcel where the resources are also protected by conservation easements, deed restrictions, protective

covenants, and designated by the City as a "Special Park." When under public ownership, the public would be responsible for the continued maintenance of the open space and the public would, therefore, have access to such passive recreational open space areas.

Table 3.6 indicates the City of Franklin's adopted natural resource protection standards which are in addition to the earlier presented public outdoor active and passive recreation standards.

Table 3.6

NATURAL RESOURCE PROTECTION STANDARDS

NATURAL RESOURCE FEATURE	ZONING DISTRICT TYPE					
	Agricultural		Residential (a)		Nonresidential (b)	
	Protection Standard	Mitigation Permitted	Protection Standard	Mitigation Permitted	Protection Standard	Mitigation Permitted
Steep Slopes: 10-19% 20-30% +30%	0% 65% (d) 90% (d)	N/A No No	60% (d) 75% (d) 85% (d)	No No No	40% (d) 70% (d) 80% (d)	No No No
Woodlands & Forests: Mature Young	70% (d)(e) 50% (d)(e)	No No	70% (d)(e) 50% (e)	No Yes	70% (e) 50% (e)	Yes Yes
Lakes & Ponds	100% (d)	No	100%	Yes	100%	Yes
Streams	100% (c)(d)	No	100% (c)(d)	No	100% (c)(d)	No
Shore Buffers	100% (c)(d)	No	100% (c)(d)	No(f)	100% (c)(d)	No(f)
Floodplains/ Floodways	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes
Wetlands & Shoreland Wetlands	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes
Wetland Buffers	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes
Wetland Setbacks	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes

N/A = Not Applicable

- (a) Including residential "Planned Development Districts" (or residential portions thereof). Where mitigation is permitted, said mitigation shall meet the intent of Section 15-4.0103 of this Unified Development Ordinance unless specified otherwise in this footnote. Said natural resource protection standards shall not be applicable to essential services and their associated easements (as defined in Section 15-11.0103 of this Ordinance); however, areas of disturbance of natural resource features to provide for said essential services shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction of the essential service(s). Private roads, public rights-of-way for arterial streets, highways, collector streets, and minor streets within the boundaries of a residential development site are considered residential development for the purposes of Part 4 of this Ordinance. See §15-3.0607 for permitted and special uses allowed in the SW Shoreland Wetland Overlay District. Also see §15-9.0110 and §15-10.0208 of this Ordinance for Special Exceptions to the shore buffer, navigable water-related, wetland, wetland buffer and wetland setback requirements of this Ordinance and for improvements or enhancements to natural resource features.
- (b) Including non-residential "Planned Development Districts" (or non-residential portions thereof). Where mitigation is permitted, said mitigation shall meet the intent of Section 15-4.0103 of this Unified Development Ordinance unless specified otherwise in this footnote. Said natural resource protection standards shall not be applicable to essential services and their associated easements (as defined in Section 15-11.0103 of this Ordinance); however, areas of disturbance of natural resource features to provide for said essential services shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction of the essential service(s). Private roads, public rights-of-way for arterial streets, highways, collector streets, and minor streets within the boundaries of a residential development site are considered residential development for the purposes of Part 4 of this Ordinance. See 15-3.0607 for permitted and special uses allowed in the SW Shoreland Wetland Overlay District. Also see 15-9.0110 and 15-10.0208 of this Ordinance for Special Exceptions to the shore buffer, navigable water-related, wetland, wetland buffer and wetland setback requirements of this Ordinance and for improvements or enhancements to natural resource features.
- (c) Except as may otherwise be allowed under this Ordinance, including, but not limited to, its provisions for special exceptions, variances and permitted and special uses. Structural support(s) consisting of piers and/or abutments for bridges shall be allowed to be placed within shore buffers, wetland buffers, and wetland setbacks provided that areas of disturbance of natural resource features to provide for said structural supports shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction. The Permitted and Special Uses set forth within the SW Shoreland Wetland Overlay Zoning District regulations at §15-3.0607 of this Ordinance shall and may be allowed as permitted and special uses within in this natural resource feature, subject to footnote (f), below; provided, however, that areas of disturbance of the natural resource feature to construct such use, though not being a part of the installed structure, shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction and that the area of any impermeable surface or other permanent structure installation which permanently displaces any area of a natural resource feature shall be mitigated. Upon the denial of a Special Use application for a listed SW District Special Use, no Special Exception may be subsequently granted for such use.
- (d) Resource protection percentages indicated in this Table represent the portion of the total natural resource feature present on a site which shall be preserved.
- (e) All woodland and forest areas area at all times subject to these natural resource protection standards. The clearing or removal of trees within a woodland or forest area is development and

subject to these natural resource protection standards. All such removal and clearing development shall comply with these natural resource protection standards. Any proposed changes to woodland and forest resources are a change of use and require the issuance of a Zoning Compliance Permit in order to assure that required protection levels are met under the standards set forth under this Unified Development Ordinance.

- (f) Mitigation shall be allowed in shore buffers and streams only in cases of crossings (street, bicycle or pedestrian) which are determined to be in the best interests of the City and which crossings area at or near a 90° angle, measured in conjunction with the methodology set forth in 15-4.0102E. of Part 4 of this Ordinance, to the water resource to be crossed. The area of a shore buffer which is disturbed for a crossing and which area is not restored, shall be mitigated.

Environmental Corridors, Linkages, and Greenways

Using the individual resource protection standards approach to natural resource protection, as described earlier, will assist the City of Franklin in developing the necessary implementation tools. In order to provide the Comprehensive Outdoor Recreation Plan update with an overall environmentally sensitive structure for Plan development, the Environmental Corridors concept advanced by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and the Linkages and Greenways concepts advanced by the City's 2009 Comprehensive Master Plan, are also embraced by the Comprehensive Outdoor Recreation Plan update. Neither the natural resource feature protection standard approach nor the environmental corridors/linkages/greenways approach are mutually exclusive of the other--they work interdependently since each is based upon individual natural resource base features.

Primary and Secondary Environmental Corridors and Isolated Natural Resource Areas.

The environmental corridors and isolated natural resource areas for the City of Franklin are presented in SEWRPC Community Assistance Planning Report No. 176, *Sanitary Sewer Service Area for the City of Franklin, Milwaukee County, Wisconsin*, dated October 1990, and in SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* dated November 1991 (see also Maps 9 and 19 of *A Park and Open Space Plan for Milwaukee County*).

At the time of adoption of this Comprehensive Outdoor Recreation Plan update, only the Primary Environmental Corridors were required to be protected by the City (pursuant to SEWRPC Community Assistance Planning Report No. 176 and Wisconsin Administrative Code NR 121). In addition, the City's recently adopted Comprehensive Master Plan recommends protection of the Secondary Environmental Corridors and Isolated Natural Resource Areas for the southwestern portion of the City.

However, it can be noted that pursuant to Wisconsin Department of Natural Resources and Southeastern Wisconsin Regional Planning Commission policy in regard to Administrative Code NR 121, at such time as the City of Franklin's sanitary sewer service area (as set forth in SEWRPC Community Assistance Planning Report No. 176) is amended or expanded, the City would then be required to protect all Primary and Secondary Environmental Corridors and Isolated Natural Resource Areas within the City of Franklin sanitary sewer service area.

Generally, any use of the land within these natural resource based features (except development involving structures) that does not destroy the underlying natural resource features is permitted. In addition, residential development at an average density of one unit per five acres (excluding lowland natural resources such as floodplains and wetlands), and other development such that no more than 10 percent of the upland portion of the environmental corridor or isolated natural resource area is disturbed, may also be permitted on a case-by-case basis.

SEWRPC's delineated environmental corridors and isolated natural resource areas in the City of Franklin encompass those areas containing concentrations of recreational, aesthetic, ecological, and cultural resources. Such delineated environmental corridors and isolated natural areas should generally be preserved and protected in essentially natural open use. Such areas normally include one or more of the following seven elements of the natural resource base which are essential to the maintenance of both the ecological balance and natural beauty of an area:

- Lakes, rivers, streams, and their associated shorelands and floodlands.
- Wetlands.
- Woodlands.
- Prairie.
- Wildlife habitat areas.
- Wet, poorly drained, and organic soils.
- Rugged terrain and high-relief topography.

Five additional elements which are also considered include: 1) existing park and open space sites; 2) potential park and open space sites; 3) historic sites; 4) scenic areas and vistas; and, 5) natural and scientific areas. A detailed description of how environmental corridors, and their subordinate isolated natural areas, are delineated is presented in the SEWRPC's *Technical Record* (Vol. 4, No. 2, pp. 1-21).

Primary Environmental Corridors include a wide variety of the important natural resource and resource-related elements and are at least 400 acres in size, two miles in length, and 200 feet in width.

Secondary Environmental Corridors generally connect with primary environmental corridors and are at least 100 acres in size and one mile in length.

Isolated Natural Resource Areas are at least five acres in size and consist of those smaller concentrations of natural resource base elements that are separated physically from environmental corridors by either open land or development.

A significant primary environmental corridor is located along the Root River in the City of Franklin.

Environmental Corridors & isolated Natural Areas Principle

The primary and secondary environmental corridors and isolated natural areas are a composite of the best individual elements of the natural resource base including lakes, rivers, and streams and their associated floodlands (floodplains and floodways), wetlands, woodlands, wildlife habitat areas, rugged terrain consisting of slopes twelve (12) percent or greater, wet poorly drained or organic soils, and significant geological formations. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, wildlife population enhanced, and continued opportunities provided for scientific, educational, and recreational pursuits.

Goal

Control and minimize development within the Southeastern Wisconsin Regional Planning Commission's delineated Environmental Corridors and Isolated Natural Resource Areas to protect, preserve, and enhance those natural resource features contained within, to maintain the natural beauty of the City, to balance these with the development rights of the underlying existing and planned zoning, and to minimize adverse impacts to surrounding properties.

Primary Environmental Corridors Areas Preservation Standard – All remaining undeveloped lands within the designated primary environmental corridors in the City of Franklin should be encouraged to be preserved in essentially natural, open use.

Secondary Environmental Corridors and Isolated Natural Areas Preservation Standard – All remaining undeveloped lands within the designated secondary environmental corridors and isolated natural areas in the City of Franklin should be considered for preservation as urban or suburban development proceeds and acts as drainage ways, floodwater detention areas, and private or public open space.

Environmental Corridors and Isolated Natural Areas Linkage to Public Parks Standard – To the extent practicable, environmental corridors and isolated natural areas should be linked with public parks located in the City of Franklin.

Linkages and Greenways.

As presented in the 2009 Comprehensive Master Plan, Linkages are those natural resource features and concentrations of natural resources not otherwise protected, such as fallow fields, shrub thickets, hedgerows, etc. and Greenways are those natural resource features and concentrations of natural resources not otherwise protected, such as MMSD Conservation Plan Priority Areas and existing and proposed parkway lands adjacent to environmental corridors. However, it is specifically intended that the level and means of protection of the Linkages and Greenways be less restrictive and more flexible than those associated with the citywide standards and the Environmental Corridors.

Linkages are to be protected in order to maintain, establish, and/or provide additional connections of existing natural resource features, particularly those that may otherwise be isolated from one another. Linkages are intended to: help elevate the ecological value of the isolated natural resource features; establish a connection matrix of green space; protect habitats; promote wildlife migration and plant dispersal; retain the scenic and rural character of the landscape; and provide opportunities for low intensity activities such as walking, hiking, biking, horseback riding, and wildlife viewing. Linkages must connect two or more existing natural resource features (or concentrations of such features), they shall generally be linear in character, and they can be identified and protected in phases. A higher priority for Linkages shall exist when connecting multiple resources, connecting areas of larger resources, or connecting areas of multiple types of resources. Buffers should be incorporated into these Linkages when appropriate.

Greenways are to be protected in order to provide space for streams and wetlands to function naturally to accommodate stormwater flows, provide effective filter strips along waterways that trap sediment and pollutants that damage water quality, provide opportunities for recreational activities (especially trail-oriented activities), and to provide a sense of open space and visual relief from intensive urban development. Greenways shall generally be linear in character and typically associated with streams, shorelands, and wetlands. The Greenways shall also encompass floodlands, surface water resources, natural area and critical species habitat, wetland prairie soil types, existing and proposed park and open space sites, and existing and proposed recreation corridors and trails.

Open Space Preservation and Protection Principle

Ecological balance and natural beauty are important determinants of the City of Franklin's ability to provide a pleasant and habitable environment for all forms of life and to maintain the City's social and economic well-being. Preservation of the most significant aspects of the natural resource base, that is, environmental corridors, isolated natural areas, and the various resource components which comprise those features contributes to the maintenance of ecological balance, natural beauty, and the economic well-being of the City.

Goals

Protect environmental resources.

The protection of natural, and to a lesser extent agricultural and cultural resources, is intended to achieve many purposes, including: control erosion and sedimentation; promote and maintain the natural beauty of the City; retain as much as possible the rural/suburban character of the City; sustain a high quality and interconnected natural resource network throughout the City; serve as buffers between different land uses and land use densities; and serve as locations for existing and future parks, outdoor recreation sites, and trails.

Objectives

Protect the City's remaining natural resource features.

The preservation of sufficient high-quality open space lands—including environmental corridors and isolated natural areas—for the protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being and environmental quality of the area.

Discourage incompatible development and alteration of floodplains, lakes, rivers and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impact upon adjacent properties.

Create links between natural areas in the City when developing park areas.

Natural Areas and Critical Species Habitat

The *natural areas and critical species habitat protection* concept is advanced by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in its SEWRPC Planning Report No. 42 titled *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin* dated September 1997 and the *Natural Areas and Critical Species Habitat Plan Update for Southeastern Wisconsin* dated April 2009, and this concept is also embraced by the City of Franklin Comprehensive Outdoor Recreation Plan. The Regional Natural Areas and Critical Species Habitat Protection and Management Plan calls for the protection, wise use, and proper management of those areas identified as high-quality natural areas and critical species habitat.

A "*natural area*" is defined as those tracts of land or water so little modified by human activity, or which have sufficiently recovered from the effects of such activity, that they contain intact native plant

and animal communities believed to be representative of the pre-European-settlement landscape. Natural area sites may be ranked according to several factors, including diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity, such as logging, grazing, water level changes, and pollution; the commonness of the plant and animal communities present; the size of the area; any unique natural features within the area; and the educational and scientific value. Generally, natural areas contain ecosystems consisting of intricately interactive groups of living species existing in conjunction with their environments. These areas serve as living museums of plants and animals. As such, natural areas need to be protected and preserved in order to assure and preserve biological diversity.

A "*critical species habitat*" is defined as those tracts of land or water which support Federally or State-listed rare, threatened, and/or endangered plant or animal species as defined by State or Federal agencies. These habitats include the abiotic and biotic factors necessary for the long-term support of the critical species population. A Federally-designated endangered species is any species or subspecies designated by the U.S. Congress as being in danger of extinction throughout all, or a significant portion, of its range. A State-designated endangered species is any species native to the State of Wisconsin whose continued existence as a viable component of the State's wild animals or wild plants is determined by the Wisconsin Department of Natural Resources, on the basis of scientific evidence, to be in jeopardy.

Natural Areas and Critical Species Habitat Principle

Natural areas and critical species habitats are important in a number of ways—including economically, insofar as they support advances in agriculture and medicine; functionally, insofar as 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 mental well-being and to the overall quality of human life.

Objective

To maintain social and economic well-being, environmental quality, and biodiversity of the City of Franklin by preserving lands having important natural areas and critical species habitat.

Natural Areas and Critical Species Habitat Preservation Standards – The remaining natural areas and critical species habitat areas should be preserved and protected to the maximum extent practicable.

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Chapter 4

Existing Park, Open Space, and Outdoor Recreation Sites, Facilities, Service Area Delineations, and Natural Areas

INTRODUCTION

This Chapter of the City of Franklin's Comprehensive Outdoor Recreation Plan update presents a detailed inventory of each of the publicly-owned park, open space, and outdoor recreation sites and facilities located within the City of Franklin. In addition to the sites and facilities owned by the City, the inventory also includes those parks, open space, and outdoor recreation sites and facilities owned by Milwaukee County and the Franklin Public School District. It can be noted that there are no such sites or facilities owned by the Oak Creek-Franklin School District or the Whitnall School District within the City of Franklin. The inventory was originally conducted by Meehan & Company, Inc. in March and April 2000 for the 2002 Comprehensive Outdoor Recreation Plan, and was updated in August 2010 for the *Comprehensive Outdoor Recreation Plan: 2025* update. Map 4.1 graphically shows the location of each of the outdoor recreation sites described in this Chapter. Table 4.1 provides a brief summary of the various outdoor recreation sites and the area of each site described in this Chapter. Table 4.1 also presents each of the sites relative to park type (see Chapter 3)--that is, regional/multi-community, community (in park sites), community (in middle school or high school sites), neighborhood (in park sites), neighborhood (in elementary school sites), mini-parks (in park sites), and special parks (in park sites).

The focus of the City of Franklin's Comprehensive Outdoor Recreation Plan update is the provision of public park, open space, outdoor recreation sites and facilities accessible to all of the residents of the City. However, various privately-owned outdoor recreational facilities are also located in the City of Franklin. These privately-owned outdoor recreational facilities are also very briefly described near the end of this Chapter.

This Chapter also presents a detailed inventory of known "natural area" sites in the City of Franklin and their location.

Table 4.1

SUMMARY OF PUBLICLY-OWNED PARK, OPEN SPACE, AND OUTDOOR RECREATION SITES (INCLUDING AREA) IN THE CITY OF FRANKLIN: 2010

SITE NAME	AREA OF SITE (Acres)	PARK OWNERSHIP	LOCATION MAP 4.1 NUMBER
REGIONAL AND MULTI-COMMUNITY PARKS			
Root River Parkway <i>(including Anderson Lake)</i>	2,166.0 (in City of Franklin)	Milwaukee County	R1
Whitnall Park	388.0 (in City of Franklin)	Milwaukee County	R2
Oakwood Park and Golf Course	278.3	Milwaukee County	R3
Milwaukee County Sports Complex	132+/-	Milwaukee County	R4
Crystal Ridge	92+/-	Land is Privately Leased from Milwaukee County	R5
Franklin Park (undeveloped)	164.6	Milwaukee County	R6
Grobschmidt Park (undeveloped)	143.0 (in City of Franklin)	Milwaukee County	R7
SUBTOTAL	3,363.9+/-		--
COMMUNITY PARKS (at Park Sites)			
Lion's Legend Park	38.0+/-	City of Franklin	C1
Froemming Park <i>(Not including land used or proposed to be used by the Milwaukee County Sports Complex; included as a "Community Park" due to its contiguity with the Milwaukee County Sports Complex.)</i>	16.25	Milwaukee County	C2
SUBTOTAL	54.25+/-		--

Table 4.1

SUMMARY OF PUBLICLY-OWNED PARK, OPEN SPACE, AND OUTDOOR RECREATION SITES (INCLUDING AREA) IN THE CITY OF FRANKLIN: 2010

SITE NAME	AREA OF SITE (Acres)	PARK OWNERSHIP	LOCATION MAP 4.1 NUMBER
COMMUNITY PARKS (at Middle School or High School Sites)			
Franklin High School	76.92(a)	Franklin Public School District	C3
Forest Park Middle School and Franklin Public Schools District Office	40.0(a)	Franklin Public School District	C4
SUBTOTAL	116.92+/-		--
NEIGHBORHOOD PARKS (at Park Sites)			
St. Martins (<i>Robinwood</i>) Neighborhood Park	19.2	Milwaukee County (currently leased to Franklin Public School District)	N1
Pleasant View Neighborhood Park (<i>undeveloped</i>)	23.76	City of Franklin	N2
Jack E. Workman Neighborhood Park	12.04	City of Franklin	N3
Southwood Glen Neighborhood Park (<i>County Park Site #59</i>)	8.9	Milwaukee County (currently leased to Franklin Public School District)	N4
Christine Rathke Memorial Park (formerly Quarry View Park, <i>owned by Payne & Dolan and leased to the City for 40 years beginning in 1991</i>)	6.5	Payne & Dolan (currently leased to the City of Franklin)	N5
SUBTOTAL	70.4+/-		--

Table 4.1

SUMMARY OF PUBLICLY-OWNED PARK, OPEN SPACE, AND OUTDOOR RECREATION SITES (INCLUDING AREA) IN THE CITY OF FRANKLIN: 2010

SITE NAME	AREA OF SITE (Acres)	PARK OWNERSHIP	LOCATION MAP 4.1 NUMBER
NEIGHBORHOOD PARKS (at Elementary School Sites)			
Pleasant View Elementary School	14.11.0(a)	Franklin Public School District	NS1
Ben Franklin Elementary School and adjacent park parcel	12.46(a)	Franklin Public School District	NS2
Country Dale Elementary School	9.76(a)	Franklin Public School District	NS3
Southwood Glen Elementary School	8.76(a)	Franklin Public School District	NS4
Robinwood Elementary School	8.21(a)	Franklin Public School District	NS5
SUBTOTAL	53.30		--
MINI-PARKS (at Park Sites)			
Lions Baseball Field <i>(formerly Ollie Pederson Field)</i>	9.4+/-	City of Franklin	M1
Cascade Creek Park <i>(formerly City Park #4-- located south of the Cascade Heights and Root River Heights developments)</i>	9.0+/-	City of Franklin	M2
Friendship Park	1.58	City of Franklin	M3
Glen Meadows Park <i>(formerly City Park #2 – 35th Street Park)</i>	1.0	City of Franklin	M4
Dr. Lynette Fox Memorial Park	0.42	City of Franklin	M5
Ken Windl park	6.74	City of Franklin (2.54 Acres) WE Energies (4.2 Acres currently leased to the City of Franklin)	M6
SUBTOTAL	28.14+/-		--

Table 4.1

SUMMARY OF PUBLICLY-OWNED PARK, OPEN SPACE, AND OUTDOOR RECREATION SITES (INCLUDING AREA) IN THE CITY OF FRANKLIN: 2010

SITE NAME	AREA OF SITE (Acres)	PARK OWNERSHIP	LOCATION MAP 4.1 NUMBER
SPECIAL PARKS			
Franklin Woods Nature Center <i>(formerly Camp Arthur Davidson)</i>	40.0	City of Franklin	S1
Franklin Little League Complex	25.71+/-	Milwaukee County <i>(currently leased by the Franklin Little League)</i>	S2
Meadowlands Park	15.0+/-	City of Franklin	S3
Ernie Lake Park <i>(unofficial name)</i>	14.0+/-	City of Franklin	S4
Mission Hills Neighborhood Wetlands <i>(located north of W. Church Street)</i>	14.0+/-	City of Franklin	S5
Market Square <i>(formerly City Park #3 located in the "Village" of St. Martins)</i>	0.5	City of Franklin	S6
Victory Creek	84.6	City of Franklin	S7
SUBTOTAL	193.81		--
GRAND TOTAL	3,880.72+/-		--

(a) Includes entire school site area including school building and associated off-street parking.

Source: City of Franklin and Meehan & Company, Inc.

REGIONAL AND MULTI-COMMUNITY PARKS

Root River Parkway: The Root River Parkway is an approximately 2,166-acre park (that portion located in the City of Franklin) owned by Milwaukee County. The Root River Parkway is located in the central portion of the City of Franklin extending along both sides of the Root River (see Map 4.1). As indicated on Map 4.1, the corridor extends through the City in a generally north/south direction.

The Root River Parkway is a part of the Milwaukee County Park System and is a "recreation corridor." "Recreation corridors" are defined as trails which are at least 15 miles long and located within areas of scenic, scientific, historic, or other cultural interest. Recreation corridors provide opportunities for such linear outdoor recreation activities as hiking, biking, horseback-riding, nature study, and ski-touring. The Root River Parkway recreation corridor is 22 miles long, of which 8.2 miles are located within the City of Franklin. The entire Root River recreation corridor is intended to provide for a variety of trail activities including biking, hiking, horseback-riding, nature study, and ski-touring. Of the total 22 miles located in the County, about seven miles of trails are located within park and parkway sites. The Root River recreation corridor is very important, since it links significant portions of the greater Milwaukee metropolitan area: the New Berlin corridor, in Waukesha County, on the west; the Underwood Creek corridor on the north; and the Root River corridor, in Racine County, on the south.

The Root River Parkway also includes Anderson Lake (located north of W. Rawson Avenue east of S. 68th Street).

Facilities and amenities currently provided within the Root River Parkway in the City of Franklin include:

- Trails (see the Existing Trails section later in this chapter for more information).
- Picnic areas.
- Natural areas including the Root River Canal Woods (located U.S. Public Land Survey Section 34) and the Root River Wet-Mesic Woods (located in U.S. Public Land Survey Section 35 and 36) in the southern area of the Root River Parkway (also see Table 4.3) and the Root River Parkway Prairie (located in U.S. Public Land Survey Section 27).
- Model Airplane Park.

Whitnall Park: Whitnall Park is a 640.1-acre major park site owned by Milwaukee County and located partially in the City of Franklin (388 acres) and partially in the Village of Hales Corners. Whitnall Park is located south of W. Grange Avenue, north of W. Rawson Avenue, east of STH 100 and west of S. 92nd Street. Whitnall Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Whitnall North Planning Area.

Facilities and amenities currently provided at Whitnall Park include:

- Wehr Nature Center.
- Boerner Botanical Gardens (not within the City of Franklin).
- Natural area consisting of the Whitnall Park Woods located in U.S. Public Land Survey Sections 5 and 8 (also see Table 4.3).
- 18-hole golf course.
- Archery range (not within the City of Franklin).
- Picnic areas.
- Totlots.
- Trails.
- Sled hill.
- Cross-country skiing.
- Camp lodge (not within the City of Franklin).
- Restrooms.
- Maintenance facilities.
- Off-street parking.
- Wetlands.
- Woodlands.

Oakwood Park and Golf Course: Oakwood Park and Golf Course is a 278.3-acre regional park owned by Milwaukee County and located adjacent to the Root River Parkway in the southern, more rural area of the City (see Map 4.1). Oakwood Park is located immediately north of W. Oakwood Road about ½ mile west of S. 27th Street within the City of Franklin's 1992 Comprehensive Master Plan-delineated Oakwood Park Planning District. The natural area at Oakwood Park and Golf Course consists of a small dry-mesic oak woods of moderate quality, with a large population of black haw, a State-designated special concern species.

Facilities and amenities at Oakwood Park and Golf Course include:

- A regulation 18-hole golf course.
- Clubhouse with pro shop.
- Driving range.
- Picnic/patio area.
- Maintenance and storage facilities.
- Asphalt paved off-street parking area.
- Picnic tables.
- Concession stand.
- Natural area (also see Table 4.3).

Milwaukee County Sports Complex: The Milwaukee County Sports Complex is an approximately 132+/- acre regional public park facility owned by Milwaukee County. The Milwaukee County Sports Complex is located north of the intersection of S. 60th Street and W. Ryan Road (STH 100) (6000 W. Ryan Road) in the southeast quadrant of the City of Franklin (see Map 4.1). The Milwaukee County Sports Complex is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Froemming Park Planning District.

Indoor facilities at the Milwaukee County Sports Complex include:

- Four (4) indoor soccer/multipurpose fields.
- One (1) indoor in-line hockey rink.
- Four (4) indoor volleyball courts.
- One (1) indoor full size basketball court.
- One (1) indoor basketball practice court.
- Two (2) team rooms.
- Two (2) meeting rooms.

Outdoor facilities at the Milwaukee County Sports Complex include:

- One (1) outdoor stadium field with bleachers.
- Five (2) outdoor soccer fields.
- Two (2) playfields.
- Nine (9) hole frisbee golf course.
- One (1) asphalt paved off-street parking lot with 103 parking spaces.
- One (1) gravel off-street parking area with about 421+/- parking spaces.

Crystal Ridge: Crystal Ridge is a 92+/- acre regional private park located on land owned by Milwaukee County. Crystal Ridge is located along Crystal Ridge Drive northwest of the intersection of W. Loomis Road (STH 36) and W. Rawson Avenue in the northern portion of the City (see Map 4.1). Crystal Ridge is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Crystal Ridge Planning District.

Facilities and amenities at Crystal Ridge include:

- Ski hill with lift.
- Lodge.
- Tubing hill.
- BMX bicycle track.
- A portion of the Milwaukee County Alpha Mountain-Bike Trail.
- Golf driving range.

Franklin Park: Franklin Park is a 164.6-acre undeveloped major park site owned by Milwaukee County and located north of, and contiguous to, W. Oakwood Road and approximately a ½ mile east of S. 112th Street and a ½ mile west of S. 92nd Street (see Map 4.1). Franklin Park is located within the City of Franklin's 1992 Comprehensive Master Plan delineated Willow Edge Planning District. No facilities existed at Franklin Park in the year 2010. The wooded portion of Franklin Park is a former oak savanna, but only the north portion of the wooded area retains this natural resource feature. In the north portion of the wooded area there are large, scattered, open-grown bur oaks, but the understory consists mainly of weeds, with a few prairie species persisting. The south portion of the wooded area has degraded further into a dense shrub land. According to the Southeastern Wisconsin Regional Planning Commission (SEWRPC) the wooded portion of Franklin Park, especially the north portion, would be a prime candidate for oak savanna restoration, which was subsequently initiated in 2010.

Facilities and amenities at Franklin Park include:

- Natural area (also see Table 4.3).

Grobschmidt Park: Grobschmidt Park is a 155-acre undeveloped (for active recreation) major park site located partially in the City of Franklin (143 acres) owned by Milwaukee County and located south of W. College Avenue and west of, and contiguous to, S. 35th Street (see Map 4.1). The northwest corner of the park is partially in the Village of Greendale. Grobschmidt Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Xaverian Neighborhood. Grobschmidt Park contains 80 acres of land consisting of a combination of moderate quality deep and shallow marsh, sedge meadow, shrub-carr, and disturbed dry-mesic woods as well as a restored prairie (also see Table 4.3 for further information on its "Natural Area" classification).

Facilities at Grobschmidt Park include:

- Mud Lake.
- Natural area consisting of the wetlands and upland woodlands described above (also see Table 4.3).
- Nature trails (with access from S. 35th Street).
- On-street parking on S. 35th Street.

COMMUNITY LEVEL PUBLIC OUTDOOR RECREATION LAND

(Community Parks at Park Sites)

Lion's Legend Park: Lion's Legend Park is a 38+/- acre community park owned by the City of Franklin and located southeast of the intersection of W. Drexel Avenue and Schlueter Parkway (see Map 4.1). Lion's Legend Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Civic Center Planning District and has been developed into two phases

Facilities and amenities at Lion's Legend Park Phase 1 (14 acres immediately east of Schlueter Parkway) include:



- One (1) asphalt paved off-street parking lot with three parking spaces.
- Steel and wooden foot bridge across Legend Creek and wetland area.
- Historic "village" buildings of former Town of Franklin including the Whelen School (1851), the Sheehan-Godsell Cabin (1834), the Franklin Town Hall (1856), and the St. Peters Church (1857).
- One (1) baseball diamond with backstop, line fences, and team benches (unlighted).
- Two (2) sand volleyball courts.
- Three (3) tennis courts (unlighted).
- One (1) Bandshell.
- One open-air pavilion (Lions Pavilion) with restrooms and concessions (constructed in 1977).
- One (1) bicycle rack.
- 37 Picnic tables.
- One (1) water fountain.
- Two (2) Grills and Prep Tables (to be provided in 2011).
- One (1) play structure (ages 2-5).
- One (1) play structure (ages 5-12).
- Play Equipment: Three (3) Rock N Rides, One (1) Funnel Ball, One (1) Activity Center, One (1) Aluminum Slide, Four (4) Belt Swings, Three (3) Infant Swings, and One (1) ADA swing.

- Six (6) Park Benches.
- Three (3) Garbage Cans.
- One (1) Dog Station.
- One (1) Paved Walking Trail (1,441 feet).
- Asphalt paved trail system on east side of park.
- Wetlands and woodlands (including a historic oak canopy).

Facilities and amenities at Lion's Legend Park Phase 2 (24 acres immediately east of Phase 1) include:

- Three (3) Dog Stations.
- Five (5) Garbage Cans.
- Four (4) Park Benches.
- One Play Structure (Ages 5-12).
- Play Equipment: One (1) Rock N Ride, Two (2) belt swings, One (1) Infant Swing, One (1) ADA Swing.
- One (1) Volleyball Court.
- Two (2) Tennis Courts.
- One Baseball diamond with backstop, Line Fences & Team Benches.
- Two (2) Grills & Prep Tables.
- One (1) Outdoor Pavilion (Vernon Barg Pavilion) with Indoor Seating Area and Restrooms.
- One Paved Walking Trail (4,267 feet).
- 26 Picnic Tables.
- One (1) asphalt paved off-street parking lot with 53 parking stalls, including two handicapped parking stalls.

Froemming Park: Froemming Park is a 16.25-acre park site owned by Milwaukee County and located southwest of the intersection of S. 51st Street and W. Puetz Road (see Map 4.1). Froemming Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Froemming Park Planning District.

Facilities and amenities at Froemming Park include:

- One (1) softball diamond (unlighted) with bleachers.
- One (1) baseball diamond (unlighted) with bleachers.
- Two (2) tennis courts (unlighted).
- One (1) sand volley ball court.
- Picnic area.
- One (1) open air pavilion with roof and attached restrooms.

- Storage facilities.
- Asphalt paved off-street parking area with 54 parking spaces.
- Two (2) bicycle racks.
- Drinking fountain.
- Picnic tables.
- Telephone.
- One (1) totlot with one (1) play structure, one (1) 4-seat swing set of which 2 seats are for toddlers, and one (1) horizontal climbing apparatus.
- One (1) playfield.
- Park benches.
- Asphalt paved trail.
- Wehr Astronomical Society Observatory.
- Wetland area.

COMMUNITY LEVEL PUBLIC OUTDOOR RECREATION LAND

(Playfields at Middle School or High School Sites)

Franklin High School: The Franklin High School occupies a 76.92-acre site near the southeast corner of the intersection of S. 51st Street and W. Drexel Avenue (8222 S. 51st Street) (see Map 4.1).

Franklin High School is owned by Franklin Public School District. Franklin High School is located within the northwest corner of the City of Franklin's 1992 Comprehensive Master Plan-delineated Hunting Park Neighborhood.

Facilities and amenities at Franklin High School include:

- One (1) indoor gymnasium with a posted capacity of 1,648 persons.
- One (1) indoor weight room.
- One (1) indoor swimming pool which is 4,575 square feet in area and has a 210,000 gallon capacity.
- One (1) combined football, soccer, and paved track field with bleachers, concession stand, press box, scoreboard, and field lighting.
- One (1) cross country running course.
- One (1) baseball diamond with backstop, bleachers, dugout structures, and scoreboard (unlighted).
- Two (2) playfields (located immediately north of school building and at the far south end of property).
- One shot put enclosure.
- One (1) storage/garage structure.
- One (1) stormwater retention pond (with fishing).
- One (1) bicycle rack.
- Asphalt paved off-street parking.

Forest Park Middle School and Franklin Public Schools District Office: The Forest Park Middle School and the Franklin Public Schools District Office occupies a 40-acre site immediately south of the intersection of W. Forest Hill Avenue and Forest Meadows Drive (8225 W. Forest Hill Avenue) (see Map 4.1). Forest Park Middle School and the Franklin Public Schools District Office are owned by the Franklin Public School District. Forest Park Middle School and the Franklin Public Schools District Office are located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Forest Hills Neighborhood.

Facilities and amenities at Forest Park Middle School include:

- One (1) indoor gymnasium with a posted capacity of 696 persons.
- One (1) large playfield.
- One (1) backstop.
- Two (2) soccer fields (unlighted).
- Three (3) basketball goals.
- One (1) bicycle rack.
- Asphalt paved off-street parking lot with 39 parking spaces located contiguous to playfield.
- Outdoor education center with signage, benches, and a trail.

NEIGHBORHOOD LEVEL PUBLIC OUTDOOR RECREATION LAND

(Neighborhood Parks at Park Sites)

St. Martins (Robinwood) Neighborhood Park: The St. Martins (Robinwood) Neighborhood Park occupies a 19.2-acre site owned by Milwaukee County (currently leased to Franklin Public School District) and is located immediately southwest of the intersection of W. Robinwood Lane and Mission Drive. (see Map 4.1) St. Martins (Robinwood) Neighborhood Park is within the central portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood.

Facilities and amenities at St. Martins (Robinwood) Park include:

- Two (2) basketball courts with four (4) goals.
- One (1) softball diamond with backstop.
- One (1) playfield.
- One (1) pavilion with restrooms.
- One (1) totlot with one (1) 4-seat toddler swing set, two (2) climbing apparatuses, and three (3) benches.
- One (1) asphalt paved playground area.
- No off-street parking area is provided on-site. However, the easterly abutting Robinwood Elementary School site provides adequate asphalt paved off-street

parking.

- Lighted asphalt paved path system through the Park's eastern-located active recreation areas.
- Northern and western portions of the site consist of woodlands and wetland area.

Pleasant View Neighborhood Park: The Pleasant View Neighborhood Park occupies an undeveloped 24-acre site owned by the City of Franklin and is located on the south side of and abutting Pleasant View Elementary School south of W. Marquette Avenue and east of Evergreen Street (see Map 4.1). Pleasant View Neighborhood Park is in the southwestern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Pleasant View Neighborhood.

Facilities and amenities at Pleasant View Neighborhood Park include:

- Off-street parking located at the abutting Pleasant View Elementary School.

Jack E. Workman Neighborhood Park: The Jack E. Workman Neighborhood Park occupies a 12.04+/- acre site owned by the City of Franklin northeast of the intersection of W. Forest Hill Avenue and S. Lakeview Drive (see Map 4.1). The Jack E. Workman Neighborhood Park is in the City of Franklin's 1992 Comprehensive Master Plan-delineated Hunting Park Neighborhood.

Facilities and amenities at Jack E. Workman Neighborhood Park include:

- Two (2) Dog Stations.
- Three (3) Garbage Cans.
- Seven (7) Park Benches.
- One (1) Play Structure (Ages 5-12).
- Play Equipment: Four (4) Infant Swings, One (1) ADA Swing.
- One (1) Volleyball Court.
- One (1) Softball Field with backstop, line fences and team benches.
- One (1) Basketball Court with two (2) goals.
- One (1) Tennis Court (unlighted).
- One (1) Wood Pedestrian Bridge.
- Two (2) Picnic Tables.
- One (1) Paved Walking Trail (1,458 feet).



- One (1) 40-foot long walking bridge.
- Wetlands with wetland mitigation.

Southwood Glen Neighborhood Park (County Park Site #59): The Southwood Glen Neighborhood Park (County Park Site #59) occupies an 8.9-acre site owned by Milwaukee County (currently leased to Franklin Public School District) and located between S. 35th Street and Hilltop Lane north of W. Southwood Drive (see Map 4.1). Southwood Glen Neighborhood Park abuts and is north of the Southwood Glen Elementary School. Southwood Glen Neighborhood Park is in the eastern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Southwood Neighborhood.

Facilities and amenities at Southwood Glen Neighborhood Park include:

- One (1) large playfield.
- One (1) softball diamond with backstop.
- Totlot with one (1) 6-seat swing set of which 2-seats are for toddlers, two (2) spring toys, one (1) spring platform, and one (1) play structure.
- One (1) sand volleyball court (in need of repair).
- Picnic areas.
- One (1) picnic table.
- Trash receptacles.
- Off-street parking located at the abutting Southwood Glen Elementary School.

Christine Rathke Memorial Park (formerly Quarry View Park): Christine Rathke Memorial Park is a 6.5-acre park site located east of the intersection of S. 68th Street and Pineberry Ridge (see Map 4.1). Christine Rathke Memorial Park is owned by Payne & Dolan and leased to the City of Franklin for 40 years beginning in 1991. Christine Rathke Memorial Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Orchard View Planning Area.

Facilities and amenities at Christine Rathke Memorial Park include:

- One (1) baseball diamond with backstop, line fences and team benches.
- One (1) playfield.
- One (1) Play Structure (Ages 2-5).
- One (1) Play Structure (Ages 5-12).
- Play Equipment: One (1) Rock N Ride, Six (6) Belt Swings, One (1) Infant Swing.
- Picnic area.
- Seven (7) picnic tables.
- Eleven (11) park benches.
- Trash receptacles.

- One (1) Bike Rack.
- One (1) Dog Station.
- One (1) Paved Walking Trail (1,888 feet).
- Picnic Tables (7).
- One (1) Paved Parking Lot with 19 parking stalls.

NEIGHBORHOOD LEVEL PUBLIC OUTDOOR RECREATION LAND

(Playgrounds at Elementary School Sites)

Pleasant View Elementary School: The Pleasant View Elementary School occupies a 14.11-acre site and is owned by Franklin Public School District. Pleasant View Elementary School is located immediately south of the intersection of W. Marquette Avenue and S. 46th Street (4601 W. Marquette Avenue) (see Map 4.1). Pleasant View Elementary School is in the southwestern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Pleasant View Neighborhood.

Facilities and amenities at Pleasant View Elementary School include:

- One (1) indoor gymnasium with a posted capacity of 599 persons.
- One (1) soccer field with soccer goals.
- One (1) playfield.
- One (1) asphalt paved playground.
- One (1) basketball court with two (2) goals.
- One (1) running track.
- Three (3) totlots with three (3) sand boxes and three (3) play structures.
- One (1) funnel ball apparatus.
- One (1) bicycle rack.
- Off-street parking available.
- Outdoor education center.

Ben Franklin Elementary School: The Ben Franklin Elementary School occupies a 12.46 acre site located on the southeast corner of S. 83rd Street south of W. Southview Drive (7620 S. 83rd Street) (see Map 4.1). Ben Franklin Elementary School is owned by Franklin Public School District. The 7.94-acre Ben Franklin School abuts an undeveloped 4.52-acre parcel of land that was formerly known as County Park Site #64 (or Tuckaway Green Valley Park). This property is also owned by the Franklin School District. Ben Franklin Elementary School is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Green Valley Neighborhood.

Facilities and amenities at Ben Franklin Elementary School include:

- One (1) indoor gymnasium with a posted capacity of 550 persons.
- One (1) small playfield.
- One (1) asphalt paved playground.
- Two (2) basketball courts with four (4) goals.
- Two (2) multipurpose play/climbing apparatus.
- One (1) funnel ball apparatus.
- One (1) paved and lighted trail connection to County Park Site #64 (also known as Tuckaway Green Valley Park).
- Two (2) bicycle racks.
- Asphalt paved off-street parking available.

Facilities and amenities on the property formerly known as County Park Site #64 (Tuckaway Green Valley Park) include:

- One (1) soccer field with soccer goals.
- One (1) small wooded area (approximately one acre in area).
- One (1) paved and lighted trail connection to Ben Franklin Elementary School.

Country Dale Elementary School: The Country Dale Elementary School occupies a 9.76-acre site north of St. Martins Road between W. Forest Home Avenue and North Cape Road (7380 S. North Cape Road) (see Map 4.1). Country Dale Elementary School is owned by Franklin Public School District. Country Dale Elementary School is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Hales Neighborhood.

Facilities and amenities at Country Dale Elementary School include:

- One (1) indoor gymnasium with a posted capacity of 560 persons.
- One (1) asphalt paved playground.
- Two (2) basketball courts with four (4) goals.
- One (1) softball diamond with backstop (unlighted).
- One (1) backstop.
- One (1) playfield.
- One (1) multipurpose play/climbing apparatus.
- Five (5) climbing bar apparatuses.
- Two (2) geodesic dome type climbing structures.
- Four (4) benches.
- Two (2) red and white balls (mounted on tall poles) play apparatuses.
- One (1) pair of balance bars.

- One (1) bicycle rack.
- Asphalt paved off-street parking.

Southwood Glen Elementary School: The Southwood Glen Elementary School occupies an 8.76-acre site and is owned by Franklin Public School District. Southwood Glen Elementary School is located between S. 35th Street and S. 33rd Street north of W. Southwood Drive (9090 S. 35th Street) (see Map 4.1). The Southwood Glen Elementary School abuts the Southwood Glen Neighborhood Park (County Park Site #59). The Southwood Glen Elementary School is in the eastern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Southwood Neighborhood.

Facilities and amenities at Southwood Glen Elementary School include:

- One (1) indoor gymnasium with a posted capacity of 600 persons.
- One (1) playfield located at the southeast of the school building.
- One (1) basketball court with two (2) goals and one (1) goal located along a driveway.
- One (1) asphalt paved playground with painted floor games and sprinting lane.
- Two (2) totlots with two (2) climbing structures, one (1) sandbox, and three (3) hanging bars.
- One (1) picnic table.
- Three (3) benches.
- Small Southwood Glen "Sunshine Prairie" restoration area with path.
- One (1) bicycle rack.
- Off-street parking available.

Robinwood Elementary School: The Robinwood Elementary School occupies a 8.21-acre site and is owned by Franklin Public School District. Robinwood Elementary School is located immediately south of the intersection of W. Robinwood Lane and Mission Drive (10705 W. Robinwood Lane) (see Map 4.1). Robinwood Elementary School is in the central portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood.

Facilities and amenities at Robinwood Elementary School include:

- One (1) indoor gymnasium with a posted capacity of 458 persons.
- One (1) soccer field with soccer goals.
- One (1) playfield located on the south side of the site.
- One (1) passive open space recreation area located on the south side of the school building.
- One (1) asphalt paved playground.

- Three (3) play apparatus areas with one (1) multi-functional play apparatus equipment at each.
- One (1) funnel ball apparatus.
- Four (4) hanging bar apparatuses.
- One (1) large picnic table.
- Off-street parking available.

MINI-PARK LEVEL OUTDOOR RECREATION LAND (Mini-Parks)

Lions Baseball Field (formerly Ollie Pederson Field): Lions Baseball Field is a 9.4+/- acre park located at the south terminus of and east of S. 80th Street south of the intersection of S. 80th Street and W. Ryan Road (STH 100) (see Map 4.1). Lions Baseball Field is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Willow Edge Rural Planning District.

Facilities and amenities at Lions Baseball Field include:

- Two (2) softball diamonds (unlighted) with backstops, bleachers, and benches.
- One (1) enclosed concession stand.
- One (1) storage/garage structure.
- One (1) flagpole.
- One (1) security light pole.
- Off-street gravel parking for 100+/- cars.

Cascade Creek Park (City Park #4): Cascade Creek Park (City Park #4) is a 9+/- acre undeveloped park located southeast of the intersection of S. 60th Street and W. Cascade Drive (see Map 4.1). Cascade Creek Park (City Park #4) is in the southwest corner of the City of Franklin's 1992 Comprehensive Master Plan-delineated Root River Planning Area.

Facilities and amenities at Cascade Creek Park (City Park #4) include:

- One (1) playfield (open space grass area).
- One (1) short, 5-foot wide asphalt paved path leading into the park from S. 60th Street.
- One (1) Dog Station.
- One (1) Garbage Can.
- One (1) Bench.

Friendship Park (formerly City Park #1--Sharon and Anita Park): Friendship Park (formerly City Park #1--Sharon and Anita Park) is a 1.58-acre park located between W. Sharon Lane and W. Anita Lane

east of S. 39th Street (see Map 4.1). Friendship Park is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Hunting Park Neighborhood.

Facilities and amenities at Friendship Park include:

- One (1) playfield.
- One (1) Play Structure (Ages 2-5).
- One (1) Play Structure (Ages 5-12).
- Play Equipment: Three (3) Rock N Rides, One (1) Lil Digger, One (1) Blister Bar, Six (6) Belt Swings, One (1) Bar Climber, Four (4) Infant Swings, One (1) ADA Swing.
- One (1) Chin-Up Bar.
- One (1) basketball court with one (1) goal.
- One (1) backstop.
- Nine (9) park benches.
- On-street parking only.
- One (1) Dog Station.
- One (1) Bike Rack.
- Paved Walking Trail (490 feet).
- Two (2) Picnic Tables.
- One (1) Shade Kiosk with Picnic Table.



Glenn Meadows Park (formerly City Park #2--35th Street Park): Glenn Meadows Park (formerly City Park #2--35th Street Park) occupies a 1-acre site on the north side of W. Madison Boulevard between S. 36th Street and S. 37th Street (see Map 4.1). Power lines traverse the site in a north-south direction. Glenn Meadows Park is in the eastern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Pleasant View Neighborhood.

Facilities and amenities at Glenn Meadows Park include:

- One (1) grass playfield (no baseball allowed).
- One (1) asphalt paved basketball court with two (2) goals.
- One (1) play structure (ages 5-12).
- Play Equipment: Two (2) Rock N Rides, One (1) Lil Digger, One (1) Whirl, Two (2) Belt Swings, (One) 1 Bar Climber, (Two) 2 Infant Swings.
- Four (4) park benches.
- One Dog Station.
- One Garbage Can.
- On-street parking only.

Dr. Lynette Fox Memorial Park: Dr. Lynette Fox Memorial Park occupies a 0.42-acre site located southeast of the intersection of S. Harvard Drive and Princeton Pines Court at 6860 South Harvard Drive (see Map 4.1).

Facilities and amenities at Dr. Lynette Fox Memorial Park include:

- One (1) play structure (ages 2-5).
- One (1) play structure (ages 5-12).
- Play Equipment: One (1) Rock N Ride, (Two) 2 Belt swings, One (1) Infant Swing, One (1) ADA Swing.
- Two (2) park benches.
- Two (2) Picnic Tables.
- One (1) Garbage Can.

Ken Windl Park: Ken Windl Park occupies a 6.74 acre site located immediately southeast of the intersection of W. Rawson Avenue and North Cape Road at 11654 West Rawson Avenue (see Map 4.1).

Facilities and amenities at Ken Windl Park include:

- One (1) indoor pavilion with tables, chairs, and a kitchenette.
- One Play Structure (ages 5-12).
- Play Equipment: Two (2) Rock N Rides, Two (2) Belt Swings, One (1) Bar Climber, One ■ (1) Infant Swing, One (1) ADA Swing.
- One Bike Rack.
- Two (2) tennis Courts.
- Eight picnic tables.
- One shade kiosk with picnic table.
- One dog station.
- Three benches.
- Two garbage cans.
- 29 stall paved parking lot.
- Access to City of Franklin Bike & Hiking Trail.

SPECIAL PARKS

Franklin Woods Nature Center (formerly Camp Arthur Davidson): Franklin Woods Nature Center is a 40-acre park site located immediately southwest of the intersection of W. Puetz Road and S. 35th Street (see Map 4.1). Franklin Woods Nature Center is situated along the headwaters of Oak Creek,

and contains a natural area that consists of mature dry-mesic hardwoods, lowland hardwoods, and stands of younger growth. The rich and diverse flora includes black haw, a State-designated special concern species. Although the Franklin Woods Nature Center is classified as a Special Park, it also contains play structures and a grass field, which are amenities that would be found within a mini park. Franklin Woods Nature Center is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Southwood Neighborhood.

Facilities and amenities at Franklin Woods Nature Center include:

- Natural area (also see Table 4.3).
- Nature trails (crushed stone) including a twelve-box Blue Bird trail.
- One (1) Open air pavilion.
- One (1) crushed stone off-street parking lot with about 14 parking spaces.
- Wetland/stormwater drainage area.
- Woodlands.
- Three (3) Dog Stations.
- One (1) Garbage Can.
- Seven (7) Park Benches.
- One (1) Play Structure (Ages 2-5).
- One (1) Play Structure (Ages 5-12).
- Play Equipment: One (1) Rock N Ride, Two (2) Belt Swings, One (1) Infant Swing.
- One (1) Paved Walking Trail (2,072 feet).
- One (1) Stone Walking Trail (2,096 feet).
- Ten (10) Picnic Tables.
- Four (4) Informational Kiosks.
- One (1) Grass Play Field.
- 26 stall paved parking lot.

Franklin Little League Complex: The Franklin Little League Complex is 25.71-acre park located on the east side of S. 76th Street south of the intersection with W. Puetz Road (see Map 4.1). The Franklin Little League Complex is located in the southwest portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Willow Edge Planning District.

Facilities and amenities at Franklin Little League Complex include:

- Five (5) hardball baseball diamonds with dugout structures and bleachers (lighted) of which two (2) of the diamonds have scoreboards.
- One (1) softball diamond with dugout structure and bleachers (lighted).
- One (1) enclosed concession stand.
- One (1) storage structure/garage.

- Portable restroom facilities.
- Off-street asphalt paved parking facilities for 230 cars of which 87 are unmarked including 28 unmarked spaces situated at the eastern extension of the southeast located parking lot and 59 unmarked spaces located at the southern parking lot. The southeast located parking lot is in disrepair and in need of repaving.
- Off-street gravel parking facilities for 19+ cars located at the northern extension of the northwestern parking lot.

Meadowlands Park: Meadowlands Park is a 15+/- acre passive recreation park located on both sides of S. Redwing Drive south of W. Elm Court (see Map 4.1). Meadowlands Park is in the City of Franklin's 1992 Comprehensive Master Plan-delineated Woodview Neighborhood.

Facilities and amenities at Meadowlands Park include:

- A 1,156-foot wood-chip walking trail.
- Wetland area.
- One (1) Dog Station.
- Two (2) Benches.
- One (1) Garbage Can.

Ernie Lake Park (unofficial name): Ernie Lake Park (unofficial name) is a 14+/- acre undeveloped park located east of S. Chapel Hill Drive both north and south of Chapel Hill Court East (see Map 4.1). Ernie Lake Park is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood.

Facilities and amenities at Ernie Lake Park include:

- Two (2) Dog Stations.
- Three (3) Park Benches.
- Three (3) Garbage Cans.
- One (1) Paved Walking Trail (3,777 feet).
- Natural area consisting of wetlands which are a part of a constructed stormwater retention/water quality basin (also see Table 4.3).

Mission Hills Neighborhood Wetlands: The Mission Hills Neighborhood Wetlands is a 14+/- acre park located on the north side of W. Church Street at its intersection with S. Chapel Hill Drive (see Map 4.1). The Mission Hills Neighborhood Wetlands is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood.

Facilities and amenities at the Mission Hills Neighborhood Wetlands include:

- Natural area (also see Table 4.3).
- Woodlands.
- Wetlands.
- One (1) Park Bench.
- One (1) Garbage Can.
- One (1) Grass Play Field.

Market Square (formerly City Park #3 in St. Martins): Market Square (formerly City Park #3 in St. Martins) is a 0.5-acre park site located in the "Village" of St. Martins at the north corner of the intersection of Church Street and Franklin Street (see Map 4.1). Market Square is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood and St. Martins Planning District.

Facilities and amenities at Market Square include:

- One (1) open air gazebo.
- Small "village green" area.
- One (1) Gazebo with Concrete Floor & Brick Walkway.
- Seven (7) Picnic Tables.
- One (1) Garbage Can.
- 12 stall paved parking lot.

Victory Creek Special Park: Victory Creek Special Park is a 84.6-acre park site located east of Pleasant View Neighborhood Park and west of South 38th Street in U.S. Public Land Survey Sections 11 and 12. In this CORP update, a 5.7-acre park, known as Pleasant View Special Park in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, has been merged with Victory Creek Special Park. The land for Victory Creek Special Park was acquired by the Conservation Fund as part of the Milwaukee Metropolitan Sewerage District's Green Seams Program. Ownership of the land was transferred to the City of Franklin in 2002.

Facilities and amenities at Victory Creek Special Park include:

- Natural area.
- Woodlands.
- Woodland mitigation, Arbor Day planting site, wetlands, creek, and prairie seeded site.

EXISTING TRAILS

This section identifies the existing trail system within the City of Franklin (i.e., those trails, paths, sidewalks, etc. that are available for use by the general public). This includes trails within easements, paths within public park and school sites, sidewalks within public street right-of-ways, and in some instances the wide paved shoulders within public street right-of-ways. These facilities can and often do vary in length, width, and construction materials. While all of these facilities are generally intended for pedestrian use (walking), and most of these can be used for a variety of recreational uses (hiking, jogging, biking, etc.), some of these can also be utilized for transportation purposes (safe and efficient travel for pedestrians and bicyclists from one destination to another). In this regard, trails, paths, sidewalks, etc. intended for transportation purposes are generally located such that destinations (employment centers, retail centers, recreational centers, etc.) are connected to one another, and that travel along such routes can be achieved safely and efficiently (generally such trails, paths, sidewalks, etc. are identified with special signs or pavement markings, or are designed to separate automobiles from bicyclists from pedestrians).

While the existing trail system within the City of Franklin is in many regards a fragmented system, it is the City's intent to eventually create an interconnected system comprised of trails, paths, sidewalks, and wide shoulders on public streets. An analysis of these existing facilities on Map 7.1 indicates that the City has approximately 49,960 lineal feet of off-road trails (not including paths located within parks), 82,069 lineal feet of sidewalks, and 36,513 lineal feet of wide shoulders.

Milwaukee County Oak Leaf Recreational Trail (formerly the 76 Trail)

The Milwaukee County Oak Leaf Trail System consists of about 108 miles of trails comprised of multiple loops through all the major parkways and parks in the Milwaukee County Park System. The Oak Leaf Trail is composed of about 52 miles of off-road paths, 31 miles of parkway drives, and 25 miles of municipal streets. The Oak Leaf Trail is the gem of the Milwaukee County Park System, and is recognized as one of the premier bicycling facilities in the country. The off-road path portions of the system are designed to support multiple uses, and on any given weekend day during the warm months one can find large numbers of people participating in a wide variety of trail related recreational activities including in-line skating, walking, jogging, and bicycling. During the winter months, the trails are used by heartier commuters and by cross-country skiers.



In the City of Franklin, the main route of the Oak Leaf Trail extends approximately 4.9 miles in a north/south direction from W. Loomis Road and S. 68th Street to the Milwaukee County Sports Complex at S. 60th Street and W. Ryan Road. In addition, an on-road signed portion of the trail extends to the east for about two and one-half miles along W. Drexel Avenue (from approximately S. 60th Street on the west to S. 27th Street on the east). The off-road portion of the trail is paved, approximately 10 feet wide, and is utilized for both recreational and transportation purposes.

Facilities and amenities associated with the Oak Leaf Trail within the City of Franklin include:

- Four Dog Stations with park benches, garbage cans, and trail signs.
- Two Parking Lots.
- An approximately 4.1 mile long asphalt paved Walking Trail with seven side trails (also asphalt paved) totaling about 0.8 miles providing connections to: the Milwaukee County Sports Complex and Ryan Road; Froemming Park and S. 51st Street; W. Puetz Road; W. Drexel Avenue; W. Rawson Avenue; and two connections to S. 68th Street.
- Four bridges.
- Access to the Root River.

City of Franklin Bike and Hiking Trail

The approximately 1.7 mile City of Franklin Bike and Hiking Trail consists of two segments of crushed limestone trail, approximately 6 feet wide, located along the Wisconsin Electric Power Company right-of-way in the northwest quadrant of the City: an approximately 1.02 mile long north/south oriented segment extending from about W. Swiss Street on the south to Ken Windl Park, located on W. Rawson Avenue (CTH BB) on the north, and an approximately 0.72 mile long east/west oriented segment extending from W. Spring Street on the east to the Milwaukee/Waukesha County line on the west(see Map 4.1). The Franklin Bike and Hiking Trail is located within the St. Martins Neighborhood. While located within a Wisconsin Electric Power Company utility owned right-of-way, the trail is maintained by the City of Franklin. This trail is primarily utilized for recreational purposes.

Facilities and amenities at the Franklin Bike and Hiking Trail include:

- Three Dog Stations.
- One Park Bench.
- Three Garbage Cans.
- One Stone Walking Trail.
- 20 Trail Gates.
- 10 Trail Signs.

St. Martins Trail

The St. Martins Trail consists of an approximately 2.1 mile long north/south oriented crushed limestone trail, approximately 5 feet wide, extending from about W. Mayer Drive on the north to the Milwaukee/Waukesha County line at W. Loomis Road (USH 45/STH 36) on the south. The St. Martins Trail was developed in cooperation with the Wisconsin Electric Power Company. While located within a Wisconsin Electric Power Company utility owned right-of-way, the trail is maintained by the City of Franklin. The St. Martins Trail is shown as an existing trail in the 2007 Milwaukee County Trails Network Plan. In addition, the St. Martins Trail is an integral part of the 2001 Wisconsin State Trails Network Plan, Segment 37, Franklin to Illinois. According to the 2001 Wisconsin State Trails Network Plan, “This segment begins in the southwest corner of Milwaukee County at the east end of the Muskego Lakes Trail identified by SEWRPC’s Bicycle/Pedestrian Plan (Segment 40). Part of this segment includes a natural resource/utility corridor proposed as the Waterford-St. Martins Trail. Racine County has developed four miles of this corridor, known as the Waterford-Wind Lake Trail.” This trail is primarily utilized for recreational purposes.

Crooked Creek Walking Trail

The approximately 0.3 mile Crooked Creek Walking Trail is located southeast of the intersection of W. Forest Hill Avenue and S. 44th Street within the existing Crooked Creek subdivision. The crushed limestone Crooked Creek Walking Trail is located within a pedestrian access easement within Outlot 9 of the Crooked Creek Subdivision. This trail is utilized for recreational purposes.

Facilities and amenities at Crooked Creek Walking Trail include:

- One Dog Station.
- One Park Bench.
- One Garbage Can.
- One Stone Walking Trail (1,710 feet, 0.3 mile).
- Wooden Fencing.



Crooked Creek Walking Trail

Milwaukee County Alpha Mountain-Bike Trail – Whitnall Park/Crystal Ridge

The Alpha Mountain-Bike Trail is Milwaukee County’s first mountain bike trail. The Alpha Trail is an approximately 3.0 mile trail connecting the Winter Sports Area of Whitnall Park in the Village of Greendale to the Crystal Ridge area of the Root River Parkway in the City of Franklin. The trailhead, located at 6740 South 92nd Street in the Village of Greendale, is near the toboggan hill in Whitnall Park’s Winter Sports Area (northeast of the golf course). The trail is operated in cooperation with the Metro Mountain Bikers (MMB) and was designed with the help of the International Mountain Bike Association and the Trail Care Specialist Service. Volunteers of the MMB constructed the trail. In order to accommodate beginner mountain bikers, the trail only has a few steep or rocky segments. According to Milwaukee County, additional mountain bike trails may be developed in the future. This trail is utilized for recreational purposes.

City of Franklin Sidewalk System

Map 7.1 identifies 82,069 lineal feet (15.54 miles) of existing sidewalks that are part of the trail system within the City of Franklin. These sidewalks are scattered throughout the City, but are generally located within newer subdivisions adjacent to public schools (such as Ben Franklin Elementary School, Forest Park Middle School, Franklin High School, Robinwood Elementary School, and Southwood Glen Elementary School), or are located along major roads which had recently been constructed or reconstructed (such as Drexel Avenue and Rawson Avenue). These sidewalks are generally located within the public street right-of-way, are concrete, and are five feet wide. While most of these sidewalks are utilized for primarily recreational purposes, some of these sidewalks are so located that they can also serve transportation purposes (such as those sidewalks along Rawson Avenue between S. 27th Street and W. Loomis Road, and W. Ryan Road between S. 27th Street and the Root River).

The City’s sidewalk policy, as set forth in Section 15-8.0107 of the Unified Development Ordinance, is to generally require sidewalks on both sides of those arterial streets with an urban cross-section, and on one side of those collector and local streets which connect to a public school or park (generally on the side of the street on which the school or park is located). When sidewalks are required, they shall be a minimum of five feet wide and be located within a dedicated public right-of-way or pedestrian access easement.

Other Existing Routes, Paths, and Trails

In addition to the trails and sidewalks noted above, smaller and less formal (but still available for use by the public) paths are located within the City. Examples include paved paths within existing parks such as Christine Rathke Memorial Park, Ernie Lake Park, Franklin Woods Nature Center, Jack

Workman Park, and Lions Legend Park.

Furthermore, certain existing public streets which have low traffic volumes (such as within subdivisions), or certain existing public streets with wide paved shoulders within the right-of-way, can sometimes also be utilized by pedestrians, bicyclists, and others in a safe manner. Often referred to as Bike Routes, these locations can sometimes be part of a trail system when accomplished in a safe manner. Examples include Drexel Avenue east of the Root River which has long been identified as part of the Oak Leaf Trail system, and that part of Church Street east of St. Martins Road which does not possess a sidewalk. As previously mentioned in this chapter, the City has 6.92 miles of existing paved shoulders that are part of the overall trail system defined on Map 7.1.

Also, it can be noted that the Rolling Dice Riders Snowmobile Club has designed, built, and maintained a 12.6 mile system of snowmobile trails in the southeastern portion of the City of Franklin from the Root River Parkway on the east to the St. Martins Trail on the west with connections to W. County Line Road and Racine County to the south. This snowmobile trail system connects to the statewide snowmobile system.

FACILITY SERVICE RADII AND SERVICE AREAS OF EXISTING PARK, OPEN SPACE, AND OUTDOOR RECREATION SITES

Based upon the various facility service radii standards set forth in Table 3.2 of Chapter 3, the following maps illustrate the existing service area radii and service areas of each of the existing park, open space, and outdoor recreation sites described earlier in this Chapter as follows:

- Map 4.2 indicates the existing service area radii of existing parks serving as community outdoor recreation facilities.
- Map 4.3 indicates the existing service area radii of existing parks serving as neighborhood outdoor recreation facilities.
- Map 4.4 indicates the existing service area radii of existing parks serving as mini-park outdoor recreation facilities.

An analysis and forecast of various community, neighborhood, and mini-park needs based, in part, upon the service radii exhibited in Maps 4.2 through 4.4, as well as per capita standards (see Chapter 3), are presented in Chapter 5.

PRIVATE PARK, OPEN SPACE, AND OUTDOOR RECREATION SITES

Although the focus of the City of Franklin's Comprehensive Outdoor Recreation Plan update is the provision of *public* park, open space, and outdoor recreation sites accessible to *all* of the residents of the City, it is recognized that some recreational needs of the community and surrounding areas are being met by various private park, open space, or outdoor recreation sites. When considering such sites for serving the long-term needs of *all* persons of the community, however, it is important to recognize that such private sites are:

- Not being provided within a comprehensive area-wide outdoor recreation planning framework;
- Cannot be depended upon for the provision of *long-term* community outdoor recreation need fulfillment; and
- May only be available to certain segments of the community population based upon membership, economic means, and/or religious affiliation.

The various privately-owned park, open space, and outdoor recreational sites which are located in the City of Franklin are indicated in Table 4.2.

Table 4.2
SUMMARY OF PRIVATE PARK, OPEN SPACE, AND OUTDOOR
RECREATION SITES IN THE CITY OF FRANKLIN: 2010

NAME	LOCATION	TYPES OF FACILITIES PROVIDED
Croatian Park	9100 S. 76th Street	Soccer fields
Golf Park	11027 S. 27th Street	Indoor golf dome, outdoor driving range
Jubilee Christian Church and School	3639 W. Ryan Road	Playfield and play structure
Faith Community Church	7700 W. Faith Drive	Play structure
Faith Christian Fellowship	11010 W. St. Martins Road	Trail
Fitzsimmons Woods	West of Fitzsimmons Road in U.S. Public Land Survey Section 25	Protected Natural Resources
New Hope Community Church	11321 W. St. Martins Road	Playfield, volleyball
Indian Community School	10405 W. St. Martins Road	Play structures
Polonia Club	10200 W. Loomis Road	Soccer fields
Risen Savior Lutheran Church	9501 W. Drexel Avenue	Playfield, Play structure, trail
Sacred Heart School of Theology	7335 S. Lovers Lane Road	Indoor gymnasium, trail
St. James Catholic Church and Pre-School	7219 S. 27th Street	Playfield
St. Martin of Tours Catholic Church and School	7963 S. 116th Street	Indoor gymnasium, two basketball goals, play structure, softball diamond, baseball diamonds, playfield
St. Paul's Lutheran Church and School	6881 S. 51st Street	Playfield and play structures, baseball diamond
Tuckaway Country Club	6901 W. Drexel Avenue	18 hole golf course, swimming pool, tennis courts
Wheaton Franciscan Hospital	10101 S. 27 th Street	Trail

Source: Meehan & Company, Inc. and the City of Franklin

GREENSEAMS PROGRAM

The Greenseams program is an innovative Milwaukee Metropolitan Sewerage District (MMSD) flood management program that permanently protects open space, shorelines, and wetlands containing water absorbing soils. By storing and draining water naturally, Greenseams properties help prevent future flooding while supporting and protecting MMSD's structural flood management projects.

MMSD has hired The Conservation Fund to run the Greenseams program. The Conservation Fund is a national non-profit conservation organization that performs high volume real estate transactions for local land trusts and government agencies throughout the country. Since 2001, The Conservation Fund has acquired over 2,000 acres of flood prone, hydric (water absorbing) soils within the Milwaukee metropolitan area. Approximately 264 acres of those lands are located within the City of Franklin.

By acquiring lands outright and/or purchasing conservation easements, key properties in the Milwaukee, Menomonee, Oak Creek, and Root River watersheds remain undeveloped and permanently protected. Properties are chosen due to their proximity to water, hydric soil composition, environmental corridor and natural area designations, and their connectivity to public spaces.

For more information about the Greenseams program and Greenseams properties in the City of Franklin, check out the Milwaukee Metropolitan Sewerage District's website and search the word "Greenseams."

MILWAUKEE AREA LAND CONSERVANCY

The Milwaukee Area Land Conservancy (MALC) is a local conservation organization, founded by local volunteers. MALC's mission is to, "Preserve and protect valuable land and water resources for the benefit of the public, as well as for the wildlife dependent on these resources, in order to maintain quality of life, biological diversity, and natural scenic beauty for future generations." Conservation options available through MALC include; limited development, gifts of land, fair market sale, bargain sale, and conservation easements.

The Milwaukee Area Land Conservancy (MALC) has permanently protected approximately 70 acres of natural resources in the City of Franklin, about 47.5 acres under MALC ownership and about 22.5 acres under conservation easement, consisting of the following sites.

- Fitzsimmons Road Woods: Fitzsimmons Road Woods is an approximately forty-two (42) acre SEWRPC identified Natural Area located south of W. Fitzsimmons Road in U.S. Public Land Survey Section 25. Eighteen (18) acres of Fitzsimmons Road Woods is owned by Milwaukee County and is located on the Oakwood Park Golf Course property. The Milwaukee Area Land

Conservancy holds title to the remaining twenty-four (24) acres, thus maintaining a direct link to the portion of the woodland owned by Milwaukee County. More information about Fitzsimmons Road Woods can be found in Table 4.3, Known Natural Areas in the City of Franklin.

- **Carity Prairie:** Carity Prairie is an approximately 22.5 acre site located within the Prairie Grass Preserve Subdivision in the City of Franklin. The Milwaukee Area Land Conservancy (MALC) partnered with developer Bill Carity to preserve the remnant prairie and restore the sedge meadow complex found at this site. Furthermore, the Carity Prairie is a SEWRPC identified Critical Species Habitat Area for *Gentiana alba* (cream gentian), a Wisconsin designated threatened plant species and located within a secondary environmental corridor.



Cream or Yellow gentian (Gentiana alba)
Source: SEWRPC

NATURAL AREAS IN THE CITY OF FRANKLIN

As described in Chapter 3, a "*natural area*" is defined as those tracts of land or water so little modified by human activity, or which have sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the pre-European-settlement landscape. Natural area sites may be ranked according to several factors, including diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity, such as logging, grazing, water level changes, and pollution; the commonness of the plant and animal communities present; the size of the area; any unique natural features within the area; and the educational and scientific value. Generally, natural areas contain ecosystems consisting of intricately interactive groups of living species existing in conjunction with their environments. These areas serve as living

museums of plants and animals. As such, natural areas need to be protected and preserved in order to assure and preserve biological diversity.

Table 4.3 summarizes the natural areas inventory data for the City of Franklin as described by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in its SEWRPC Planning Report No. 42 titled *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin* dated September 1997 and the *Natural Areas and Critical Species Habitat Plan Update for Southeastern Wisconsin* dated April 2009. Table 4.3 provides the natural area name, natural area classification code, general location in the City of Franklin, ownership, its size in acres, description and comments, and a reference number to Map 4.11 of this chapter.

Use of the natural area classification code in Table 4.3 is based upon the Natural Areas, or NA, system traditionally used in Wisconsin to distinguish between natural areas of different quality as having statewide, regional, or local importance--NA-1, NA-2, or NA-3 areas--respectively. Those sites which do not meet the criteria of any NA classification are excluded from the inventory.

Areas designated as NA-1 are of statewide significance. These areas contain excellent examples of nearly complete and relatively undisturbed plant and animal communities which are believed to closely resemble those present during pre-European settlement times. *There are no areas currently designated as NA-1 in the City of Franklin.*

Areas designated as NA-2 are native biotic communities judged to be of lower than NA-1 or statewide significance, but are of a county or multi-county significance. NA-2 areas are often so designated because of evidence of a limited amount of human disturbance. They may also be of the highest biotic quality, but be of less than minimum size for NA-1 ranking. In the future, some NA-2 sites may become of higher significance due to recovery from past disturbance, or because of a sudden substantial decrease in the acreage of a once common type, or after a more detailed inventory is performed. *There are three areas currently designated as NA-2 in the City of Franklin which combined total about 418 acres.*

Areas designated as NA-3 are substantially altered by human activities, but are of local significance. They often contain excellent wildlife habitat, and also provide refuge for a large number of native plant species which no longer exist in the surrounding region due to land use activities. *There are currently 16 areas designated as NA-3 in the City of Franklin which combined total about 800 acres.*

Table 4.3
KNOWN NATURAL AREAS IN THE CITY OF FRANKLIN

AREA NAME	CLASSIFICATION CODE	LOCATION (U.S. Public Land Survey Section Number)	OWNER	SIZE (acres)	DESCRIPTION & COMMENTS	MAP 4.5 NO.
Root River Canal Woods	NA-2 (RSH)	Section 34	Milwaukee County and private	121	A mixture of good-quality dry-mesic and lowland hardwood forest along the Root River canal. One of the largest intact forested tracts in this part of southeastern Wisconsin. Extends south into Racine County.	1
Root River Wet-Mesic Woods--West	NA-2 (RSH)	Sections 35 and 36	Milwaukee County and private	260	Mixture of medium-aged lowland and upland hardwoods that are recovering well from past disturbance. The ground flora is particularly rich and diverse, including good populations of several rare species. This is an important part of the Root River environmental corridor.	2
Grobschmidt Park Wetlands and Upland Woods	NA-3 (RSH)	Sections 1 and 2	Milwaukee County and private	80	A combination of moderate quality deep and shallow marsh, sedge meadow, shrub-carr, and disturbed dry-mesic woods. Site contains a restored prairie.	3

Table 4.3
KNOWN NATURAL AREAS IN THE CITY OF FRANKLIN

AREA NAME	CLASSIFICATION CODE	LOCATION (U.S. Public Land Survey Section Number)	OWNER	SIZE (acres)	DESCRIPTION & COMMENTS	MAP 4.5 NO.
Whitnall Park Woods--South	NA-3 (RSH)	Sections 5 and 8	Milwaukee County and private	137	Site consists of several more or less connected strands 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 special concern species: American gromwell and Black haw.	4
Monastery Lake Wetlands	NA-3 (RSH)	Section 8	Private	45	A diverse wetland plant community complex consisting of deep and shallow marsh, sedge meadow, fresh (wet) meadow, shrub-carr, and the last surviving tamaracks in Milwaukee County. The property is subject to a conservation easement.	5
Mission Hills Wetlands	NA-3	Sections 16 and 17	City of Franklin	38	Complex of sedge meadow, shallow marsh, and wet prairie.	6

Table 4.3
KNOWN NATURAL AREAS IN THE CITY OF FRANKLIN

AREA NAME	CLASSIFICATION CODE	LOCATION (U.S. Public Land Survey Section Number)	OWNER	SIZE (acres)	DESCRIPTION & COMMENTS	MAP 4.5 NO.
Franklin Woods (Puetz Road)	NA-3 (RSH)	Sections 23 and 24	City of Franklin	28	Situated along the headwaters of Oak Creek, this site consists of mature dry-mesic hardwoods, lowland hardwoods, and stands of younger growth. The rich and diverse flora includes black haw, a State-designated special concern species.	7
Fitzsimmons Road Woods	NA-3 (RSH)	Section 25	Milwaukee County and Milwaukee Area Land Conservancy (MALC)	42	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 is found.	8
Oakwood Park Oak Woods	NA-3 (RSH)	Sections 25 and 26	Milwaukee County and private	22	This is a small dry-mesic oak woods of moderate quality, with a large population of black haw, a State-designated special concern species.	9

Table 4.3
KNOWN NATURAL AREAS IN THE CITY OF FRANKLIN

AREA NAME	CLASSIFICATION CODE	LOCATION (U.S. Public Land Survey Section Number)	OWNER	SIZE (acres)	DESCRIPTION & COMMENTS	MAP 4.5 NO.
Root River Parkway Prairie	NA-3	Section 27	Milwaukee County	27	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.	10
Ryan Creek Woods	NA-3	Section 28	Private	87	One of the larger woodlots remaining in Milwaukee County, this is a dry-mesic woods of varying quality that is recovering from past disturbance. An east-west stream crosses the south end.	11

Table 4.3
KNOWN NATURAL AREAS IN THE CITY OF FRANKLIN

AREA NAME	CLASSIFICATION CODE	LOCATION (U.S. Public Land Survey Section Number)	OWNER	SIZE (acres)	DESCRIPTION & COMMENTS	MAP 4.5 NO.
Franklin Oak Woods and Oak Savanna	NA-3	Section 29	Milwaukee County	76	The entire site is a former oak savanna, but only the north portion retains this appearance. Here are large, scattered, open-grown bur oaks, but the understory consists mainly of weeds, with a few prairie species persisting. The south portion has degraded further into a dense shrub land. The site was designated the Franklin Savanna State Natural Area in 2004. An intense restoration of this site is being conducted by the Friends of Milwaukee County Parks in conjunction with the Natural Resources Foundation.	12
Elm Road Woods	NA-3 (RSH)	Section 36	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 and black haw.	13

Table 4.3
KNOWN NATURAL AREAS IN THE CITY OF FRANKLIN

AREA NAME	CLASSIFICATION CODE	LOCATION (U.S. Public Land Survey Section Number)	OWNER	SIZE (acres)	DESCRIPTION & COMMENTS	MAP 4.5 NO.
Adams Prairie	NA-2	Section 32	Private	37	Species-rich, high quality wet-mesic prairie and sedge meadow complex.	14
60 th Street Woods	NA-3	Section 27	Milwaukee County	11	Small, but species-rich upland woods.	15
Bike Trail Marsh	NA-3	Section 3	Milwaukee County	3	Good quality shallow marsh.	16
Root River Bike Trail Woods	NA-3	Section 15	Milwaukee County	108	Wet-mesic and dry-mesic woods along Root River.	17
Root River Low and Upland Woods	NA-3	Section 3	Milwaukee County	76	Mostly wet-mesic and floodplain woods along Root River.	18

(RSH) Indicates a "Rare Species Habitat" which identifies the site as a site which supports rare, threatened, or endangered animal or plant species officially designated by the Wisconsin Department of Natural Resources.

Source: *SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin (Waukesha, WI: SEWRPC), September 1997, pp. 192-194 and Meehan & Company, Inc.*
SEWRPC Newsletter, Natural Areas and Critical Species Habitat Plan Update for Southeastern Wisconsin (Waukesha, WI: SEWRPC), April 2009, pp.5

Chapter 5

Public Sites and Facilities Needs Assessment: Analysis and Forecast of Future Park, Open Space, Outdoor Recreation, and Trail Needs

INTRODUCTION

This Chapter presents a summary of the public park, open space, outdoor recreation, and trail needs of the City of Franklin based upon the standards set forth in Chapter 3, and the methodologies set forth in this chapter. Detailed recommendations are set forth in Chapters 6, 7, and 8.

The determination of park needs for the City of Franklin is an important component in the preparation of the City's Comprehensive Outdoor Recreation Plan update. Generally, there are four methodologies which can be used to analyze the City of Franklin's current and future outdoor recreation needs as follows:

1. The most common methodology is to relate spatial park needs to the number of people (per capita demand)--the "level of service" approach. The "level of service" approach uses ratios typically expressed as acres per capita (or number of facilities per capita) which represent the minimum amount of ground space (or number of facilities) needed to provide the level of quality park and recreation services desired by the community (see Chapter 3).
2. The second methodology appraises each park's accessibility and its serviceability to the age groups most likely to use the facilities and the geographic service area of each facility.
3. The third methodology determines future demand for facilities and activities based upon recognized public demand--both past and present--and attempts to project those demands into the future. This methodology also often considers new trends beginning to occur in other similar communities, as well as the recommendations of professionals involved in the planning, design, engineering, and construction of parks, open space, and outdoor recreation.
4. The fourth methodology does not attempt to quantify need, but rather to identify and preserve valuable land for parks. The fourth approach is

typically used for the preservation of environmental corridors and/or isolated natural areas due, typically, to the importance of their inherent natural characteristics and passive recreational value.

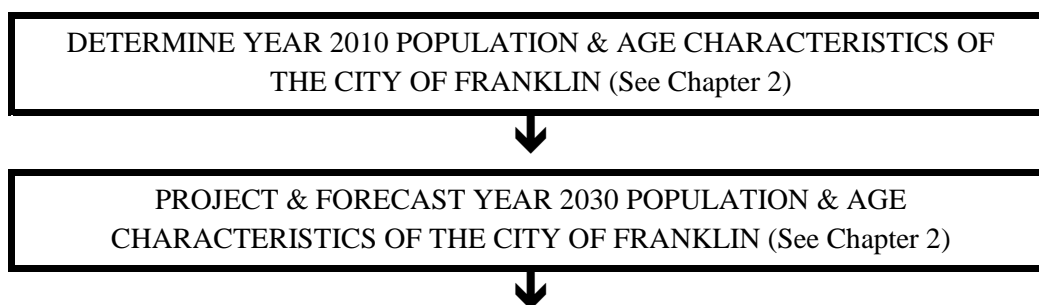
The Comprehensive Outdoor Recreation Plan update utilizes, primarily, the first two methodologies mentioned above, and secondarily, the last two methodologies. The third methodology is utilized for those needs and/or situations unique to the City of Franklin, such as the provision of public sanitary sewer service (and attendant increase of population) to the southwestern portion of the City – as set forth in the City of Franklin 2025 Comprehensive Master Plan. The third methodology also incorporates the principles, goals, and objectives, as well as the public input obtained during the preparation of this Plan, set forth in Chapter 3. The fourth methodology is used insofar as the CORP update recognizes past detailed Milwaukee County planning efforts in the City--particularly as these efforts pertain to the preservation of environmental corridors associated with the Root River and the planning efforts of the Southeastern Wisconsin Regional Planning Commission for the preservation of environmental corridors and natural areas throughout the City of Franklin. The methodology of the Comprehensive Outdoor Recreation Plan update is described below.

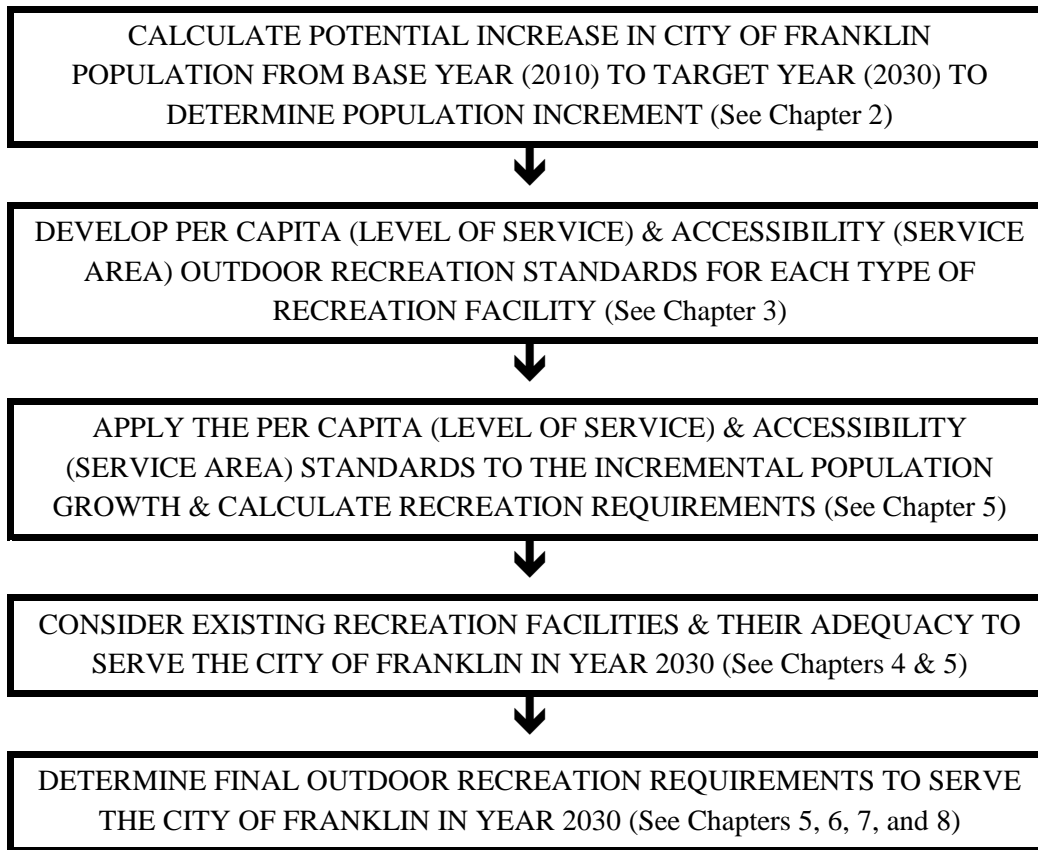
METHODOLOGY

Figure 5.1 outlines the process used to determine year 2030 park, open space, and outdoor recreation needs for the City of Franklin based upon the first two methodologies noted in the previous section of this Chapter. In the case of the City of Franklin's Comprehensive Outdoor Recreation Plan update, the park, open space, and outdoor recreation requirements of the probable future resident population of the City of Franklin were determined by applying two basic types of planning standards: namely, *per capita standards* (i.e., level of service standards), expressed as the number of acres of a given type of park or park facility per thousand population, and *accessibility standards* expressed as maximum service area radii for each park type and/or recreational facility.

Figure 5.1

PROCESS USED FOR DETERMINING YEAR 2030 OUTDOOR RECREATION NEEDS FOR THE CITY OF FRANKLIN





Source: Meehan & Company, Inc.

The per capita (level of service) standards help estimate the total number of acres of land needed to satisfy the basic land area requirements for parks through the year 2030. The various park accessibility standards, on the other hand, assure that the park land allocations are spatially distributed in a manner convenient and efficient to the population which they are to serve. The accessibility standards, as outlined in Chapter 3, as well as the per capita standards (also outlined in Chapter 3) are embodied in the Comprehensive Outdoor Recreation Plan update presented in Chapter 7. It should be recognized that in some situations, however, while per capita standards may seemingly be met, a need may still exist for additional park sites or recreational facilities because of the relative inaccessibility or distance of an existing park or recreational facility to some of the resident population in the City of Franklin.

There is some danger in adhering to the per capita and accessibility standards exclusively. A purely quantitative measurement of recreation acreage says nothing about the provision of private recreational facilities available in a community, the diversity of park land available, the type and condition of the land and facilities provided, the need for additional acreage at some of the existing parks or whether residents are best served by the existing acreage, or whether unique park, recreation or open space demands or constraints exist within the local community. For these reasons, the recommendations in

the City's Comprehensive Outdoor Recreation Plan update (see Chapter 7) are based upon more than a need for additional acreage or proper accessibility, but are also tempered by public input and professional judgment as well as financial and political capabilities.

Land Needs Based Upon Per Capita Standards

Table 5.1 summarizes the future community-, neighborhood-, and mini-park public outdoor recreation land area needs for the City of Franklin through the year 2030, based upon the City's existing park, open space, and outdoor recreation system. Table 5.1 utilizes the per capita public outdoor recreation standards set forth in Table 3.1 of Chapter 3 as well as a forecast year 2030 population for the City of 41,390 persons as indicated in Chapter 2.

It should be recognized, however, that while forecasts of future population levels must be prepared and utilized in the application of public outdoor recreation land standards, these forecasts involve uncertainty and, therefore, must be used with caution and tempered by the City's policies and the desires of City residents in general. Population forecasts cannot take into account events which are unpredictable but which may have major effects upon future conditions. The validity of the public outdoor recreation needs and requirements determined through the application of standards to forecast population levels must, therefore, be periodically reexamined by the City's Planning Department, Park Commission, and the Plan Commission. Chapter 10 indicates, at a minimum, when such reexamination of the City of Franklin Comprehensive Outdoor Recreation Plan should take place.

In order to provide the greatest flexibility of the Per Capita Standards, within this Comprehensive Outdoor Recreation Plan update, each park which exceeds the typical minimum required site area, as identified in Table 3.2, was evaluated as more than one type of public outdoor recreation facility. For example, Franklin Park exceeds the minimum required site area of 100 acres for a Multi-Community Park. Therefore, this park could also be evaluated as a Community Park (with a minimum required site area of 25 acres), a Neighborhood Park (with a minimum required site area of 21.5 acres), and as a Mini Park (with a minimum required site area of 1 acre).

Based upon per capita standards exclusively, Table 5.1 indicates that by the year 2030 there will be a need for the following:

- No additional land area need for regional/multi-community level public outdoor recreation land in park sites. This does not, however, preclude the need for additional regional/multi-community level public outdoor recreation land at a new or existing park site to serve the southwestern portion of the City (should future land use and population densities be greater than anticipated when public sewer and water service become available).

- The need for a minimum of 36.76 additional acres for community level public outdoor recreation land in either park sites or middle school or high school sites. This does not, however, include the need for additional community level public outdoor recreation land at a new middle school and/or new high school site to serve a new middle school or new high school student population (if such should be built within the 15 year time-frame of this CORP update). Nor does it include the need for a community level park site upon which to build a proposed Community Recreation and/or Cultural Center.

- The need for a minimum of 12.9 additional acres of neighborhood level public outdoor recreation land in either park sites or elementary school sites. It should be borne in mind, however, that if a new additional elementary school(s) is/are not constructed by the year 2030, this need for additional land would have to be filled at neighborhood park sites used exclusively for recreational purposes and not necessarily associated with an elementary school. Based upon the standards set forth in Table 3.5 of Chapter 3, the minimum area for a full-function neighborhood park (without elementary school facilities) should be 19.84 acres.

- The need for a minimum of 13.25 additional acres of mini park sites.



Victory Creek Drive looking north towards Pleasant View

Table 5.1

YEAR 2030 REGIONAL/MULTI-COMMUNITY,
COMMUNITY AND NEIGHBORHOOD LEVEL
PUBLIC OUTDOOR RECREATION LAND AREA NEEDS FOR THE
CITY OF FRANKLIN BASED UPON PER CAPITA STANDARDS

Facility Category	Development Standard (Gross Acres per 1,000 Persons)	Year 2030 Land Area Needs Based Upon Forecast Population (a) (Gross Acres)	Year 2010 Existing Land Area (Gross Acres)	Additional Land Area Needed by Year 2030 Based On Per Capita Standards Only (Gross Acres)
Regional/Multi-Community (in park sites)	5.3	219.37	3,363.90+/-	0
Community (in park sites)	2.2	91.01	54.25+/-	36.76+/-
Community (in middle school or high school sites)	0.9	37.25	116.92+/-	0
Neighborhood (in park sites)	1.7	70.36	70.4+/-	0
Neighborhood (in elementary school sites)	1.6	66.2	53.30+/-	12.9+/-
Mini Parks (in park sites)	1.0	41.39	28.14+/-	13.25+/-
TOTAL	12.7	525.6	3,686.91+/-	62.91+/-

(a) Based upon the Wisconsin Department of Administration's projection of 41,390 persons in the City of Franklin by the year 2030.

It is important to note that the year 2010 existing land area consists of the gross acreage of all public sites. Specifically, this includes not just land typically used for recreational purposes, but also associated buildings, parking, and roads. This also includes all public sites, not just City of Franklin sites. As such, some sites have limited access (such as Franklin Park which has no public access and no facilities), and some sites have limited utilization for public recreational uses (such as school buildings with limited public recreational facilities and limited hours).

Land Needs Based Upon Accessibility Standards

Map 5.1 summarizes the future community-, neighborhood-, and mini-park accessibility needs for the City of Franklin through the year 2030, based upon the City's existing park, open space, and outdoor recreation system. Map 5.1 utilizes the accessibility standards set forth in Table 3.2 of Chapter 3. It can be noted that the City of Franklin has previously, and remains, fully served by the existing and proposed supply of Regional Parks, therefore, this information is not identified on Map 5.1.

In order to provide the greatest flexibility of the Accessibility Standards, within this Comprehensive Outdoor Recreation Plan update, each park has been evaluated in regard to the outdoor recreation facilities it actually provides or is envisioned to provide. For example, while Lions Legend Park is classified as a Community Park, neighborhood-, and mini-park level service radii have also been identified for this Park, as it provides community-, neighborhood-, and mini-park level facilities. Although this method was not utilized in the previous Comprehensive Outdoor Recreation Plan, it is consistent with the methodology used in the Per Capita Standards, as noted earlier in this section. For purposes of the Accessibility Standards, many of the parks within the City have had multiple service radii identified for them (see Maps 4.2, 4.3, and 4.4).

Based upon accessibility standards exclusively, Map 5.1 indicates:

- Areas of the City of Franklin served by existing public parks with the existing or envisioned outdoor recreation facilities associated with a community park.
- Areas of the City of Franklin served by existing public parks with the existing or envisioned outdoor recreation facilities associated with a neighborhood park.
- Areas of the City of Franklin served by existing public parks with existing or envisioned outdoor recreation facilities associated with a mini park.
- Areas of the City of Franklin not served by an existing public park with existing or envisioned outdoor recreation facilities associated with a

community park, neighborhood park or mini park.

More detailed information is provided on Maps 4.1 through 4.4 of Chapter 4 relative to the location and extent of existing parks serving as community, neighborhood, and mini parks and their respective 2-mile, 1/2-mile, and 1/4-mile service radii.

The per capita land area needs described earlier in this chapter notwithstanding, Map 5.1 indicates community park needs based upon the accessibility standards set forth in Chapter 3 in both the far northwest corner of the City and the far southeast corner of the City. With respect to the community park accessibility deficiency associated with the far northwest corner of the City, this need may be accommodated by public park facilities at the nearby Whitnall Park (a 388-acre regional park facility) and by traveling an additional 1/4 to 3/4 mile to access the City of Franklin's Lion's Legend Park. With respect to the community park accessibility deficiency associated with the far southeast corner of the City, this need may be accommodated by traveling an additional 1/2 mile to the north to existing public park facilities at Froemming Park.

The per capita land area needs described earlier in this Chapter notwithstanding, Map 5.1 indicates the following neighborhood park and mini park land area deficiencies and needs based upon the accessibility standards set forth in Chapter 3:

- With the exception of areas located in the far northwest corner of the City and the far southeast corner of the City noted above, all other areas of the City of Franklin are served by existing public parks with existing or proposed outdoor recreation facilities typically associated with community parks (as defined in Chapter 3) and there is significant overlap of those community level park service areas (see Map 4.2 of Chapter 4).
- All existing public parks with existing or proposed outdoor recreation facilities typically associated with neighborhood parks are located north of W. Ryan Road and all but four neighborhood parks are located north of W. Puetz Road. Those areas of the City not served by neighborhood parks are:
 - The area of the City located south of W. Puetz Road and west of S. 68th Street.
 - The entire northern 1/6 of the City located north of W. Rawson Avenue, with the exception of the area served by Ken Windl Park, which has many outdoor recreation facilities characteristic of a neighborhood park.
- All but one existing public park with existing or proposed outdoor recreation

facilities typically associated with mini parks are located north of Ryan Road, and all but five are located north of Puetz Road. In addition, the mini level park service radii are only ¼ mile in size. These factors explain why there is a need to develop numerous mini parks of 1 to 5 acres in size in those areas of the City which cannot effectively be served. It can further be noted that many of these same areas are also not served by a neighborhood level park facility due to inadequate and/or insufficient vacant land being available. However, new mini-parks were developed in 2004 and 2007. The City of Franklin redeveloped the former Fire Station No. 2, a 2.54-acre parcel at 11654 West Rawson Avenue, into a mini-park known as Ken Windl Park. In addition, the City acquired and developed the 0.42 acre Dr. Lynette Fox Memorial Park at 6860 S. Harvard Drive. It can be noted that Ken Windl Park helps serve the park needs of the area near Forest Home Avenue and West Rawson Avenue. This area was identified in the previous CORP as having the greatest need for such a facility. The acquisition of additional park lands of less than 5 acres to accommodate new mini parks will be difficult to achieve in developed areas of the City.

- As indicated on Maps 4.2 (Chapter 4) and 5.1, much of the area of the City of Franklin located outside the 1/2-mile service radius of neighborhood parks and neighborhood playgrounds are served by community parks and community playfields. However, many of these facilities do not individually fulfill the need for the provision of "*neighborhood-centralized*" neighborhood parks which are about 21.5 contiguous acres in area serving a 1/2-mile radius (see Table 3.2 of Chapter 3).
- Because of steady population growth projections and the lack of neighborhood park facilities in the relatively undeveloped southern portions of the City, the acquisition of sufficient additional lands of about 21.5 acres in area to accommodate new *neighborhood parks* is particularly important to achieve at an early date, prior to rezoning for residential uses, and prior to the submission of a preliminary plat for development.

Land Needs Based Upon Public Demand and Natural Resource Preservation Methodologies

As noted at the beginning of this Chapter, four methodologies are commonly used in the determination of current and future park, open space, and outdoor recreation needs. While the previous sections dealt primarily with quantitative factors – per capita and accessibility – this section deals primarily with qualitative factors. Consideration of such factors is consistent with the National Recreation and

Park Association's standards and guidelines.

In regard to public demand, it can be noted that the recently adopted 2025 Comprehensive Master Plan indicated a strong desire on the part of City residents in general, and in the southwest portion of the City in particular, to maintain as much as possible the rural/suburban character of the southwestern portion of the City. The Comprehensive Master Plan achieves this in part by the protection of additional natural resource features, and in part, by identification of a "Southwest Park" adjacent to Franklin Park. In addition, numerous citizens have indicated that the current location of the Fourth of July Civic Celebration (at City Hall and environs) is too small, and that a larger area would not only be safer, but would potentially provide additional land for parking as well as for the various activities associated with the Fourth of July Civic Celebration. Again, the Comprehensive Master Plan envisions that the proposed "Southwest Park" could in part address that need.

As this methodology also considers trends and projections, as well as professional input, it is particularly important to note that as the City of Franklin's population continues to age, the demand for -- and value of -- trails is envisioned to increase. Not only can trails provide a relatively cost-effective means of transportation, recreation, and exercise for almost all age groups, but trails can also serve as a bridge between active recreational uses and passive recreational uses through provision of access to some of the City's most scenic parks, open spaces, and natural resources. Furthermore, the Comprehensive Master Plan recommends, and the public input obtained during preparation of this CORP update generally supports, additional trails within the City.

In regard to Natural Resource Preservation Goals, it can also be noted that the 2025 Comprehensive Master Plan proposed the "Southwest Park" to address the need for maintenance of the rural/suburban character of the southwestern portion of the City. More specifically, acquisition and development of the proposed Southwest Park would enable some of the envisioned outdoor recreation facilities such as ball fields, playgrounds, and parking proposed for Franklin Park (as set forth in the Milwaukee County Park Plan) to instead be provided within the Southwest Park. This would allow protection and restoration of more of the valuable natural resources present within Franklin Park.

Since the adoption of the 2002 Comprehensive Outdoor Recreation Plan, the Parks Commission has continuously received public input relating to the City's outdoor recreation needs. The most common input by citizens is a desire for more active park facilities including; baseball/softball diamonds, tennis courts, soccer fields, and football fields.

In regard to public input obtained during the preparation of this Plan in 2010, it can be noted that five individuals also indicated a desire for the acquisition and/or protection of additional lands for natural resource preservation or rural/suburban community character preservation purposes, either generically within the City or specifically within the southwestern portion of the City.

In regard to public input obtained during the update of this Plan in 2014/2015, it can be noted that a

grass roots effort to develop an all-accessible and all-inclusive playground/park in Franklin has taken hold. This effort has been led by Michelle Runte, Founder and Executive Director of Kayla's Krew, a 501c3 non-profit organization with a mission to, "build an all-accessible, all-inclusive playground in Franklin, Wisconsin that is inspiring and truly all-accessible for all children and families of any age and ability." In 2013, members of the Ben Franklin Elementary School sixth grade class and teacher Claudia Pagelsdorf participated in the State-wide Project Citizen, conducting research and preparing portfolios and presentations, with the participation of Kayla's Krew, upon a development proposal to build an all-accessible and all-inclusive playground in Franklin. Upon a presentation by them to the Common Council on May 7, 2013, it was announced that the team from Franklin had participated in the Project Citizen State competition in Madison, involving sixth, seventh and eighth grade students from across the State, and the Franklin team had prevailed as the State Champion. Franklin NOW newspaper reporting of the subject in part provided: "[a]ccording to the students' research, there are 401 special needs children in Franklin, with 44 percent of residents saying that they know someone who is disabled. Their research also showed that 90 percent of those surveyed said they wanted to see an all-inclusive playground built in Franklin. The Planning Commission estimated that the project would require two acres of land and cost between \$200,000 and \$400,000 to build."

Land Needs/Facility Needs Based Upon Per Capita Standards

It can be noted that the land/facility needs associated with Regional and Multi-Community Parks, based upon the per capita standards set forth in Chapter 3, are generally well met within the City of Franklin

Tables 3.3, 3.4, and 3.5 in Chapter 3 address minimum public outdoor recreation facility requirements for typical Community Parks, Neighborhood Parks with Neighborhood Elementary School Facilities, and Neighborhood Parks without Neighborhood School Facilities. These tables indicate the minimum per capita standards for facilities such as baseball diamonds, playfields, and tennis courts when using a population service area of approximately 6,500 people. According to the tables, the minimum total area required for each Community Park, when accounting for all needed amenities, ranges between 27.29 to 29.29 acres. The minimum total area for Neighborhood Parks with Neighborhood Elementary School Facilities and for Neighborhood Parks without Neighborhood School Facilities, when accounting for all needed park amenities, equals 21.38 acres and 19.84 acres, respectively. Based upon this information:

- The four existing Community Parks within the City of Franklin range in size from the 16.25 acre Froemming Park to the 76.92 acre Franklin High School, for an average size of 42.8 acres, well above the typical average community park size of 28 acres.
- The 10 existing Neighborhood Parks within the City of Franklin range in size from the 6.5 acre Christine Rathke Memorial Park to the 23.76 acre Pleasant View Neighborhood Park, for an

average size of 12.37 acres, slightly less than the typical average neighborhood park size of 20.61 acres.

Review of the typical facilities within Community and Neighborhood Parks (baseball diamonds, basketball courts, playfield, soccer fields, softball diamonds, tennis courts, and trails) based upon per capita standards for the City overall, indicates that:

- There are 6 more baseball diamonds than the per capita standards recommend.¹
- There are 22 fewer basketball courts than the per capita standards recommend.
- There are 2 more playfields than the per capita standards recommend.
- There are 15 fewer soccer fields than the per capita standards recommend.
- There are 14 fewer softball diamonds than the per capita standards recommend.
- There are 11 fewer tennis courts than the per capita standards recommend.

Overall Needs for Continued Park Land Acquisition

Regional and Multi-Community Park Needs: Based on the previous information, it is apparent that land for a Regional Park is needed within the southwestern portion of the City. Provision of the proposed “Southwest Park” could address the outdoor recreation facility needs for Franklin Park as stated in the Milwaukee County Park Plan while preserving important natural resource features located within the Park, and would help address the commonly expressed desire to maintain the City’s rural/suburban community character, particularly within the southwestern portion of the City. More detailed discussion of recommended acquisition and improvements for this regional park site is presented in Chapter 7.

Community Park Needs: Based upon the foregoing analyses and findings, there does not appear to be a need for additional land for active recreation-oriented community parks. There is a need, however, for improvements to be made at existing community parks and community playfields. More detailed discussion of recommended improvements at various community park sites is presented in Chapter 7.

¹ It can be noted that staff has counted five baseball diamonds at the Franklin Little League Complex towards the per capita standards for the City of Franklin. Milwaukee County’s current contract with Franklin Little League does not make access to the facilities at the Franklin Little League Complex available for the general public.

The lack of need for additional active recreation land for community parks, however, does not preclude the need to implement those portions of the *A Park and Open Space Plan for Milwaukee County and the A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010* which call for the acquisition of passive community-oriented open space sites and/or trail and/or bicycle path areas. The acquisition of passive community-oriented open space sites and/or trail and/or bicycle path areas, as set forth in these Milwaukee County and regional plans, would further the linkage of both active and passive recreational lands forming an open space framework for the City and surrounding environs.

Community Recreation Center/Building Needs: Chapter 8 sets forth the various standards for the provision of an indoor community recreation center building to serve indoor active and passive recreational needs for a variety of age groups. Based upon those standards, the provision of a centrally located and adequately sized community recreation center building should be considered by City of Franklin officials during the 15-year planning period.

Neighborhood Park Needs: The need for the provision of neighborhood parks within a reasonable distance from the population being served (the per capita requirements described earlier in this Chapter notwithstanding) should be fulfilled as outlined earlier in this chapter. Detailed discussion of recommended improvements at various existing neighborhood park sites is presented in Chapter 6. Detailed discussion of recommended new neighborhood park site locations is also presented in Chapter 7.

Mini Parks and Specialized Recreational Area Needs: As stated earlier, there is a need to develop more mini parks of 5 acres or less in size in those areas of the City which are currently not served by existing mini park facilities. As stated earlier, the acquisition of sufficient additional park lands of less than 5 acres to accommodate new mini parks will be difficult to achieve in certain developed areas of the City. Detailed discussion of recommended new mini park site locations is presented in Chapter 7. As previously noted there is public support for an all-accessible and all-inclusive playground/park, which is envisioned herein to be part of a new Specialized Recreational Area (Special Park).

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Chapter 6

Identification of Existing Deficiencies in the Quantity or Quality of Existing City-Owned Outdoor Recreational Sites and Facilities to Serve New Development

INTRODUCTION

This Chapter identifies existing deficiencies in the quantity or quality of those *existing City-owned* parks, playgrounds, and other recreational sites and facilities needed to serve new land development for which it is anticipated that an impact fee may be imposed. Quantity needs are based upon the standards set forth in Chapter 3 (primarily per capita and accessibility) and the methodologies set forth in Chapter 5 (primarily the first two noted methodologies), while quality needs are based upon the methodologies set forth in Chapter 5 (primarily the last two noted methodologies).

EXISTING PARK DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT

The following Table 6.1 indicates existing park, playground, and other recreational site and facility deficiencies and future needs at *existing City-owned parks*. Pursuant to the requirements set forth in Wisconsin Statutes Section 66.0617(6) (f), no impact fees may be collected by the City ". . . to address existing deficiencies in public facilities." Based upon the data presented in Table 6.1 and the service area radii standards set forth in Chapter 3, several of the *existing City-owned parks, playgrounds, and other recreational facilities will need to add or improve existing facilities in order to meet the needs and demand generated by new land development occurring within their respective service areas.*

The *per capita standards* used in this needs assessment:

1. Are based upon the *proportionate share* of minimum required park, playground, and recreational land area and facilities needed to accommodate a unit of population (described as persons and/or dwelling units); and
2. Bear a rational relationship -- which is *proportional* -- to the need for new, expanded, or improved public park, playground, and recreational facilities that are required to serve land development.

Based upon the *proportionate share* relationship between the per capita standards and the impact fees recommended to be imposed by this needs assessment, *no existing* park, playground, or other recreational facility *deficiencies* relating to the needs of existing land development are included or intended to be financed by the imposition of the impact fees. Any such existing deficiencies and needs will be addressed separately in Chapter 7.

Other future new parks, playgrounds, and other recreational facility needs at future planned park sites (which are planned to be owned by the City) are addressed in Chapter 7 titled "Identification of New Public Park, Open Space, Trail, and Outdoor Recreation Facilities: The Outdoor Recreation Facilities Plan" and are needed due to forecast and projected City of Franklin population and housing growth increases expected to occur over the planning period (also see Chapter 2).

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS, PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
COMMUNITY PARKS (at Park Sites Owned by the City of Franklin)				
Lion's Legend Park I	C1	14.0+/-	<ul style="list-style-type: none"> ■ One (1) asphalt paved off-street parking lot with three parking spaces. ■ Steel and wooden foot bridge across creek and wetland area. ■ Historic "village" buildings of former Town of Franklin including the Whelen School (1851), the Sheehan-Godsell Cabin (1834), the Franklin Town Hall (1856), and the St. Peters Church (1857). ■ One (1) baseball diamond with backstop, line fences and team benches (unlighted). ■ Two (2) sand volleyball courts. ■ Three (3) tennis courts (unlighted). 	<p><u>The following are needs to serve new development:</u></p> <ul style="list-style-type: none"> ■ Two (2) bicycle racks located on east side of park (for pavilion and bandstand areas). ■ Ice-skating area (about 0.35-acre needed).

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS, PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
Lion's Legend Park I (cont.)			<ul style="list-style-type: none"> ■ One (1) Bandshell. ■ Open-air pavilion with restrooms and concessions (constructed in 1977). ■ One (1) bicycle rack. ■ 37 Picnic tables. ■ One (1) water fountain. ■ Two (2) Grills and Prep Tables, plus One (1) barbecue pit. ■ One (1) play structure (ages 2-5). ■ One (1) flag pole. ■ One (1) play structure (ages 5-12). ■ Play Equipment: Three (3) Rock N Rides, One (1) Funnel Ball, One (1) Activity Center, One (1) Aluminum Slide, Four (4) Belt Swings, Three (3) Infant Swings, and One (1) ADA swing. ■ Six (6) Park Benches. ■ Three (3) Garbage Cans. ■ One (1) Dog Station. ■ One (1) Paved Walking Trail (1,441 feet). ■ One (1) flag pole. ■ Asphalt paved trail system on east side of park. ■ Public telephone. 	

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS,
PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 –
2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
Lions Legend Park II	C1	24.0+-	<ul style="list-style-type: none"> ■ Three (3) Dog Stations. ■ Five (5) Garbage Cans. ■ Four (4) Park Benches. ■ One Play Structure (Ages 5-12). ■ Play Equipment: One (1) Rock N Ride, Two (2) belt swings, One (1) Infant Swing, One (1) ADA Swing. ■ Two (2) Volleyball Courts. ■ Two (2) Tennis Courts. ■ One Baseball Field with backstop, Line Fences & Team Benches. ■ Two (2) Grills & Prep Tables. ■ One (1) Outdoor Pavilion (Vernon Barg Pavilion) with Indoor Seating Area and Restrooms. ■ One Paved Walking Trail (4,267 feet). ■ 26 Picnic Tables. ■ One (1) asphalt paved off-street parking lot with 53 parking stalls, including two handicapped parking stalls. 	<ul style="list-style-type: none"> ■ Development of a pre-school play area on the northeast side of the park in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS,
PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
NEIGHBORHOOD PARKS (at Park Sites Owned by the City of Franklin)				
Pleasant View Neighborhood Park	N2	23.76	<ul style="list-style-type: none"> ■ Off-street parking located at the abutting Pleasant View Elementary School. 	<p><u>The following are needs to serve new development:</u></p> <ul style="list-style-type: none"> ■ Preparation of a detailed landscape plan for the entire park site. ■ Grading of the park for level playing fields. ■ Four (4) basketball goals (about 0.28-acre needed). ■ One (1) baseball diamond (about 4.5 acres needed) with backstop and bleachers. ■ One (1) Playfield (about 1.65-acres needed). ■ Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements. ■ Three (3) tennis courts (unlighted, about 0.96-acre needed). ■ One (1) sand volleyball court. ■ Ice-skating area (about 0.35-acre needed). ■ Provision of an enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain area). ■ Passive (picnicking, etc.) and other recreation area (1.32 acres needed). ■ Installation of landscape plant materials in areas located outside of the playfield areas. ■ Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored. ■ Provision of hard-surfaced, paved off-street parking which is clearly marked and lighted. ■ Installation of all park signage.

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS,
PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
Pleasant View Neighborhood Park (cont.)				<ul style="list-style-type: none"> ■ Provision of a walking/education trail. ■ Provision of outdoor fitness stations along the walking/education trail. ■ Linkage of the park to the abutting elementary school. ■ Installation of an 80-foot wide collector street with paving and improvements to service Pleasant View Park. ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
Jack E. Workman Neighborhood Park	N3	12..04+ /-	<ul style="list-style-type: none"> ■ Wetlands, with wetland mitigation. ■ Two (2) Dog Stations. ■ Three (3) Garbage Cans. ■ Seven (7) Park Benches. ■ One (1) Play Structure (Ages 5-12). ■ Play Equipment: Four (4) Infant Swings, One (1) ADA Swing. ■ One (1) Volleyball Court. ■ One (1) Baseball Field with backstop, line fences and team benches. ■ One (1) Basketball Court with two (2) goals. ■ One (1) Wood Pedestrian Bridge. ■ Two (2) Picnic Tables. ■ One (1) Paved Walking Trail (1,458 feet). 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ One (1) tennis court (unlighted, about 0.32-acre needed). ■ Ice-skating area (about 0.35-acre needed). ■ Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored. ■ Provision of outdoor fitness stations along the walking/education trail. ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS, PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
MINI PARKS (at Park Sites Owned by the City of Franklin)				
Cascade Creek Park <i>(formerly City Park #4-- located south of the Cascade Heights and Root River Heights developments)</i>	M2	9.0+/-	<ul style="list-style-type: none"> ■ One (1) playfield (open space grass area). ■ One (1) short, 5-foot wide asphalt paved path leading into the park from S. 60th Street. ■ One (1) Dog Station. ■ One (1) Garbage Can. ■ One (1)Bench. 	<p><u>The following are existing deficiencies:</u></p> <ul style="list-style-type: none"> ■ Ice-skating area without fencing or any other structures (about 0.35-acre needed). ■ Provision of adequate, paved, clearly marked 8-space off-street parking. ■ Installation of walking/education trail park signage (outside of all 100-year recurrence interval floodplain areas). ■ Provision of a walking/education trail. ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
Friendship Park <i>(formerly City park #1-- Sharon and Anita Park)</i>	M3	1.58	<ul style="list-style-type: none"> ■ One (1) small grass playfield. ■ One (1) Play Structure (Ages 2-5). ■ One (1) Play Structure (Ages 5-12). ■ Play Equipment: Three (3) Rock N Rides, One (1) Lil Digger, One (1) Blister Bar, Eight (8) Belt Swings, One (1) Bar Climber, Four (4) Infant Swings, One (1) ADA Swing. ■ One (1) Chin-Up Bar. ■ One (1) basketball court with one (1) goal. ■ One (1) backstop. ■ Nine (9) park benches. ■ On-street parking only. ■ One (1) Dog Station. ■ One (1) Bike Rack. ■ Paved Walking Trail (490 feet). ■ Two (2) Picnic Tables. ■ Three (3) Shade Kiosks 	<p><u>The following are existing deficiencies:</u></p> <ul style="list-style-type: none"> ■ Installation of landscape plant materials in areas located adjacent to abutting residential properties in order to help buffer those properties from the various park uses.

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS, PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
Friendship Park (cont)			with Picnic Tables.	
Glenn Meadows Park <i>(formerly City Park #2--35th Street Park)</i>	M4	1	<ul style="list-style-type: none"> ■ One (1) grass playfield (no baseball allowed). ■ One (1) asphalt paved basketball court with two (2) goals. ■ One (1) play structure (ages 5-12). ■ Play Equipment: Two (2) Rock N Rides, One (1) Lil Digger, One (1) Whirl, Two (2) Belt Swings, (One) 1 Bar Climber, (Two) 2 Infant Swings. ■ Four (4) park benches. ■ One Dog Station. ■ One Garbage Can. ■ On-street parking only. ■ One (1) play structure (ages 2-5). ■ One (1) play structure (ages 5-12). ■ Play Equipment: One (1) Rock N Ride, (Two) 2 Belt swings, One (1) Infant Swing, One (1) ADA Swing. ■ Two (2) park benches. ■ Two (2) Picnic Tables. ■ One (1) Garbage Can. 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ Preparation of a detailed landscape plan for the park. ■ Installation of landscape plant materials in areas located adjacent to abutting residential properties in order to help buffer those properties from the various park uses.

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS, PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
MINI PARKS (at Park Sites Owned by the City of Franklin) (cont.)				
Dr. Lynette Fox Memorial Park	M5	0.42	<ul style="list-style-type: none"> ■ One (1) play structure (ages 2-5). ■ One (1) play structure (ages 5-12). ■ Play equipment: one (1) Rock N Ride, two (2) belt swings, one (1) infant swing, one (1) ADA swing.. ■ Two (2) park benches. ■ Two (2) picnic tables. ■ One (1) garbage can. 	
Ken Windl Park	M6	6.74	<ul style="list-style-type: none"> ■ <u>One (1) indoor pavilion with tables, chairs, and a kitchenette.</u> ■ <u>One Play Structure (ages 5-12).</u> ■ <u>Play Equipment: Two (2) Rock N Rides, Two (2) Belt Swings, One (1) Bar Climber, One (1) Infant Swing, One (1) ADA Swing.</u> ■ <u>One Bike Rack.</u> ■ <u>Two (2) tennis courts.</u> ■ <u>Eight picnic tables.</u> ■ <u>One shade kiosk with picnic table.</u> ■ <u>One dog station.</u> ■ <u>Three benches.</u> ■ <u>Two garbage cans.</u> ■ <u>29 stall paved parking lot.</u> ■ <u>Access to Franklin Bike and Hiking Trail.</u> 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ One (1) tennis court or volleyball court.

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS, PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
SPECIAL PARKS (serving the City of Franklin at Park Sites Owned by the City of Franklin)				
Franklin Woods Nature Center <i>(formerly Camp Arthur Davidson)</i>	S1	40	<ul style="list-style-type: none"> ■ Natural area (also see Table 4.3). ■ Nature trails (crushed stone) including a twelve-box Blue Bird trail. ■ One (1) Open air pavilion. ■ Wetland / stormwater drainage area. ■ Woodlands. ■ Three (3) Dog Stations. ■ One (1) Garbage Can. ■ Seven (7) Park Benches. ■ One (1) Play Structure (Ages 2-5). ■ One (1) Play Structure (Ages 5-12). ■ Play Equipment: One (1) Rock N Ride, Two (2) Belt Swings, One (1) Infant Swing. ■ One (1) Paved Walking Trail (2,072 feet). ■ One (1) Stone Walking Trail (2,096 feet). ■ Ten (10) Picnic Tables. ■ Four (4) Informational Kiosks. ■ <u>26 stall paved parking lot.</u> 	<p><u>The following are needs to serve new development:</u></p> <ul style="list-style-type: none"> ■ Provision of an enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements. ■ Provision of lighting for the paved off-street parking lot. ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS, PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
SPECIAL PARKS (serving the City of Franklin at Park Sites Owned by the City of Franklin) (cont.)				
Meadowlands Park	S3	15.0+/-	<ul style="list-style-type: none"> ■ A 1,156-foot wood-chip walking trail. ■ Wetland area. ■ Dog Station. ■ Two (2) Benches. ■ One (1) Garbage Can. 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ Provision of additional permanently anchored park benches as demand increases over the planning period. ■ Installation of all park signage, including signage relating to plant material and species identification, throughout the park. ■ Expansion and widening of the internal walkway/education trail to also serve the western portion of the park. ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
Ernie Lake Park <i>(unofficial name)</i>	S4	14.0+/-	<ul style="list-style-type: none"> ■ Two (2) Dog Stations. ■ Three (3) Park Benches. ■ Three (3) Garbage Cans. ■ One (1) Paved Walking Trail (3,777 feet). ■ Natural area consisting of wetlands which are a part of a constructed stormwater retention/water quality basin (also see Table 4.3). 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ Installation of all park signage, including signage relating to plant material and species identification, throughout the park. ■ Provision of outdoor fitness stations along the walking/education trail. ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
Mission Hills Neighborhood Wetlands <i>(located north of W. Church Street)</i>	S5	14.0+/-	<ul style="list-style-type: none"> ■ Natural area (also see Table 4.3). ■ Woodlands. ■ Wetlands. ■ One (1) Park Bench. ■ One (1) Garbage Can. ■ One (1) Grass Play Field. 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ Provision of additional permanently anchored park benches along the perimeter of the site. ■ Installation of all park signage, including signage relating to plant material and species identification, throughout the park. ■ Potential provision of a walkway/education trail. ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).

Table 6.1

EXISTING DEFICIENCIES & NEEDS OF EXISTING CITY-OWNED PARKS,
PLAYGROUNDS, & OTHER RECREATIONAL FACILITIES IN THE CITY: 2010 – 2030

PARK NAME	LOCATION (Map 4.1 Number)	AREA (acres)	EXISTING YEAR 2010 FACILITIES	DEFICIENCIES AND NEEDS TO SERVE NEW DEVELOPMENT TO 2030
Market Square <i>(formerly City Park #3 located in the "Village" of St. Martins)</i>	S6	0.5	<ul style="list-style-type: none"> ■ One (1) open air gazebo. ■ Small "village green" area. ■ One (1) Gazebo with Concrete Floor & Brick Walkway. ■ Seven (7) Picnic Tables. ■ One (1) Garbage Can. ■ 12 stall paved parking lot. 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
SPECIAL PARKS (serving the City of Franklin at Park Sites Owned by the City of Franklin) (cont.)				
Victory Creek	S7	84.6	<ul style="list-style-type: none"> ■ Natural Area. 	<p><i>The following are existing deficiencies:</i></p> <ul style="list-style-type: none"> ■ Provision of permanently anchored park benches. ■ Provision of a walking/education trail. ■ Installation of all necessary park/trail signage. ■ Linkage of the trail to the Milwaukee County recreation corridor/trail (see Map 7.1). ■ Continued maintenance of this facility over the planning period.

(a) Not measured here in acres.

Source: Meehan & Company, Inc. and the City of Franklin

Chapter 7

Identification of New Public Park, Open Space, Trail, and Outdoor Recreation Sites and Facilities: The Outdoor Recreation Plan

INTRODUCTION

This chapter of the Comprehensive Outdoor Recreation Plan (CORP) update presents both the site-related and the facilities-related park, open space, and outdoor recreation recommendations for the City of Franklin to the year 2030. This CORP update specifically addresses both existing and proposed Regional/Multi-Community, Community, Neighborhood, Mini, and Special Parks, open space sites, trails, and outdoor recreation facilities. It serves as the mechanism which links and integrates the preceding six chapters of the CORP update with the actual park and recreation development of the City.

This chapter, along with Chapter 10 titled "Plan Implementation," presents the *action program* for both park development and improvement for the short-term (about five years) and long-term (about 15 years -- to the year 2030). The development and improvement plans specified in this chapter are a direct response to the projected population growth anticipated for the City of Franklin to the year 2030 (see Chapter 2); the City's public outdoor recreation definitions, principles, goals, objectives, and standards (see Chapter 3); an inventory and examination of existing park and recreation facilities, service area delineations, and natural areas (see Chapter 4); the forecast outdoor recreation facility needs (see Chapter 5); and the identification of existing deficiencies in the quantity or quality of existing City-owned outdoor recreation facilities to serve new development (see Chapter 6). Chapter 8 presents a detailed needs analysis for the development of a community recreation center building. Chapter 9 presents capital cost estimates for the construction of various potential elements of the new outdoor recreation facilities as well as impact fees. Chapter 10 identifies the various plan implementation tools available to the City of Franklin to effectively implement the Comprehensive Outdoor Recreation Plan update.

Map 7.1 graphically presents the recommendations of the Comprehensive Outdoor Recreation Plan update for public parks, open space sites, and outdoor recreation facilities in the City of Franklin. Parks, open space sites, and outdoor recreation facilities under the jurisdiction, or potential jurisdiction, of the City of Franklin are indicated on Map 7.1 as well as those parks, open space sites, and outdoor recreation facilities under the jurisdiction of Milwaukee County and the Franklin Public School District. The plan for parks and open space under the jurisdiction of Milwaukee County is set forth in SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space*

Plan for Milwaukee County (Waukesha, WI: SEWRPC, November 1991). Map 7.1 also indicates the existing and proposed trails and recreation corridors presented in that Plan.

IDENTIFIED AND POTENTIAL IMPROVEMENTS TO EXISTING PARK, OPEN SPACE, AND OUTDOOR RECREATION SITES AND FACILITIES

The following is a description of the identified and potential improvements to the existing park, open space, and outdoor recreation sites and facilities in the City over the next five-year and 15-year periods. The list is broken down by park type: regional and multi-community level public outdoor recreation land (Regional/Multi-Community Parks); community level public outdoor recreation land (Community Parks); community level public outdoor recreation land (Community Playfields); neighborhood level public outdoor recreation land (Neighborhood Parks); neighborhood level public outdoor recreation land (Neighborhood Playgrounds), mini park level public outdoor recreation land (Mini Parks), and Special Parks.

Park Improvement Priority Levels

Each park is assigned a "priority level" from 1 to 3 based upon park use and the need to accomplish any desired planned improvements within the short-term (about five years) and long-term (about 15 years -- to the year 2030). Priority level 1 indicates a high priority park--that is, a need to investigate/accomplish any desired improvements within 1 to 2 years. Priority level 2 indicates a moderate priority park--that is, a need to investigate/accomplish any desired improvements within 2 to 5 years. Priority level 3 indicates a low priority park--that is, a need to accomplish desired improvements after the next 5 years. The City should also consider use of the Americans with Disabilities Act (ADA) compliance transition plan to assist with the overall priority implementation of the ADA compliance components of the Comprehensive Outdoor Recreation Plan update. Each of the park improvement priority levels also has corresponding operations and maintenance implications. These operations and maintenance implications need to be considered by both the City of Franklin Parks Commission and Common Council, both in their entirety as well as on an individual basis throughout the Comprehensive Outdoor Park Plan update's implementation.

Existing Regional and Multi-Community Parks

Root River Parkway: As stated earlier in Chapter 4, the Root River Parkway is an approximately 2,110-acre park (that portion located in the City of Franklin) owned by Milwaukee County. The Root River parkway generally extends in a north to south direction through the central portion of the City of Franklin along both sides of the Root River (see Map 7.1). The Root River Parkway also includes the Anderson Lake area (located north of W. Rawson Avenue and east of S. 68th Street). See Chapter 4

for a description of existing facilities and amenities in the Root River Parkway.

SEWRPC's Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* indicates continued provision of a variety of resource-oriented outdoor recreation facilities including trail facilities for bicycling, hiking, horseback riding, nature study, and ski touring within the Root River recreation corridor. In addition, SEWRPC Planning Report No. 132 also indicates the planned expansion of the Root River Parkway in the City of Franklin (see Map 7.1).

Since this site is not under the control of the City of Franklin, recommendations regarding improvements to this site are typically not included in the Comprehensive Outdoor Recreation Plan update.

However, the City of Franklin does continue to support Milwaukee County's continued maintenance of the Root River Parkway as a regional park, and expansion of the Root River Parkway and extension of the Oak Leaf Trail southward and eastward to the Town of Raymond and the City of Oak Creek, as generally set forth in the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and the 2009 City of Franklin Comprehensive Master Plan. As such, these recommendations are reflected in this CORP update.

It is important to note that Elm Road Woods is located west of S. 27th Street, south of W. Elm Road, and east of the Root River Parkway, in U.S. Public Land Survey Section 36. This tract of woodlands is a Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated Isolated Natural Resource Area. See Table 4.3 for more details. The SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* recommends Milwaukee County acquire this property as part of the Root River Parkway. As such, this recommendation is reflected in this CORP update. However, this property is also located within the City of Franklin 27th Street Corridor Plan and is therein recommended for mixed-use office development.

Therefore, it is recommended Milwaukee County purchase only the portion of Elm Road Woods encompassing the SEWRPC Isolated Natural Resource Feature, leaving the remainder of the property for development consistent with the City of Franklin 27th Street Corridor Plan.

Since these sites are not under the control of the City of Franklin and serve a regional population, they have not been assigned a priority level.

Whitnall Park: As stated earlier in Chapter 4, Whitnall Park is a 640.1-acre major park site owned by Milwaukee County and located partially in the City of Franklin (388 acres), and partially in the Village

of Hales Corners. Whitnall Park is located south of W. Grange Avenue, north of W. Rawson Avenue, east of STH 100 and west of S. 76th Street. Whitnall Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Whitnall North Planning Area. See Chapter 4 for a description of the existing facilities and amenities at Whitnall Park.

SEWRPC's Community Assistance Planning Report No. 132 titled A Park and Open Space Plan for Milwaukee County indicates continued maintenance and improvement of the park as necessary. In addition, SEWRPC Planning Report No. 132 indicates an expansion of Whitnall Park to include Monastery Lake located south of W. Rawson Avenue and other lands southwest of S. Lovers Lane Road (US 45/STH 100) in the City of Franklin (also see Map 7.1).

Since this park is not under the control of the City of Franklin, recommendations regarding improvements to this park are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin does generally support Milwaukee County's continued maintenance of Whitnall Park as a regional park, and expansion of the park to the south and southwest, as generally set forth in the 1991 SEWRPC Planning Report No. 132 and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, these recommendations are reflected in this CORP Update.

Since this park is not under the control of the City of Franklin and serves a regional population, it has not been assigned a priority level.

Oakwood Park and Golf Course: As stated earlier in Chapter 4, Oakwood Park and Golf Course is a 278.3-acre regional park owned by Milwaukee County and located adjacent to the Root River Parkway in the southern, more rural area of the City (see Map 7.1). Oakwood Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Oakwood Park Planning District. The natural area at Oakwood Park and Golf Course consists of a small dry-mesic oak woods of moderate quality, with a large population of black haw, a State-designated special concern species. See Chapter 4 for a description of the existing facilities and amenities at Oakwood Park and Golf Course.

SEWRPC Community Assistance Planning Report No. 132 titled A Park and Open Space Plan for Milwaukee County recommends this park be expanded to encompass approximately 1,710 acres of additional lands located within the Root River Parkway, including about 1,400 acres owned by the County and about 310 acres proposed for County acquisition and located south of the existing Oakwood Park area. Under the adopted Root River Watershed and Area-wide Water Quality Management Plans, it is recommended that a 660-acre lake, known as Oakwood Lake, be constructed on these parkway lands near the confluence of the north branch of the Root River and the Root River Canal. Oakwood Lake would be used for recreation and stormwater drainage low-flow augmentation purposes.

SEWRPC Planning Report No. 132 also recommends, after construction of the multi-purpose reservoir, that swimming, camping, picnicking facilities, and the necessary support facilities be provided by the Wisconsin Department of Natural Resources (DNR). The County Board has requested that the DNR operate the proposed Oakwood regional park site as a State facility. The SEWRPC plan for the County suggests that Milwaukee County be responsible for the completion of the acquisition of additional lands necessary for the park site, and the DNR be responsible for the construction of Oakwood Lake and the provision of related recreational facilities.

Since this park is not under the control of the City of Franklin, City recommendations regarding improvements to this park are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin does generally support Milwaukee County's development of Oakwood Park as a regional park, and the expansion of the park and associated Root River Parkway, as generally set forth in the 1991 SEWRPC Planning Report No. 132, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and the 2009 City of Franklin Comprehensive Master Plan. As such, these recommendations are reflected in this CORP update.

Since this park is not under the control of the City of Franklin and serves a regional population, it has not been assigned a priority level.

Milwaukee County Sports Complex: As stated earlier in Chapter 4, the Milwaukee County Sports Complex is an approximate 132+/-acre regional public park owned by Milwaukee County. The Milwaukee County Sports Complex is located at the intersection of S. 60th Street and W. Ryan Road (STH 100) (6000 W. Ryan Road) in the southeast quadrant of the City of Franklin (see Map 7.1). The Milwaukee County Sports Complex is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Froemming Park Planning District. See Chapter 4 for a description of the existing facilities and amenities at this site.

Plans prepared for the Milwaukee County Sports Complex include the addition of 17 more outdoor soccer fields and additional off-street parking.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin does generally support Milwaukee County's continued maintenance of the Milwaukee County Sport Complex as a regional park as set forth in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update. In addition, it can be noted that in 2010, City of Franklin and Milwaukee County representatives were meeting to discuss the possibility of updating, clarifying, and expanding the acceptable uses of this site. It is envisioned that any such changes, when approved by all affected parties, would be incorporated by reference into this CORP update.

Since this site is not under the control of the City of Franklin and serves a regional population, it has not been assigned a priority level.

Grobschmidt Park: As stated earlier in Chapter 4, Grobschmidt Park is a 155-acre undeveloped multi-community public park site located partially in the City of Franklin (143 acres), owned by Milwaukee County, and located south of W. College Avenue, north of W. Tumblecreek Drive, east of S. 51st Street, and west of, and contiguous to, S. 35th Street (see Map 7.1). The northwest corner of the park is partially in the Village of Greendale. Grobschmidt Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Xaverian Neighborhood. Grobschmidt Park contains 80 acres of land consisting of a combination of moderate quality deep and shallow marsh, sedge meadow, shrub-carr, and disturbed dry-mesic woods as well as a restored prairie (also see Table 4.3 for further information on its "Natural Area" classification). See Chapter 4 for a description of the existing facilities and amenities provided at this park.

The SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* recommends facility development including provision of picnic areas; playfields; hiking and nature trails; community park facilities, such as ball diamonds and tennis courts; and necessary support facilities.

The Xaverian Neighborhood plan of the City of Franklin 1992 Comprehensive Master Plan also indicates Grobschmidt Park as a community park.

Since this park is not under the control of the City of Franklin, City recommendations regarding improvements to this park are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin does generally support Milwaukee County's development of Grobschmidt Park as a multi-community park as generally recommended in the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this park is not under the control of the City of Franklin and serves a regional population, it has not been assigned a priority level.

Franklin Park: As stated earlier in Chapter 4, Franklin Park is a 164.6-acre undeveloped multi-community public park owned by Milwaukee County located north of, and contiguous to, W. Oakwood Road, approximately one mile east of S. 112th Street and one mile west of S. 92nd Street (see Map 7.1). Franklin Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Willow Edge Planning District. No facilities existed at Franklin Park in the year 2010. The wooded portion of Franklin Park is a former oak savanna, but only the north portion of the

wooded area retains this character. In the north portion of the wooded area there are large, scattered, open-grown bur oaks, but the understory consists mainly of weeds, with a few prairie species persisting. The south portion of the wooded area has degraded further into a dense shrub land. According to the Southeastern Wisconsin Regional Planning Commission (SEWRPC), the wooded portion of Franklin Park, especially the north portion, would be a prime candidate for oak savanna restoration. In addition, this site has also been identified as the Franklin Savanna State Natural Area (see Table 4.3 for more information).

According to the 2025 Comprehensive Master Plan, the woodlands in Franklin Park consist of large, scattered bur oaks, and several oak savanna/prairie species still remain in the understory. An intense restoration of this site is being conducted by the Friends of Milwaukee County Parks in conjunction with the Natural Resources Foundation. Assistance has also been provided by the Milwaukee Area Land Conservancy and the Friends of Franklin Parks.

The SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* recommends facility development including the provision of picnic areas; playfields; hiking and nature trails; community park facilities, such as ball diamonds and tennis courts; necessary support facilities; and special day camp facilities designed to promote participation in musical and other cultural activities, including such facilities as an amphitheater. It should be noted that while this plan has been adopted by Milwaukee County, it is nearly 20 years old. An update of this plan is currently under preparation by Milwaukee County and the Southeastern Wisconsin Regional Planning Commission.

Since this park is not under the control of the City of Franklin, detailed City recommendations regarding improvements to this park are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin does support development of Franklin Park as a multi-community public park as generally recommended in the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and the 2009 City of Franklin Comprehensive Master Plan. As such, this recommendation is reflected in this CORP update. In addition, Chapter 3 and Appendix I of the Comprehensive Master Plan recommend the acquisition and development of additional park lands within the southwestern portion of the City adjacent to Franklin Park. More information on this proposal is set forth in the Recommended and Planned New Public Parks section of this chapter.

Since this park is not under the control of the City of Franklin and serves a regional population, it has not been assigned a priority level.

Crystal Ridge: As stated earlier in Chapter 4, Crystal Ridge is a 92+/- acre regional private park located on land owned by Milwaukee County and leased to a private entity. Crystal Ridge is located along Crystal Ridge Drive near the intersection of W. Loomis Road (STH 36) and W. Rawson Avenue

in the northern area of the City (see Map 7.1). Crystal Ridge is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Crystal Ridge Planning District. See Chapter 4 for a description of the existing facilities and amenities at this site.

The City of Franklin's 1992 Comprehensive Master Plan recommends that Crystal Ridge Park be retained as a park.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin does generally support Milwaukee County's continued development of Crystal Ridge as a regional park as generally recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update. In addition, it can be noted that in 2009 - 2010, City of Franklin and Milwaukee County representatives were meeting to discuss the possibility of the joint preparation of an End Use Plan for the Crystal Ridge site. Milwaukee County provided the City of Franklin with a conceptual End Use Plan to begin this joint effort. The conceptual End Use Plan provided a potential layout for all anticipated future recreational uses which could occur on the subject property. Additional recreational opportunities such as athletic fields, a boat launch for non-motorized watercraft, an extension of the Oak Leaf Trail, a playground, and a pavilion were shown on the Conceptual End Use Plan. It is envisioned that any such changes, when approved by all affected parties, would be incorporated by reference into this CORP update.

Since this site is not under the control of the City of Franklin and serves a regional population, it has not been assigned a priority level.

Existing Community Level Public Outdoor Recreation Land (Community Parks at Park Sites)

Lion's Legend Park: As stated earlier in Chapter 4, Lion's Legend Park is a 38+/- acre community level park owned by the City of Franklin and located on the east side of W. Loomis Road (STH 36) east of the intersection of W. Loomis Road (STH 36) and W. Drexel Avenue (see Map 7.1). Lion's Legend Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Civic Center Planning District and has been developed in two phases. See Chapter 4 for a description of the existing facilities and amenities at this park.

In accord with the recommendations of 2002 City of Franklin Comprehensive Outdoor Recreation Plan, this Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for Lion's Legend Park Phases 1 and 2 (these recommendations reflect those improvements proposed in the 2002 CORP which have not yet been implemented):

- Two (2) bicycle racks located on east side of park (for pavilion and bandstand areas).
- Ice-skating area (about 0.35-acre needed).
- Continued maintenance of this facility and wetlands over the planning period.
- Development of a pre-school play area on the northeast side of the park in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.
- Continued maintenance, and possible expansion, of the Historic Village area. This may include additional historical exhibits, structures, and/or programs.

Park development has a priority level of 1.



Lions Legend Park

Froemming Park: As stated earlier in Chapter 4, Froemming Park is a 16.25-acre park site owned by Milwaukee County and located on the west side of S. 51st Street south of W. Puetz Road, and one-half mile north of W. Ryan Road (STH 100) (see Map 7.1). Froemming Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Froemming Park Planning District. See Chapter 4 for a description of existing facilities and amenities at this park.

The SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* does not recommend any additional facility development or expansion of this park.

Since this park is not under the control of the City of Franklin, City recommendations regarding improvements to this park are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin does generally support Milwaukee County's continued maintenance of Froemming Park as a community park as generally set forth in the 1991 SEWRPC Planning Report No. 132 and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update. Furthermore, during 2010, interest has

been expressed by various Franklin citizens about the possibility of additional outdoor recreation related development within or immediately adjacent to Froemming Park for a variety of ballfields, playfields, and associated uses. In addition, a petition was submitted by the Citizens for Community Development for inclusion into the public record of the public hearing held on this CORP update. The petition, which was signed by over 400 individuals, was to indicate support of the sports complex proposal referenced above.

It is envisioned that any such changes, when approved by all affected parties, would be incorporated by reference into this CORP update.

Since this park is not under the control of the City of Franklin, it has not been assigned a priority level.

Existing Community Level Public Outdoor Recreation Land (Playfields at Middle School or High School Sites)

Franklin High School: As stated earlier in Chapter 4, the Franklin High School occupies a 76.92-acre site near the southeast corner of the intersection of S. 51st Street and W. Drexel Avenue (8222 S. 51st Street) (see Map 7.1). Franklin High School is owned by the Franklin Public School District. Franklin High School is located within the northwest corner of the City of Franklin's 1992 Comprehensive Master Plan-delineated Hunting Park Neighborhood. See Chapter 4 for a description of existing facilities and amenities at this site.

Current and previous plans have not identified any additional development at this site.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin generally supports the Franklin Public School District's continued maintenance of the Franklin High School as a community level playfield as generally set forth in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update. Furthermore, interest has long been expressed by various Franklin citizens about the possibility of additional outdoor recreation related development at this school site. It can also be noted that the Franklin Public School District has for a number of years been investigating the possibility of building a new high school, with potentially significant ramifications to the existing high school. It is envisioned that any such changes, when approved by all affected parties, would be incorporated by reference into this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Forest Park Middle School and Franklin Public Schools District Office: As stated earlier in Chapter 4, the Forest Park Middle School and the Franklin Public Schools District Office occupy a 40-acre site south of the W. Forest Hill Avenue and west of S. 76th Street (8225 W. Forest Hill Avenue) (see Map

7.1). Forest Park Middle School and the Franklin Public Schools District Office are owned by the Franklin Public School District. These facilities are located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Forest Hills Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this site.

The Forest Hills Neighborhood plan of the City of Franklin's 1992 Comprehensive Master Plan calls for the development of a neighborhood park site located west of and contiguous to the Forest Park Middle School. The 1991 adopted *A Park and Open Space Plan for Milwaukee County* also recommends a neighborhood park in the Forest Hills Neighborhood. However, significant urban development has already take place in the Forest Hills Neighborhood resulting in a lack of suitable vacant land to accommodate a new neighborhood park.

Therefore, Staff recommends the City of Franklin work closely with the Franklin School District to jointly provide neighborhood park facilities at the approximately eleven (11) acre community playfield at Forest Park Middle School. Furthermore, staff recommends the development of a cooperative sharing agreement between the City of Franklin and the Franklin School District to pay for future improvements to the Forest Hills Neighborhood Park/ Forest Park Middle School.

In general, the planned development of the Forest Hills Neighborhood Park includes facilities similar to those typically provided by a neighborhood park as defined in Chapter 3, Table 3.5. It is also important for the Forest Hills Neighborhood Park not to duplicate recreational facilities already offered at Forest Park Middle School. See the Forest Hills Neighborhood Park section of Chapter 7 for details regarding potential improvements for the Forest Hills Neighborhood Park.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Existing Neighborhood Level Public Outdoor Recreation Land (Neighborhood Parks at Park Sites)

St. Martins (Robinwood) Neighborhood Park: As stated earlier in Chapter 4, the St. Martins (Robinwood) Neighborhood Park occupies a 19.2-acre site owned by Milwaukee County (currently leased to Franklin Public School District) and is located between W. Robinwood Lane and W. Allwood Drive south of W. Church Street. (see Map 7.1) St. Martins (Robinwood) Neighborhood Park is within the central portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this site.

The Mission Hills Neighborhood plan of the City of Franklin 1992 Comprehensive Master Plan calls for the continued development and completion of this existing neighborhood park site located

contiguous to Robinwood Elementary School. For instance, the park pavilion building is not open to the public and, therefore, is of little use. SEWRPC Planning Report No. 132 also recommends that this neighborhood park continue as a park during the planning period.

Since this park is not under the control of the City of Franklin, City recommendations regarding other improvements to this park are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports development of the St. Martins Neighborhood Park as a neighborhood park as generally recommended in the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Pleasant View Neighborhood Park: As stated earlier in Chapter 4, the Pleasant View Neighborhood Park occupies an undeveloped 24-acre site owned by the City of Franklin and is located on the south side of and abutting Pleasant View Elementary School between W. Marquette Avenue and W. Drexel Avenue (see Map 7.1). Pleasant View Neighborhood Park is in the southwestern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Pleasant View Neighborhood.

The Pleasant View Neighborhood plan of the City of Franklin 1992 Comprehensive Master Plan calls for the development of a neighborhood park site at the Pleasant View Neighborhood Park site. SEWRPC Planning Report No. 132 also recommends a neighborhood park in this neighborhood. A trail system is planned for this neighborhood which would extend along the existing waterway linking various portions of the neighborhood to the park and open space areas. Other active recreational facilities are provided by Pleasant View Elementary School (see discussion regarding the recreational facilities located at the adjoining Pleasant View Elementary School).



Pleasant View School/Pleasant View Park/Victory Creek Park

In accord with the recommendations of the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and the 2009 City of Franklin Comprehensive Master Plan, this Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the Pleasant View

Neighborhood Park (these recommendations were first detailed in the 2002 CORP):

- Obtain an agreement between Franklin Public School District and the City of Franklin regarding how and where the Pleasant View Elementary School and the Pleasant View Neighborhood Park are to be linked with pedestrian trails and/or vehicular access.
- Preparation of a detailed landscape plan for the entire park site.
- Grading of the park for level playing fields.
- Four (4) basketball goals (about 0.28-acre needed).
- One (1) baseball diamond (about 4.5 acres needed) with backstop and bleachers.
- Playfield (about 1.65-acres needed).
- Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.
- Three (3) tennis courts (unlighted, about 0.96-acre needed).
- One (1) sand volleyball court.
- Ice-skating area (about 0.35-acre needed).
- Provision of an enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain area).
- Passive (picnicking, etc.) and other recreation area (1.32 acres needed).
- Installation of landscape plant materials in areas located outside of the playfield areas.
- Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.
- Provision of hard-surfaced, paved off-street parking which is clearly marked and lighted.
- Installation of all park signage.
- Provision of a walking/education trail.
- Provision of outdoor fitness stations along the walking/education trail.
- Linkage of the park to the abutting elementary school.
- Installation of an 80-foot wide collector street with paving and improvements to service Pleasant View Park.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.
- Continued maintenance of any 100-year recurrence interval floodplain over the planning period.

Please reference Figure 7.1 from the 2002 City of Franklin Comprehensive Outdoor Recreation Plan

which graphically illustrates a "Site Concept Plan" for Pleasant View Neighborhood Park.

Park development has a priority level of 1.

Jack E. Workman Neighborhood Park: As stated earlier in Chapter 4, the Jack E. Workman Neighborhood Park occupies a developed 12.5+/- acre site owned by the City of Franklin on the north side of W. Forest Hill Drive between S. Lakeview Drive on the west and S. 36th Street on the east (see Map 7.1). The Jack E. Workman Neighborhood Park is in the City of Franklin's 1992 Comprehensive Master Plan-delineated Hunting Park Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

The Hunting Park Neighborhood plan of the City of Franklin 1992 Comprehensive Master Plan calls for the development of a neighborhood park site somewhat centrally located within the neighborhood in conjunction with a planned elementary school site. SEWRPC Planning Report No. 132 also recommends a neighborhood park in this neighborhood.

In accord with the recommendations set forth in the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan this Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the Jack E. Workman Neighborhood Park (these recommendations reflect those improvements proposed in the 2002 CORP which have not yet been implemented):

- One (1) tennis courts (unlighted, about 0.32-acre needed).
- Ice-skating area (about 0.35-acre needed).
- Provision of additional park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.
- Provision of outdoor fitness stations along the walking/education trail.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Park development has a priority level of 1.

Southwood Glen Neighborhood Park (County Park Site #59): As stated earlier in Chapter 4, the Southwood Glen Neighborhood Park (County Park Site #59) occupies a 8.9-acre site owned by Milwaukee County (currently leased to Franklin Public School District) and located between S. 35th Street and S. 33rd Street north of W. Southwood Drive (see Map 7.1). Southwood Glen Neighborhood Park abuts and is north of the Southwood Glen Elementary School. Southwood Glen Neighborhood Park is in the eastern portion of the City of Franklin's 1992 Comprehensive Master

Plan-delineated Southwood Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

The Southwood Neighborhood plan of the City of Franklin 1992 Comprehensive Master Plan calls for the development of a neighborhood park site at this location in conjunction with the Southwood Glen Elementary School site. SEWRPC Planning Report No. 132 also recommends a neighborhood park in this general location.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports development of the Southwood Glen Neighborhood Park as a neighborhood park as generally recommended in the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, and in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Christine Rathke Memorial Park (formerly Quarry View Park): As stated earlier in Chapter 4, Christine Rathke Memorial Park is a 6.5-acre neighborhood public/private park site located on the east side of S. 68th Street north of Robinwood Lane and about 800 feet north of W. Drexel Avenue (see Map 7.1). Christine Rathke Memorial Park is owned by Payne & Dolan and leased to the City of Franklin for 40 years beginning in 1991. Christine Rathke Memorial Park is located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Orchard View Planning Area. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

Under the Orchard View Planning Area plan of the City of Franklin's 1992 Comprehensive Master Plan, the existing small 6.5--acre Quarry View Park was intended to be only a temporary mini park. The Orchard View Planning Area plan of the City of Franklin's 1992 Comprehensive Master Plan indicates the development of a full neighborhood-sized park site developed with, and contiguous to, a planned elementary school site located in the eastern portion of the planning area. This will fulfill neighborhood park needs, in part, for the abutting Quarry View Planning District to the east and the northerly abutting Koepmier Lake Planning District, St. Peter's View Planning District, and St. Paul Planning Area of the 1992 Comprehensive Master Plan.

Current and previous plans have not identified any additional development at this site.

Since this park is located on privately-owned land only leased to the City of Franklin and not under the permanent control of the City of Franklin, recommendations regarding improvements to this facility are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City

of Franklin supports continued maintenance of the Christine Rathke Memorial Park as a neighborhood park as generally recommended in the 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. In addition, as generally consistent with the 1992 City of Franklin Comprehensive Master Plan and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, it is recommended that the City seek permanent and exclusive ownership of this park as well as such adjoining lands in order to accommodate a full-sized neighborhood park meeting the minimum land area requirements set forth in Chapter 3. As such, these recommendations are reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Existing Neighborhood Level Public Outdoor Recreation Land (Playgrounds at Elementary School Sites)

Pleasant View Elementary School: As stated earlier in Chapter 4, the Pleasant View Elementary School occupies a 15-acre site and is owned by Franklin Public School District. Pleasant View Elementary School is located on the north side of Pleasant View Park between W. Marquette Avenue and W. Drexel Avenue (4601 W. Marquette Avenue) (see Map 7.1). Pleasant View Elementary School is in the southwestern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Pleasant View Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this site.

Current and previous plans have not identified any additional development at this site.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports maintenance of Pleasant View Elementary School as a neighborhood playground as recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Ben Franklin Elementary School: As stated earlier in Chapter 4, the Ben Franklin Elementary School occupies a 7.94-acre site located on the southeast corner of S. 83rd Street south of W. Southview Drive (7620 S. 83rd Street) (see Map 4.1). Ben Franklin Elementary School is owned by Franklin Public School District. Ben Franklin School abuts an undeveloped 4.52-acre parcel of land that was formerly known as County Park Site #64 (or Tuckaway Green Valley Park). This property is also owned by the Franklin School District. Ben Franklin Elementary School is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Green Valley Neighborhood. See Chapter 4

for a description of the existing facilities and amenities provided at this site.

Current and previous plans have not identified any additional development at this site.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports maintenance of Ben Franklin Elementary School as a neighborhood playground as recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Country Dale Elementary School: As stated earlier in Chapter 4, the Country Dale Elementary School occupies a 9.26-acre site north of St. Martins Road between W. Forest Home Avenue and North Cape Road (7380 S. North Cape Road) (see Map 7.1). Country Dale Elementary School is owned by Franklin Public School District. Country Dale Elementary School is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Hales Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this site.

Current and previous plans have not identified any additional development at this site.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports maintenance of Country Dale Elementary School as a neighborhood playground as recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Southwood Glen Elementary School: As stated earlier in Chapter 4, the Southwood Glen Elementary School occupies an 8.89-acre site and is owned by Franklin Public School District. Southwood Glen Elementary School is located between S. 35th Street and S. 33rd Street north of W. Southwood Drive (9090 S. 35th Street) (see Map 7.1). The Southwood Glen Elementary School abuts the Southwood Glen Neighborhood Park (County Park Site #59). The Southwood Glen Elementary School is in the eastern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Southwood Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this site.

Current and previous plans have not identified any additional development at this site.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports maintenance of Southwood Glen Elementary School as a neighborhood playground as recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Robinwood Elementary School: As stated earlier in Chapter 4, the Robinwood Elementary School occupies a 8.64-acre site and is owned by Franklin Public School District. Robinwood Elementary School is located between W. Robinwood Lane and W. Allwood Drive south of Church Street and west of S. Chapel Hill Drive (10705 W. Robinwood Lane) (see Map 7.1). Robinwood Elementary School is in the central portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this site.

Current and previous plans have not identified any additional development at this site.

Since this site is not under the control of the City of Franklin, City recommendations regarding improvements to this site are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports maintenance of Robinwood Elementary School as a neighborhood playground as recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Existing Mini Park Level Outdoor Recreation Land (Mini Parks)

Lions Baseball Field (formerly Ollie Pederson Field): As stated earlier in Chapter 4, Lions Baseball Field is a 9.4+/- acre park owned by the City of Franklin located at the south terminus of and east of S. 80th Street south of the intersection of S. 80th Street and W. Ryan Road (STH 100) (see Map 7.1). Lions Baseball Field is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Willow Edge Rural Planning District. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

This Comprehensive Outdoor Recreation Plan update does not propose any additional improvements for Lions Baseball Field.

However, the City of Franklin recommends continued maintenance of the Lions Baseball Field as a mini park as generally recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan.

In addition, it can be noted that during 2010, the City began discussion of the possibility of redevelopment of this site as a staging area for the removal and destruction of Ash trees within public right-of-ways as part of its plan to combat the Emerald Ash Borer infestation. It is envisioned that any such changes, when approved by all affected parties, would be incorporated by reference into this CORP update.

Cascade Creek Park (City Park #4): As stated earlier in Chapter 4, Cascade Creek Park (City Park #4) is a 9+/- acre undeveloped park owned by the City of Franklin which occupies a 9+/- acre site about 150 feet south of the intersection of S. 60th Street and W. Cascade Drive (see Map 7.1). Cascade Creek Park (City Park #4) is in the southwest corner of the City of Franklin's 1992 Comprehensive Master Plan-delineated Root River Planning Area. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

Due to the fact that almost the entire park is located within the 100-year recurrence interval floodplain of a tributary of the Root River (and is zoned in the FW Floodway District), the development potential of the park is significantly limited to open space uses which do not include any structures. Consistent with the 2002 Comprehensive Outdoor Recreation Plan, this CORP update identifies the following potential additional improvements for Cascade Creek Park (City Park #4):

- Ice-skating area *without* fencing or any other structures (about 0.35-acre needed).
- Provision of adequate, paved, clearly marked 8-space off-street parking.
- Installation of walking/education trail park signage (outside of all 100-year recurrence interval floodplain areas).
- Provision of a walking/education trail.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.
- Continued maintenance of the 100-year recurrence interval floodplain over the planning period.

Park development has a priority level of 2.

Friendship Park (formerly City Park #1--Sharon and Anita Park): As stated earlier in Chapter 4, Friendship Park (formerly City Park #1--Sharon and Anita Park) is a 1.58-acre park owned by the City of Franklin located between W. Sharon Lane and W. Anita Lane east of S. 39th Street and west of S. 34th Street (see Map 7.1). Friendship Park is located in the City of Franklin's 1992 Comprehensive

Master Plan-delineated Hunting Park Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

This Comprehensive Outdoor Recreation Plan update does not propose any additional improvements for Friendship Park. However, the City of Franklin recommends continued maintenance of Friendship Park as a mini park as generally recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan.

Glenn Meadows Park (formerly City Park #2--35th Street Park): As stated earlier in Chapter 4, Glenn Meadows Park (formerly City Park #2--35th Street Park) occupies a 1-acre site owned by the City of Franklin on the north side of W. Madison Boulevard between S. 36th Street and S. 37th Street (see Map 7.1). Power lines traverse the site in a north-south direction. Glenn Meadows Park is in the eastern portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Pleasant View Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

This Comprehensive Outdoor Recreation Plan update does not propose any additional improvements for Glenn Meadows Park. However, the City of Franklin recommends continued maintenance of Glenn Meadows Park as a mini park as generally recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan.

Dr. Lynette Fox Memorial Park: Dr. Lynette Fox Memorial Park, which was acquired and developed by the City of Franklin in 2007, occupies a 0.42-acre site located at 6860 South Harvard Drive (see Map 4.1). See Chapter 4 for a description of the existing facilities and amenities provided at this park.

This Comprehensive Outdoor Recreation Plan update does not propose any additional improvements for Dr. Lynette Fox Memorial Park. However, the City of Franklin recommends continued maintenance of Dr. Lynette Fox Memorial Park as a mini park.

Ken Windl Park: Ken Windl Park is a redevelopment of the former City of Franklin Fire Station No. 2. The City of Franklin owned park occupies a 2.54 acre site located at 11654 West Rawson Avenue (see Map 4.1). Park development at Ken Windl Park began in 2004. In 2005, the City increased the size of the park by one acre by leasing property adjacent to the park owned by WE Energies. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements for Ken Windl Park:

- One (1) tennis court or volleyball court.

Park development has a priority level of 2.

Existing Special Parks

Rainbow Airport Park: As stated earlier in Chapter 4, Rainbow Airport Park is a 56+/- acre undeveloped site owned by Milwaukee County located on the east side of S. 76th Street about 2,000 feet south of STH 100 (Ryan Road) (see Map 7.1). Rainbow Airport Park is located in the east central portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Willow Edge Planning District.

It can be noted that Milwaukee County continues to manage Rainbow Airport Park as a natural area. According to the *Milwaukee County Parks & UW Extension Trails and Natural Areas 2009 Annual Report*, activities at Rainbow Airport included, "Invasive species control, continued work on Youth Campground installation, natural resource inventories, seed collection day with volunteers, and a prescribed burn at the Rainbow Airport Prairie."

Since this park is not under the control of the City of Franklin, recommendations regarding improvements to this park are typically not included in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports continued use of this site for natural resource restoration and mitigation activities. As such, this recommendation is reflected in this CORP update.

Since this park is not under the control of the City of Franklin and serves a regional population, it has not been assigned a priority level.

Franklin Woods Nature Center (formerly Camp Arthur Davidson): As stated earlier in Chapter 4, Franklin Woods Nature Center is a 40-acre park site owned by the City of Franklin located immediately southwest of the intersection W. Puetz Road and S. 35th Street (see Map 7.1). Franklin Woods Nature Center is situated along the headwaters of Oak Creek, and contains a natural area that consists of mature dry-mesic hardwoods, lowland hardwoods, and stands of younger growth. The rich and diverse flora includes black haw, a State-designated special concern species.

Although the Franklin Woods Nature Center is classified as a Special Park, it also contains active recreational facilities -- such as play structures, a playfield, a picnic area, etc. -- which are amenities that would typically be found within a community, neighborhood, and/or mini park. Franklin Woods Nature Center is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Southwood Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

Due to its rich abundance of natural resource features, this park is planned under the City of Franklin's Comprehensive Master Plan to remain a natural area and a Special Park. No additional active recreational facilities, other than those noted below, are planned to be accommodated at the Franklin Woods Nature Center due to their potential adverse effects on the natural area.

Consistent with the 2002 Comprehensive Outdoor Recreation Plan, this CORP update identifies the following potential additional improvements for the Franklin Woods Nature Center:

- Provision of an enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements.
- Provision of lighting for the paved off-street parking lot.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility and wooded areas of the park over the planning period.

Park development has a priority level of 3.

Franklin Little League Complex: As stated earlier in Chapter 4, the Franklin Little League Complex is 25.71-acre park owned by Milwaukee County and leased to a private entity located on the east side of S. 76th Street south of the intersection with W. Puetz Road (see Map 7.1). The Franklin Little League Complex is located in the southwest portion of the City of Franklin's 1992 Comprehensive Master Plan-delineated Willow Edge Planning District. See Chapter 4 for a description of the existing facilities and amenities provided at this site.

Current and previous plans have not identified any additional development at this site.

Since this site is not under the control of the City of Franklin, recommendations regarding improvements to this site are typically not set forth in the Comprehensive Outdoor Recreation Plan update.

However, the City of Franklin supports maintenance of the Franklin Little League Complex as a special park as recommended in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and that at least limited field access be made available to the general public. As such, this recommendation is reflected in this CORP update.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Meadowlands Park: As stated earlier in Chapter 4, Meadowlands Park is a 15+/- acre special park owned by the City of Franklin located near the intersection of S. 84th Street and W. Elm Court between W. Elm Court and W. Redwing Drive and also west of W. Redwing Drive south of W. Elm Court (see Map 7.1). Meadowlands Park is in the City of Franklin's 1992 Comprehensive Master Plan-delineated Woodview Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

Consistent with the 2002 Comprehensive Outdoor Recreation Plan, this CORP update identifies the following potential additional improvements for the Meadowlands Park:

- Provision of additional permanently anchored park benches as demand increases over the planning period.
- Installation of all park signage, including signage relating to plant material and species identification, throughout the park.
- Expansion and widening of the internal walkway/education trail to also serve the western portion of the park.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility and wooded and wetland areas of the park over the planning period.

Park development has a priority level of 2.

Ernie Lake Park (unofficial name): As stated earlier in Chapter 4, Ernie Lake Park (unofficial name) is a 14+/- acre undeveloped special park owned by the City of Franklin located between S. Scepter Drive on the east and S. Chapel Hill Drive on the west and north of W. Beacon Hill Drive and south of W. Church Street (see Map 7.1). Ernie Lake Park is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood. See Chapter 4 for a description of the existing facilities and amenities provided at this park.

The Mission Hills Neighborhood plan of the adopted City of Franklin 1992 Comprehensive Master Plan calls for this park to be designated as a Special Park.

Consistent with the 2002 Comprehensive Outdoor Recreation Plan, this CORP update identifies the following potential additional improvements for the Ernie Lake Park:

- Installation of all park signage, including signage relating to plant material and species identification, throughout the park.
- Provision of outdoor fitness stations along the walking/education trail.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility and wooded and wetland areas of the park over the planning period.

Park development has a priority level of 1.

Mission Hills Neighborhood Wetlands: As stated earlier in Chapter 4, the Mission Hills Neighborhood Wetlands is a 14+/- acre undeveloped special park owned by the City of Franklin located on the north side of W. Church Street at its intersection with S. Chapel Hill Drive (see Map 7.1). The Mission Hills Neighborhood Wetlands is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood. See Chapter 4 for a description of the existing facilities and amenities within this park.

The Mission Hills Neighborhood plan of the City of Franklin 1992 Comprehensive Master Plan calls for this park to be designated as a "Special Park."

Consistent with the 2002 Comprehensive Outdoor Recreation Plan, this CORP update identifies the following potential additional improvements for the Mission Hills Neighborhood Wetlands:

- Provision of additional permanently anchored park benches along the perimeter of the site.
- Installation of all park signage, including signage relating to plant material and species identification, throughout the park.
- Potential provision of a walkway/education trail.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility and wooded and wetland areas of the park over the planning period.

Park development has a priority level of 2.

Market Square (formerly City Park #3 in St. Martins): As stated earlier in Chapter 4, Market Square (formerly City Park #3 in St. Martins) is a 0.5-acre special park owned by the City of Franklin located in the "Village" of St. Martins at the north corner of the intersection of Church Street and Franklin Street about one block north of St. Martins Road (CTH MM) (see Map 7.1). Market Square is located in the City of Franklin's 1992 Comprehensive Master Plan-delineated Mission Hills Neighborhood and St. Martins Planning District. See Chapter 4 for a description of the existing facilities and amenities at this park.

The Village of St. Martins Planning District plan of the City of Franklin 1992 Comprehensive Master Plan calls for this park to be designated as a "village green."

Consistent with the 2002 Comprehensive Outdoor Recreation Plan, this CORP update identifies the following potential additional improvements for the Market Square:

- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Park development has a priority level of 2.

Victory Creek Park: As stated earlier in Chapter 4, Victory Creek Park is a 84.6 acre undeveloped special park owned by the City of Franklin located east of Pleasant View Neighborhood Park and west of South 38th Street in U.S. Public Land Survey Sections 11 and 12. (In this CORP update, a 5.7-acre park, known as Pleasant View Special Park in the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, has been merged with Victory Creek Special Park).

The land for Victory Creek Park was acquired by the Conservation Fund as part of the Milwaukee Metropolitan Sewerage District's Greenseams Program. Ownership of the land was transferred to the City of Franklin in 2002. See the section entitled "Planned Trails, Bicycle Routes, and Linkages" later in this chapter for details about a proposed trail in Victory Creek Park.

Other Private Outdoor Recreation Facilities

As stated earlier in Chapter 4, although the focus of the City of Franklin's Comprehensive Outdoor Recreation Plan update is the provision of *public* park facilities accessible to *all* of the residents of the City, it is recognized that some recreational needs of the community and surrounding areas are being met by various private outdoor recreation facilities. When considering such facilities for serving the long-term needs of all persons of the community, however, it is important to recognize that such private facilities:

- Are not being provided within a comprehensive area-wide outdoor recreation planning framework;
- Cannot be depended upon for the provision of *long-term* community outdoor recreation need fulfillment; and
- May only be available to certain segments of the community population based upon membership, economic means, and/or religious affiliation.

Therefore, recommendations regarding these types of facilities (see Table 4.2 of Chapter 4) are *not* set forth in the Comprehensive Outdoor Recreation Plan update.

RECOMMENDED AND PLANNED NEW PUBLIC PARKS

While the previous section of this chapter described the additional acquisition or development proposed at existing public park, open space, and outdoor recreation sites and facilities, this section identifies those new public park, open space, and outdoor recreation sites and facilities which have not yet been acquired -- or in some instances developed. While most of these recommendations were first proposed in earlier plans such as the 2002 Comprehensive Outdoor Recreation Plan or the 2009 Comprehensive Master Plan, some recommendations are proposed for the first time in this CORP update.

Recommended and Planned New Regional/Multi-Community Parks

Southwest Park: The 1991 SEWRPC Planning Report No. 132, the 1992 City of Franklin Comprehensive Master Plan, and the 2002 City of Franklin Comprehensive Outdoor Recreation Plan all similarly recommend development of the existing Milwaukee County-owned Franklin Park in the southwestern portion of the City as a Regional Park. However, as of 2010, development of this park has not yet occurred.

In 2009, the *City of Franklin 2025 Comprehensive Master Plan* recommended additional public park acquisition and development adjacent to Franklin Park, based in large part upon the assumption that public sanitary sewer and water service, and associated development, would occur within the southwestern portion of the City within the next 15 years.¹

This Comprehensive Outdoor Recreation Plan update incorporates and expands upon those recommendations. Specifically, it is herein recommended that Milwaukee County's existing Franklin Park -- and its associated development as proposed in SEWRPC Planning Report No. 132 -- in conjunction with the additional acquisition and development adjacent to Franklin Park originally set forth in the 2009 Comprehensive Master Plan -- as further described in this CORP update -- would together serve the City of Franklin as a "Southwest Park". This "Southwest Park" if acquired and developed, would not only serve the regional/multi-community needs of the City of Franklin for the foreseeable future, but would also serve the community, neighborhood, mini, and special park needs of the southwestern portion of the City for at least the next 15 years (the planning horizon of this CORP update). It is also envisioned that this Special Park would serve as the location for city-wide events such as the Fourth of July Civic Celebration. Although the exact timing of the acquisition and

¹ It can be noted that as of December 2010, the City of Franklin has entered into agreements with the Milwaukee Metropolitan Sewerage District, and the City of Muskego, for the eventual construction and disposition of the Ryan Creek Interceptor Sewer, which sewer is envisioned to bring public sanitary sewer service to the southwestern portion of the City of Franklin and the southeastern portion of the City of Muskego within the next few years.

development of this “Southwest Park” is unknown, it would most likely be based upon the following factors:

- the actual timing of the provision of public sanitary sewer and water service to this portion of the City;
- the timing, type, and density of development subsequent to the extension of public sewer and water services;
- the financial capabilities of the City of Franklin;
- the amount and timing of Milwaukee County development of Franklin Park; and
- the amount and timing of financial and other assistance from other parties.

Based upon a preliminary analysis of the park, open space, and outdoor recreation needs of the City of Franklin in general, and of the southwestern portion of the City in particular, undertaken during the preparation of the Comprehensive Master Plan and updated during this CORP update, the “Southwest Park” is herein proposed to be an approximately 350 acre Regional Park comprised of the existing 165 acre Milwaukee County-owned Franklin Park, and an additional 175 to 200 acres to be acquired by the City of Franklin.

Several considerations have been incorporated into this proposal regarding the size of the proposed Southwest Park.

First, to accommodate future city-wide events, the useable portions of the proposed Southwest Park would need to be larger than those found within Lions Legend Park (approximately 40 acres), particularly given the growing population of the City of Franklin and the current concerns about the amount of space available for the Civic Celebration.

Second, the southwestern portion of Franklin is being planned for suburban growth characterized by as much open space as possible. This is intended to be accomplished in part by the amount, size, and location of parks and open space sites.

Third, the natural resources within Franklin Park, particularly the Franklin Savanna State Natural Area, must be protected from the adverse impacts often associated with active recreational development (such as over-use, runoff from parking lots, etc.). The presence of this Natural Area makes it undesirable to develop most of the current park for active recreational uses.

Fourth, as stated above, SEWRPC Community Assistance Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* does recommend active recreational facility development including the provision of picnic areas; playfields, hiking and nature trails, community park facilities, such as ball diamonds, and tennis courts, and necessary support facilities at Franklin Park.

It can be noted that at its January 25, 2008 meeting, the Parks Commission supported looking at parcels to the west and south of the existing Franklin Park for the Southwest Park. The 2009 City of Franklin Comprehensive Master Plan also envisioned that the majority of the future acquisition for the City Park would occur to the west and south of Franklin Park. In general, any acquisition of land for the proposed Southwest Park should target the following:

- 1) Parcels that are contiguous to Franklin Park.
- 2) Parcels that do not contain significant amounts of natural resources (if natural resource features are present, they should be utilized for passive recreational activities).
- 3) Parcels from willing sellers that do not contain any significant constraints for development of recreational facilities.

SEWRPC standards for regional parks cite a mix of active and passive facilities. According to SEWRPC, standard facilities in regional parks include campsites, swimming beach, picnic areas, golf course, ski hill, boat launch, nature study area, playfield, softball diamond, and passive-activity areas. According to the SEWRPC standards, these facilities should have a maximum service radius of 10 miles.

The following table lists the proposed active recreation facilities for the Southwest Park, and the acreage required for each according to SEWRPC standards and staff research. Total land requirements include support facilities for each, where applicable and provided by SEWRPC.

Proposed Facilities	Total Land Requirement
2 - 4 Softball Diamonds (lighted)	5.36 ac – 10.72 ac
2 Baseball Diamonds	9 ac
Soccer Complex (4 lighted fields)	1.65 ac per field
4 Basketball Courts	.28 ac
4 Tennis Courts	1.28 ac
Skateboard Park (or other similar non-traditional facility)	.22 - .57 ac ²
BMX / Snowmobile Trails (with obstacles)	.8 mi ³
Pavilion (with concessions and restrooms)	.06 ac ⁴
Pedestrian Trail System	2 mi
Play Field	1.65 ac
Picnic Area (8 tables)	.88 ac

² City of Costa Mesa, CA City Council Study Session Report. 2003. Review of Potential Permanent and Pocket-Park Skate Park Locations and the Mobile Skate Park Program. *Includes in-depth review of skate park types and sizes in Southern California.*

³ University of Minnesota Extension. 2008. Recreational Trail Design and Construction. *Recommends a minimum of .25 mi for BMX trails with obstacles and challenges, and one mile or BMX trails without obstacles. Also states that snowmobiling is a compatible use for BMX trails in the winter.*

⁴ Estimated via aerial photos of City of Franklin existing pavilions.

Passive recreation would be provided by a loop trail around the State Natural Area, as well as potentially by other trails located throughout both the Southwest Park. Further, the State Natural Area has potential as a nature study area. The wooded portion of Franklin Park, particularly the north portion, is a prime candidate for oak savanna restoration. According to the 2025 Comprehensive Master Plan, the woodlands consist of large, scattered bur oaks, and several oak savanna/prairie species still remain in the understory. An intense restoration of this site is being conducted by the Friends of Milwaukee County Parks in conjunction with the Natural Resources Foundation.

The picnic area, pavilion, permanent parking, playfield, and recreational field / temporary parking should all be accessible from Oakwood Road or an access road to Oakwood Road. The picnic area and pavilion should be located near a wooded area with surface water. The playfield should be located near the picnic area and pavilion for easy access by families with children. The baseball / softball diamonds should be accessible from the access road off of Oakwood Road. The skate park is proposed for proximity to Oakwood to facilitate adequate lighting and supervision.

Fireworks for the annual Fourth of July celebration would ideally be launched off a high point at some distance from the State Natural Area preferably close to Oakwood or the proposed access road.

The proposed trail around the Franklin Savanna State Natural Area would connect to the proposed Ryan Creek Trail, to the north.

On-street parking in the vicinity of Franklin Park is currently very limited, due to the small gravel shoulders on Oakwood and 112th in the vicinity of the park, and is not envisioned to change in the foreseeable future. While two courses of action were originally considered equally viable to accommodate parking for city-wide events (either all parking to be provided off-street, or some parking off-street and some on-street), consideration of this matter by the City Engineer and the Plan Commission during review of the CORP update indicated concerns with the provision of any offsite parking. Therefore, widening Oakwood in the vicinity of the park to provide wider shoulders to allow for on-street parking during city-wide events is no longer part of this proposal. In addition, it becomes even more important to ensure that adequate land is acquired for the Southwest Park for the proposed recreational facilities at this site, as well as for the associated parking. In that regard, a general-use recreational area in the park expansion near Oakwood should be established, to be used as temporary parking during city-wide events, and for recreational activities the rest of the year.

Staff based estimates for parking needs on UDO requirements for playfields and passive recreation, as well as on the current provisions of Lions Legend Park, where the Civic Celebration is currently held. Widening Oakwood in the vicinity of the park would allow for an estimated 262 on-street spaces within ¼ mile of the park in either direction. A permanent lot off Oakwood would provide an estimated 63 spaces, which would provide for the playfield requirements of the UDO. Required parking for baseball diamonds, softball diamonds, and tennis courts are included in the areas provided in the above table. A small amount of permanent parking could also be provided to provide access to the BMX / snowmobile trail. .

The UDO also requires one off-street parking space per each acre of passive recreational space. However, this would result in 165 off-street parking spaces for the existing Franklin Park alone, with additional spaces required for each acre of passive recreational space identified in the expansion. Staff

believes this would result in an overabundance of parking at the site, and instead recommends basing additional parking on estimates of the number of households expected to attend a city-wide event. Staff suggests building a recreational field for temporary parking during city-wide events, which could be used for active recreation during the remainder of the year. A three-acre recreational field would provide an estimated 300 additional spaces. This number would be revised based on reliable estimates of the number of households expected to attend city-wide events.

Although Franklin Park is not owned by the City of Franklin, and the Franklin Comprehensive Outdoor Recreation Plan update typically does not include recommendations for non-City sites, due to joint city-county effort proposed for the Southwest Park, and the need to protect the valuable natural resources within Franklin Park, it is proposed that Milwaukee County provide the majority of the active recreational facilities – currently proposed for Franklin Park -- at the city acquired lands proposed for the Southwest Park.

Site acquisition by the City has a priority level of 1 and park development has a priority level of 2.

Recommended and Planned New Community Parks

Community Recreation Center Building Park: As discussed in Chapter 8, the preparation of a City of Franklin Community Recreation Center building needs analysis was originally accomplished in conjunction with the preparation of the City of Franklin Comprehensive Outdoor Recreation Plan in 2002. As also discussed in Chapter 8, in deference to the work of the Community Center Ad Hoc Committee, and based upon the Minimum Public Community Recreation Center Standard set forth in Chapter 3, this CORP update has not revised the Community Recreation Center proposal as originally set forth in the 2002 Comprehensive Outdoor Recreation Plan.

It is recommended that either the Community Center Ad Hoc Committee, or the Common Council itself, provide additional direction and guidance on this matter, for inclusion into this Plan at that time.

The planned Community Recreation Center Building Park is an approximately 6-acre community-level public park facility proposed to be owned by the City of Franklin. The planned Community Recreation Center Building Park is proposed to be located in the east one-half of the City of Franklin at the southwest corner of the intersection of W. Puetz Road and S. 51st Street. (see Map 7.1). The planned Community Recreation Center Building Park is planned to be located within the City of Franklin's 1992 Comprehensive Master Plan-delineated Froemming Park Planning District.

As also described in Chapter 1, Franklin Public School District is also considering this area for the location a new middle school site in the southwest quadrant of the intersection of S. 51st Street and W. Puetz Road north of the Milwaukee County Sports Complex and Froemming Park (located on the east side of the City of Franklin's 1992 Comprehensive Master Plan-delineated Froemming Park Planning District). In 2001, there appeared to be adequate vacant land in the southwest quadrant of the

intersection of S. 51st Street and W. Puetz Road to accommodate both facilities as well as the outdoor recreation facilities associated with a middle school.

The planned Community Recreation Center Building Park is intended to accommodate indoor recreational facilities as described in Chapter 8 "Community Recreation Center Building Needs Analysis." The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the planned Community Recreation Center Building Park:

- Preparation of a boundary survey of the portion of the property to be used for the community park. A detailed topographic map may also have to be prepared with a contour interval of one foot.
- Preparation of a detailed site development plan and accompanying landscape plan for the entire park site. Such a plan should be done so as to assure the maximum and efficient use of the property.
- Acquisition of the site by the City of Franklin for public community park purposes.
- Grading of the park.
- Construction of a Community Recreation Center Building with the various recreational-related functional spaces described in Chapter 8 in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.
- Construction of a 120-space, paved off-street parking lot which is clearly marked and lighted.
- Passive open space area (about 2.8 acres).
- Installation of landscape plant materials.
- Provision of park benches permanently anchored.
- Installation of all park signage.
- Provision of an internal walkway system.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Park development has a priority level of 3.

Recommended and Planned New Neighborhood Parks

As stated earlier, Map 7.1 presents the map of the Comprehensive Outdoor Recreation Plan update for public outdoor recreation sites in the City of Franklin--including the location of potential neighborhood parks. Based upon both per capita standards and accessibility standards for neighborhood parks, Chapter 5 identified that by the year 2025 there will be a need for the following relative to neighborhood park development:

- No additional acres of neighborhood level public outdoor recreation land in park sites.
- A minimum of 11.60 additional acres of neighborhood level public outdoor recreation land at elementary school sites. It should be borne in mind, however, that if a new additional elementary school(s) is/are not constructed by the year 2025, this need for additional land would have to be filled at neighborhood park sites used exclusively for recreational purposes and not necessarily associated with an elementary school. Based upon the standards set forth in Table 3.5 of Chapter 3, the minimum area for a full-function neighborhood park (without elementary school facilities) should be 19.84 acres.
- Since development over the last several decades in the City of Franklin has taken place at a relatively strong pace, and because a steady population increase is expected over the next fifteen years (as indicated by the year 2025 population projection of 40,564 persons in the City presented in Chapter 2), the acquisition of sufficient additional lands of about 11.60 acres in area to accommodate new neighborhood parks is important to be achieved at an early date, prior to rezoning for residential uses, and prior to the submission of a preliminary plat for development.

It is recognized; however, that the total minimum 11.6 additional acres of neighborhood park land (both in park sites and at elementary school sites) needed to serve the total forecast population of the City of Franklin cannot be reasonably acquired. This is the case since much of the need for neighborhood parks is in areas of the City where significant urban development has already taken place and there is a lack of suitable vacant land to accommodate new neighborhood parks. Partly for this reason, this CORP update has revised some existing park's classifications to more closely match the facilities it provides, particularly when those facilities serve multiple needs and a larger service radius. This revision has also allowed fewer new neighborhood parks to be proposed.

Map 7.1 indicates the planned locations of three potential new neighborhood parks for the City of Franklin. The specific plan for each of the proposed neighborhood park sites is described below.

Forest Hills Neighborhood Park: The Forest Hills Neighborhood plan of the City of Franklin's 1992 Comprehensive Master Plan calls for the development of a neighborhood park site located west of and contiguous to the Forest Park Middle School. The 1991 adopted A Park and Open Space Plan for Milwaukee County also recommends a neighborhood park in the Forest Hills Neighborhood. However, significant urban development has already take place in the Forest Hills Neighborhood resulting in a lack of suitable vacant land to accommodate a new neighborhood park.

Therefore, Staff recommends the City of Franklin work closely with the Franklin School District to jointly provide neighborhood park facilities at the approximately eleven (11) acre community playfield at Forest Park Middle School. Furthermore,

staff recommends the development of a cooperative sharing agreement between the City of Franklin and the Franklin School District to pay for future improvements to the Forest Hills Neighborhood Park/ Forest Park Middle School.

In general, the planned development of the Forest Hills Neighborhood Park includes facilities similar to those typically provided by a neighborhood park as defined in Chapter 3, Table 3.5. It is also important for the Forest Hills Neighborhood Park not to duplicate recreational facilities already offered at Forest Park Middle School. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the Forest Hills Neighborhood Park:

- Preparation of a boundary survey of the portion of the property to be used for the neighborhood park. A detailed topographic map may also have to be prepared with a contour interval of one foot.
- Detailed site development plan and accompanying landscape plan for the entire neighborhood park site. Such a plan should be done so as to assure the maximum and efficient use of the property.
- Grading of the park for level playing fields.
- Softball diamond (about 2.68 acres needed, if adequate site area and configuration permits).
- Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.
- Three (3) tennis courts (unlighted, about 0.96-acre needed).
- Ice-skating area (about 0.35-acre needed).
- Provision of an enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements.
- Passive (picnicking, etc.) and other recreation area (1.32 acres needed).
- Installation of landscape plant materials in areas located outside of the playfield areas.
- Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.
- Provision of adequate, paved, clearly marked and lighted, off-street parking.
- Installation of all park signage.
- Provision of an internal walkway system.
- Linkage of the park to the abutting middle school.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

Hillcrest Neighborhood: The Hillcrest Neighborhood plan of the City of Franklin's 1992 Comprehensive Master Plan calls for the development of a neighborhood park site somewhat centrally located within the neighborhood in conjunction with a planned elementary school site planned to be located generally south of W. Elm Court between W. Loomis Road (STH 36/45) and St. Martins Road (STH 100) The 1991 adopted *A Park and Open Space Plan for Milwaukee County* also recommends a neighborhood park in the Hillcrest Neighborhood.

In general, the planned development of the Hillcrest Neighborhood Park includes facilities similar to those typically provided by a neighborhood park as defined in Chapter 3, Table 3.5. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the Hillcrest Neighborhood Park:

- Acquisition of the site by the City of Franklin for public neighborhood park purposes.
- Preparation of a boundary survey of the portion of the property to be used for the neighborhood park. A detailed topographic map may also have to be prepared with a contour interval of one foot.
- Preparation of a detailed site development plan and accompanying landscape plan should be prepared for the entire neighborhood park site. Such a plan should be done so as to assure the maximum and efficient use of the property.
- Grading of the park for level playing fields.
- Six (6) basketball goals (about 0.42-acre needed).
- One (1) baseball diamond (about 4.5 acres needed) with backstop and bleachers.
- Two (2) softball diamonds (about 2.68 acres each for a total of 5.36 acres) with backstop and bleachers.
- Playfield (about 1.65-acres needed).
- Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.
- Three (3) tennis courts (unlighted, about 0.96-acre needed).
- Ice-skating area (about 0.35-acre needed).
- Provision of an enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain area).
- Passive (picnicking, etc.) and other recreation area (1.32 acres needed).
- Installation of landscape plant materials in areas located outside of the playfield areas.
- Provision of park benches, picnic tables, grills, etc. as demand increases over the

planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.

- Provision of hard-surfaced, paved off-street parking which is clearly marked and lighted.
- Installation of all park signage.
- Provision of a walking/education trail.
- Provision of outdoor fitness stations along the walking/education trail.
- Linkage of the park to the abutting elementary school.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.
- Continued maintenance of any 100-year recurrence interval floodplain over the planning period.

Site acquisition by the City has a priority level of 1 and park development has a priority level of 3.

Woodview Neighborhood: The Woodview Neighborhood plan of the City of Franklin's 1992 Comprehensive Master Plan calls for the development of a combined neighborhood and special park site located within the northern one-half of the neighborhood. However, since the preparation of the City of Franklin's 1992 Comprehensive Master Plan, a significant portion of the planned neighborhood park site was developed as a single-family residential subdivision. Therefore, an alternative site will need to be specifically located to accommodate the needed neighborhood park site. The 1991 adopted *A Park and Open Space Plan for Milwaukee County* also recommends a neighborhood park in this neighborhood.

In general, the planned development of the Woodview Neighborhood Park includes facilities similar to those typically provided by a neighborhood park as defined in Chapter 3, Table 3.5. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the Woodview Neighborhood Park:

- Acquisition of the site by the City of Franklin for public neighborhood park purposes.
- Preparation of a boundary survey of the portion of the property to be used for the neighborhood park. A detailed topographic map may also have to be prepared with a contour interval of one foot.
- Preparation of a detailed site development plan and accompanying landscape plan for the entire neighborhood park site. Such a plan should be done so as to assure the maximum and efficient use of the property.
- Grading of the park for level playing fields.
- Six (6) basketball goals (about 0.42-acre needed).
- One (1) baseball diamond (about 4.5 acres needed) with backstop and bleachers.
- Two (2) softball diamonds (about 2.68 acres each for a total of 5.36 acres) with

- backstop and bleachers.
- Playfield (about 1.65-acres needed).
- Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.
- Three (3) tennis courts (unlighted, about 0.96-acre needed).
- Ice-skating area (about 0.35-acre needed).
- Provision of an enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain area).
- Passive (picnicking, etc.) and other recreation area (1.32 acres needed).
- Installation of landscape plant materials in areas located outside of the playfield areas.
- Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.
- Provision of hard-surfaced, paved off-street parking which is clearly marked and lighted.
- Installation of all park signage.
- Provision of a walking/education trail.
- Provision of outdoor fitness stations along the walking/education trail.
- Linkage of the park to the future abutting elementary, and/or middle and/or high schools.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.
- Continued maintenance of any 100-year recurrence interval floodplain over the planning period.

Site acquisition by the City has a priority level of 1 and park development has a priority level of 2.

Recommended and Planned New Mini Parks

Based upon both per capita standards and accessibility standards for mini parks, Chapter 5 identified that by the year 2025 there will be a need for the following relative to mini park development:

- A minimum of 12.42 additional acres of mini park sites.
- Development of several mini parks of 1 to 5 acres in size in those areas of the City which cannot effectively be served by a neighborhood park facility due to inadequate and/or insufficient vacant land being available. The acquisition of sufficient

additional park lands of less than 5 acres to accommodate new mini parks will be difficult to achieve in certain developed areas of the City--particularly in those areas located west of W. Forest Home Avenue and north of W. Rawson Avenue.

A total of five (5) new mini parks are planned (see Map 7.1) which would be no less than 1-acre each. In general, the Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for each of the seven proposed mini parks:

- Acquisition of the site by the City of Franklin for public mini park purposes.
- Preparation of a boundary survey of the portion of the property to be used for the mini park. A detailed topographic map may also have to be prepared with a contour interval of one foot.
- Preparation of a detailed site development plan and accompanying landscape plan for each mini park site. Such a plan should be done so as to assure the maximum and efficient use of the property.
- Grading of the park for level playing fields.
- Playfield and ice-skating area (about 1.65-acres needed).
- Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.
- Provision of an open-air pavilion/gazebo which meets all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside the 100-year recurrence interval floodplain area).
- Installation of landscape plant materials in areas located outside of the playfield areas.
- Provision of park benches and/or picnic tables. Some of these park benches and/or picnic tables may be permanently anchored.
- Provision of hard-surfaced, paved off-street parking which is clearly marked and lighted.
- Installation of all park signage.
- Provision of a walking/education trail.
- Provision of outdoor fitness stations along the walking/education trail.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.
- Continued maintenance of any wetlands (if any) or 100-year recurrence interval floodplain areas (if any) over the planning period.

Site acquisition by the City has a priority level of 1 and park development has a priority level of 3.

Planned Special Parks

The Southeastern Regional Planning Commission (SEWRPC) Planning Report No. 42 titled *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin* dated September 1997 calls for the protection, wise use, and proper management of those areas identified as high-quality natural areas and critical species habitat. Furthermore, the Open Space Preservation and Protection Principal from Chapter 3 of the Comprehensive Outdoor Recreation Plan (CORP) Update advocates, “Ecological balance and natural beauty are important determinants of the City of Franklin's ability to provide a pleasant and habitable environment for all forms of life and to maintain the City's social and economic well-being. Preservation of the most significant aspects of the natural resource base, that is, environmental corridors, isolated natural areas, and the various resource components which comprise those features contributes to the maintenance of ecological balance, natural beauty, and the economic well-being of the City.”

For City of Franklin outdoor recreation planning purposes, Special Parks are areas which contain high quality natural resource features, are limited in active recreational value, are limited as to who desires to use them, or are undeveloped for recreation. Special Parks vary in size and service area. Examples of these specialized recreational areas include conservancy areas, floodplains, woodland areas, historic sites, cultural sites, archeological sites, etc. Two new Special Parks are identified by the City of Franklin Comprehensive Outdoor Recreation Plan update; these include the Mahr Woods Special Park, and the Metro Conservancy.

Mahr Woods: The Mahr Woods Special Park is located west of S. 27th Street, south of W. Oakwood Road and east of the Root River Parkway in U.S. Public Land Survey Section 36. This tract of woodlands is a Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated Isolated Natural Resource Area.

Therefore, a “Special Park” designation is appropriate and it is recommended this site be acquired and developed for passive recreational facilities.

While the Mahr Woods Special Park does not lend itself to active recreation pursuits, it does function as open space. There are no plans for any active recreation facility improvements at this proposed Special Park site due to the need to protect the existing natural resource features and vistas. However, the Comprehensive Outdoor Recreation Plan update identifies the following potential improvements to the proposed Special Park:

- Preparation of a boundary survey of the property.
- Development of a detailed site development plan and landscape plan for the park.
- Installation of all park signage (including interpretive plant signage).

- Use of the park for passive recreation pursuits.
- Provision of an adequate paved, clearly marked 8-space off-street parking area with curb and gutter (lighted and no storm sewer)
- Provision of a walking/education trail.
- Addition of park benches and picnic tables if demand increases over the planning period. Some of these park benches and picnic tables may be permanently anchored.
- Provision of outdoor fitness stations along the walking/education trail.
- Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.
- Continued maintenance of any wetlands (if any), woodlands (if any), and/or 100-year recurrence interval floodplain areas (if any) over the planning period.

Site acquisition by the City has a priority level of 1 and park development has a priority level of 3.

Metro Conservancy: The Metro Conservancy Special Park is located east of S. 112th Street, south of W. Oakwood Road, and north of W. South County Line Road, in U.S. Public Land Survey Section 31. Although located immediately south of, and connected to Franklin Park, the Metro Conservancy Special Park is intended to be a site for passive recreational activities, natural resource enhancement and mitigation, and also serve as a greenway connection between the existing Franklin Park, the proposed Southwest Park, and conservancy lands in the Town of Raymond in Racine County, south of W. South County Line Road. The majority of these lands have been acquired by Waste Management of Wisconsin, Inc.

In 2010, a Conservation Easement was approved between the City of Franklin and Waste Management, Inc. for the subject lands owned by Waste Management. This easement is intended to assist in the creation of a continuous, integrated environmental greenbelt that will provide flood protection and preserve wildlife and native habitat through the Ryan Creek and Root River watersheds. The easement also states that trails may be established within the subject property by the City.

Consistent with the subject Conservation Easement, this Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the Metro Conservancy:

- Development of a recreational trail system, and associated amenities, so as to connect the existing and planned natural resource areas within this site to one another and to the proposed Southwest Trail.
- Natural resource restoration projects as may be determined by further study.

Since this site is not under the control of the City of Franklin, it has not been assigned a priority level.

However, it is recommended that the City enter into an agreement with the subject property owners to determine the appropriate passive recreational uses for this site.

All-Accessible Park: All-Accessible Park is located east of S. 116th Street, north of W. Loomis Road (State Highway 36) in U.S. Public Land Survey Section 19. It is envisioned that All-Accessible Park will serve not just the City of Franklin, but the entire Milwaukee metropolitan area and beyond. For this reason, it is important that All-Accessible Park be located along an arterial road, such as State Highway 36 (West Loomis Road) to provide proper ingress and egress for the traffic this park will likely generate. The park will encompass approximately 49 acres of land acquired by the Milwaukee Metropolitan Sewerage District in furtherance of their Greenseams Program, formerly known as the “Hack property” and anywhere from 0.32 acres to 4 acres of land purchased, leased or donated from Victory of the Lamb Lutheran Church located at 11120 W. Loomis Road. The Hack property has a large wetland on it, which is part of a Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated Isolated Natural Resource Area. Furthermore, the property is subject to a Stewardship Grant and Management Contract from the Wisconsin Department of Natural Resources. Therefore, the Hack property will be primarily limited to passive recreation and the active recreation facility improvements will be installed on the Victory of the Lamb Property. Due to the presence of high quality natural resource features and the limited active recreational value of the property, All-Accessible Park is best classified as a Specialized Recreational Area or Special Park. The acquisition and improvement costs for All-Accessible Park are described below⁵. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements to the proposed Special Park:

- Preparation of a boundary survey of the property.
- Development of a detailed site development plan and landscape plan for the park.
- Installation of all park signage (including interpretive signage).
- All-Accessible Playground (about 0.32-acres needed). This community built playground is to include a poured in place surface for easy mobility, and extra wide ramps to accommodate two way pedestrian travel and wheelchairs. The playground design will conform to the Americans with Disabilities Act Accessibility Guidelines, and Consumer Product Safety Commission guidelines.
- Provision of an enclosed park pavilion with indoor restroom facilities, which meets all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside of all protected natural resource features).
- Provision of 50-space hard-surfaced, paved off-street parking lot with curb, gutter, and storm sewer which is clearly marked and lighted.
- Provision of an internal trail system.
- Addition of park benches and picnic tables if demand increases over the planning

⁵ Acquisition and improvement costs for All-Accessible Park are subject to change as more detailed information becomes available.

- period. Some of these park benches and picnic tables may be permanently anchored.
- Installation of landscape plant materials
 - Use of the park for passive recreation pursuits.
 - Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).

Site acquisition by the City has a priority level of 1. Development of this park also has a priority level of 1.

EXISTING AND PLANNED TRAILS, BICYCLE ROUTES, AND LINKAGES

As set forth in Chapter 3, trails are defined as multi-purpose paths typically serving non-motorized transportation uses such as; walking, running, hiking, biking, snowshoeing and cross-country skiing. In this CORP update, all trails within easements, all paths within public park and school sites, many sidewalks within public street right-of-ways, and many wide paved shoulders within public street right-of-ways are included within the City’s trails network plan (see Map 7.1). Although a trail is most often thought of as being physically separated (sometimes on a separate right-of-way) from motor vehicle traffic by open space or a barrier, this CORP update recognizes that some sidewalks and paved road shoulders can provide connectivity and are important for both transportation and recreational purposes. Furthermore, trails can be used to promote recreational activities (e.g., hiking, jogging, and running) and to promote an alternative means of transportation (e.g. connection of schools, retail areas, employment centers, etc. to one another). According to the 2007 Milwaukee County Trails Network Plan (which was adopted by the City of Franklin as a guide for the City’s Comprehensive Master Plan), trails provide environmental, aesthetic, economic, social, health, transportation, and other valuable benefits.

Existing Trails, Bicycle Routes, and Linkages

Milwaukee County Oak Leaf Recreational Trail (formerly the 76 Trail): According to the *Milwaukee County Trails Network Plan*, the Oak Leaf Trail System consists of about 108 miles of multiple loops through all of the major parkways and parks in the Milwaukee County Park System. The Oak Leaf Trail is composed of about 52 miles of off-road paths, 31 miles of parkway drives, and 25 miles of municipal streets. The Oak Leaf Trail is the gem of the Milwaukee County Park System, and is recognized as one of the premier bicycling facilities in the country. The off-road path portions of the system are designed to support multiple uses, and on any given weekend day during the warm months one can find large numbers of people participating in a wide variety of trail related recreational activities including in-line skating, walking, jogging, and bicycling. During the winter months, the trails are used by heartier commuters and by cross-country skiers.

In the City of Franklin, the Oak Leaf Trail extends in a north/south direction from W. Loomis Road

and S. 68th Street to the Milwaukee County Sports Complex at S. 60th Street and W. Ryan Road. In addition, the Drexel Avenue Bike Route -- a signed bike route along the two and one-half miles of paved shoulder of W. Drexel Avenue from approximately S. 60th Street on the west to the eastern City limits -- has been identified by Milwaukee County as part of the Oak Leaf Trail.

The Oak Leaf Trail currently connects to the Franklin Bike and Hiking Trail and the St. Martin's Trail, both of which can be used to access recreational trails in Muskego (see Franklin Bike and Hiking Trail and St. Martin's Trail descriptions below for further information). The trail is ultimately envisioned to connect to the Franklin to Illinois and Oak Creek to Delavan state trail network segments, as identified by the 2001 Wisconsin State Trails Network Plan.

While the 1991 SEWRPC Planning Report No. 132 only addresses the Oak Leaf Trail in a general fashion (from the standpoint of expansion of the Root River Parkway and associated trails to Oakwood Park and to the south), the Milwaukee County Trails Network Plan, however, specifically identifies future extensions of, and connectors to, the Oak Leaf Trail. Further information about these connectors is provided in the next section of this chapter.

Since the Oak Leaf Trail is not under the control of the City of Franklin, recommendations regarding improvements to this facility are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports continued maintenance of, and the extension of, the Oak Leaf Trail to the south and east as set forth in the 1991 SEWRPC Planning Report No. 132, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, the 2007 Milwaukee County Trails Network Plan, and the 2009 City of Franklin Comprehensive Master Plan. As such, these recommendations are reflected in this CORP update.

Since the Oak Leaf Trail is not under the control of the City of Franklin, it has not been assigned a priority level.

City of Franklin Bike and Hiking Trail: As stated earlier in Chapter 4, the City of Franklin Bike and Hiking Trail consists of two segments of crushed limestone trail located along the Wisconsin Electric Power Company right-of-way in the northwest quadrant of the City: an approximately 1.02 mile long north/south oriented segment extending from about W. Swiss Street on the south to Ken Windl Park, located on W. Rawson Avenue (CTH BB) on the north; and an approximately 0.72 mile long east/west oriented segment extending from W. Spring Street on the east to the Milwaukee/Waukesha County line on the west (see Map 4.1). The Franklin Bike and Hiking Trail is located within the St. Martins Neighborhood. While located within a Wisconsin Electric Power Company utility owned right-of-way, the trail is maintained by the City of Franklin. The Franklin Bike and Hiking Trail is intended to serve as a catalyst to further the development of a larger City-wide trail system in the City of Franklin. See Chapter 4 for a description of the existing facilities associated with this trail.

The Franklin Bike and Hiking Trail connects to a recreational trail in Muskego that is located in the American Transmission Company right-of-way. The trail extends through Muskego into Big Bend and is part of the proposed Oak Creek to Delevan (Segment 37) portion of the 2001 Wisconsin State Trails Network Plan.

The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements to the City of Franklin Bike and Hiking Trail:

- Installation of all necessary trail signage.
- Linkage of the trail to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

St. Martins Trail: The St. Martins Trail consists of an approximately 2.1 mile long north/south oriented trail (originally constructed with crushed limestone) extending from about W. Mayer Drive on the north to the Milwaukee/Waukesha County line at W. Loomis Road (USH 45/STH 36) on the south. The St. Martins Trail was developed in cooperation with the Wisconsin Electric Power Company. While located within a Wisconsin Electric Power Company utility owned right-of-way, the trail is maintained by the City of Franklin.

As noted above, the St. Martin's Trail connects to the Franklin Bike and Hiking Trail and continues southwest within the Wisconsin Electric right-of-way to the western City limits. The recreational trail starts again in Muskego at the intersection of North Cape Road and Loomis Road, and runs parallel to Loomis Road within Wisconsin Electric right-of-way southwest to Muskego Dam Road. According to the Muskego 2007-2011 Parks and Conservation Plan, plans are underway to extend this trail from Muskego Dam Road to the southern City limits where it will link to the existing Wind Lake trail. These trail segments are part of the Franklin to Illinois (Segment 37) portion of the 2001 Wisconsin State Trails Network Plan.

The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements to the St. Martins Trail:

- Installation of all necessary trail signage.
- Linkage of the trail to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

Crooked Creek Walking Trail: The Crooked Creek Walking Trail is located southeast of the intersection of W. Forest Hill Avenue and S. 44th Street within the existing Crooked Creek subdivision. The Crooked Creek Walking Trail is located within a pedestrian access easement, and is surrounded by private property (Outlot 9 of the Crooked Creek Subdivision). See Chapter 4 for a description of the existing facilities associated with this trail.

The Hunting Park Neighborhood plan of the City of Franklin 1992 Comprehensive Master Plan called for the development of a "Special Park" site for passive recreational activities to be located west of S. 42nd Street. However, the area shown as the Hunting Park Special Park in the previous Comprehensive Outdoor Recreation Plan has been privately developed into the Crooked Creek Subdivision, specifically, Outlot 9 of the Crooked Creek Subdivision. The goal of resource protection has been met at this particular location through the execution of a conservation easement.

Since this facility is not under the control of the City of Franklin, recommendations regarding improvements to this facility are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports continued maintenance of this trail, and as such, this recommendation is reflected in this CORP update.

Since this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Milwaukee County Alpha Mountain-Bike Trail – Whitnall Park/Crystal Ridge: According to the 2007 Milwaukee County Trails Network Plan, the Alpha Mountain-Bike Trail is Milwaukee County's first mountain bike trail. The Alpha Trail is an approximately 3.0 mile trail connecting the Winter Sports Area of Whitnall Park in the Village of Greendale to the Crystal Ridge area of the Root River Parkway in the City of Franklin. The trailhead, located at 6740 South 92nd Street in the Village of Greendale, is near the toboggan hill in Whitnall Park's Winter Sports Area (northeast of the golf course). The trail is operated in cooperation with the Metro Mountain Bikers (MMB) and was designed with the help of the International Mountain Bike Association and the Trail Care Specialist Service. Volunteers of the MMB constructed the trail. In order to accommodate beginner mountain bikers, the trail only has a few steep or rocky segments. Additional bike trails may be developed in the future.

Since this facility is not under the control of the City of Franklin, recommendations regarding improvements to this facility are not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports continued maintenance of this trail, and as such, this recommendation is reflected in this CORP update.

Since this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Sidewalks: As discussed in Chapter 4 and as shown on Map 7.1, 15.54 miles of sidewalks have been included as part of the City of Franklin’s trail system. These sidewalks are scattered throughout the City, but typically located within newer subdivisions adjacent to public parks and schools. In addition, there are also sidewalks along some State- and County-owned roads (Hwy 100/Ryan Road and Rawson Avenue for example).

These sidewalks have been included as part of the City’s trail system in order to promote connectivity and to provide such connectivity in an efficient and cost-effective manner. In particular, they connect destinations such as parks, schools, shopping centers, employment centers, and other trails to one another.

Paved Shoulders: As also discussed in Chapter 4 and as shown on Map 7.1, 6.92 miles of paved shoulders on public owned streets have been included as part of the City of Franklin’s trail system. Map These shoulders have been deemed safe enough for use by bicyclists and pedestrians and connect destinations such as parks, schools, shopping centers, employment centers, and other trails to one another (portions of Drexel Avenue, Puetz Road, and S. 51st Street).

Snowmobile Trails: The Milwaukee County 2007 Trails Network Plan states that there are 12.6 miles of snowmobile trails in the City of Franklin with segments of the trails located within Milwaukee County Parkland. These trails, which are located primarily in the southwest area of Franklin, are designed, built, and maintained by the Rolling Dice Snowmobile Club. Map 7.1 identifies the location of these trails based upon information provided by the Club. Additional trails may be developed in the future.

Since this facility is not under the control of the City of Franklin, recommendations regarding improvements are not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports continued maintenance of this trail, and as such, this recommendation is reflected in this CORP update.

Since this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Planned Trails, Bicycle Routes, and Linkages

In this CORP update, certain existing and proposed sidewalks, certain existing and proposed paved shoulders on public streets, and all existing and proposed off-road trails and paths, are included as part of the City’s trail system and are identified on Map 7.1. Use of all of these facilities in conjunction with one another allows the City of Franklin to fully meet the Trail Standards set forth in Chapter 3 of

this Plan (which standards the City currently does not meet and is significantly deficient in), and promotes connectivity for both recreational and transportation purposes.

In some instances, for proposed trails, the specific type of trail (i.e., off-road path, sidewalk, or paved shoulder) was not known at the time of this report, so the trail type is identified on the map as “Unknown”. In addition, due to the scale of Map 7.1, it is not possible to show the existing and proposed paths within the public parks, however, this information is available from the City of Franklin Planning and Engineering Departments.

Although off-road paths are generally preferred by recreational users, and off-road trails are generally preferred by transportation users, over sidewalks and paved shoulders, this CORP update recognizes that alternative connection methods (i.e. sidewalks and paved shoulders) can be used in conjunction with off-road paths and trails to improve connectivity in the City. However, it is understood and encouraged that future CORP updates may propose off-road trails in lieu of roadway shoulders and sidewalks. For example, sidewalks are planned on Rawson Avenue between the Oak Leaf Trail and the Franklin Bike and Hiking Trail, but a future CORP update may propose an east-west off-road trail segment that would connect the Oak Leaf Trail with the Franklin Bike and Hiking trail in the manner as currently proposed within the Milwaukee County Trail Plan. An example of a proposed trail based on a combination of trail types is the Oak Leaf Trail to Franklin High School connection. This trail connection is proposed to consist of an off-road path between the Oak Leaf Trail and Cascade Creek Park, and a combination of on-road and off-road paths between Cascade Creek Park and the Franklin High School.

Map 7.1 identifies all existing and proposed off-road paths, trails, sidewalks, and paved shoulders in the City that provide connections to existing and planned park sites, major places of employment, commercial centers, or residences. An analysis of these facilities on Map 7.1 indicates that the City has approximately 50,504 lineal feet of off-road trails (not including trails located within parks), 96,417 lineal feet of sidewalks, and 38,400 lineal feet of wide shoulders.

In this update to the CORP, a total of 94,051 lineal feet of new off-road trails are proposed. Of this number, the City is responsible for constructing 43,547 lineal feet of off-road trails, and Milwaukee County is responsible for constructing 52,948 lineal feet of off-road trails (as part of the Oak Leaf Trail system).

Even though Map 7.1 only shows those trails within the Franklin city limits, it is important to note that:

- The St. Martin’s Trail provides access to a proposed recreational trail in Muskego, both of which are part of the proposed Franklin to Illinois (Segment 37) portion of the 2001 Wisconsin State Trails Network Plan. It can be noted that those portions of the proposed Franklin to Illinois trail located within the Waterford-Wind Lake area, and within the

Burlington area, have already been constructed.

- The Franklin Bike and Hiking Trail connects to an existing recreational trail in Muskego that would eventually extend to Big Bend and beyond. This trail is part of the proposed Oak Creek to Delavan (Segment 40) portion of the 2001 Wisconsin State Trails Network Plan, which would also eventually connect to the existing Ice Age Trail between Delavan and Whitewater.
- The Milwaukee County Oak Leaf Trail in Franklin continues northward into Greendale and beyond through most of the County. This trail connects to the New Berlin Trail in the vicinity of Greenfield Park, which in turn connects to the State Glacial Drumlin Trail in the City of Waukesha. The Oak Leaf Trail is also planned to continue southward and westward along the Root River to connect to the existing Oak Leaf Trail in the City of Oak Creek.

Since all new off-road paths are intended to provide bicycle access, this Plan recommends that they be designed to meet standards found in the following publications: The American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities, as amended; the Wisconsin Department of Transportation's Facilities Development Manual criteria for the design of bicycle facilities, as amended; and the Wisconsin Department of Transportation's Bicycle Facilities Design Handbook, as amended.

The land acquisition (where needed) and development of off-road trails which form park linkages have a priority level of 2.

Franklin Connector: This trail, as proposed by Milwaukee County in the *2007 Milwaukee County Trails Network Plan*, would connect the Oak Leaf Trail (which extends through the Root River Parkway and connects to Whitnall Park and Crystal Ridge), to the existing City of Franklin Bike and Hiking Trail at S. North Cape Road. The proposed trail (possibly comprised of both on-road and off-road portions) would extend southward along Old Loomis Road from Crystal Ridge to a point somewhere between Rawson Avenue and Drexel Avenue, where it would continue westward to North Cape Road.

Since this facility is not under the control of the City of Franklin, recommendations regarding its development are typically not set forth in the Comprehensive Outdoor Recreation Plan update.

However, although the City of Franklin does generally support such a trail, this CORP update recommends such a trail along Rawson Avenue instead, until such time as public and landowner support could be obtained for the trail location as proposed in the Milwaukee County Trails Network Plan.

Since this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Root River Rainbow Airport: This trail, as proposed by Milwaukee County in the *2007 Milwaukee County Trails Network Plan*, would extend the Oak Leaf Trail from the Milwaukee County Sports Complex southwestward within the Root River Parkway to the former Rainbow Airport site. As set forth in the Milwaukee County Trails Network Plan, this trail would in turn connect to the proposed Ryan Creek Corridor and the Root River County Line Trails (discussed later in this section).

While the 1991 SEWRPC Planning Report No. 132, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and the 2009 City of Franklin Comprehensive Master Plan only address the Oak Leaf Trail in a general fashion (from the standpoint of expansion of the Root River Parkway and associated trails to Oakwood Park and to the south), the Milwaukee County Trails Network Plan, however, specifically identifies this future extension of the Oak Leaf Trail.

Since this facility is not under the control of the City of Franklin, recommendations regarding its development are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports this trail, and as such, this recommendation is reflected in this CORP update.

Since this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Root River County Line: This trail, as proposed by Milwaukee County in the *2007 Milwaukee County Trails Network Plan*, would be an extension of the Oak Leaf Trail from the Rainbow Airport Park south and westward within the Root River Parkway, to the existing Oak Leaf Trail in the City of Oak Creek.

While the 1991 SEWRPC Planning Report No. 132, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and the 2009 City of Franklin Comprehensive Master Plan only address the Oak Leaf Trail in a general fashion (from the standpoint of expansion of the Root River Parkway and associated trails to Oakwood Park and to the south), the Milwaukee County Trails Network Plan, however, specifically identifies this future extension of the Oak Leaf Trail.

Since this facility is not under the control of the City of Franklin, recommendations regarding its development are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports this trail, and as such, this recommendation is reflected in this CORP update.

Since this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Ryan Creek Corridor: This trail, as proposed by Milwaukee County in the *2007 Milwaukee County Trails Network Plan*, would extend from the Rainbow Airport Park westward along the Ryan Creek corridor to the existing St. Martins Trail. It would also extend through and connect to Franklin Park.

While the 1991 SEWRPC Planning Report No. 132, the 2002 City of Franklin Comprehensive Outdoor Recreation Plan, and the 2009 City of Franklin Comprehensive Master Plan only address the Oak Leaf Trail in a general fashion (from the standpoint of expansion of the Root River Parkway and associated trails to Oakwood Park and to the south), the Milwaukee County Trails Network Plan, however, specifically identifies this future extension of the Oak Leaf Trail.

Since this facility is not under the control of the City of Franklin, recommendations regarding its development are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, although the City of Franklin does generally support such a trail, this CORP update recommends that the Ryan Creek Corridor trail continue along Root River Parkway into Racine County instead or along County Line Road, unless/until the Racine County portion is constructed.

Since this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Cascade Creek Trail: The Cascade Creek Trail, as herein proposed, would connect the Oak Leaf Trail to Cascade Creek Park, and Cascade Creek Park to the Franklin High School. The trail is envisioned to consist of off-road paths within the Root River Parkway, on-street segments between Cascade Creek park and the high school, and a bridge across the North Branch of the Root River to get from the River Park Addition 1 subdivision to the River Park Addition 2 subdivision.

While the 2002 City of Franklin Comprehensive Outdoor Recreation Plan only identify portions of this trail in a general fashion, this CORP update identifies the proposed location of the Cascade Creek Trail in more detail, based upon more accurate information collected prior to and during this planning effort. However, the exact route may be modified in the future based upon more up-to-date information and/or input from the surrounding neighborhoods. For instance, it should be noted that at such time as the City of Milwaukee Nursery property would ever develop, the relocation of the Cascade Creek Trail to this property should be considered.

The Comprehensive Outdoor Recreation Plan update recommends City ownership and construction of those portions of the trail outside the Root River Parkway, including:

- Installation of all necessary trail signage.
- Linkage of the trail to the Oak Leaf Trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

As the Root River Parkway portion of this facility would not be under the control of the City of Franklin, recommendations regarding its development are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports this trail, and as such, this recommendation is reflected in this CORP update.

Since the Root River Parkway portion of this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Quarry View Trail: The Quarry View Trail, as herein proposed, would connect Christine Rathke Memorial Park to the Oak Leaf Trail. It is envisioned this trail would consist of an off-road trail extending eastward from Christine Rathke Memorial Park.

The Comprehensive Outdoor Recreation Plan update recommends City ownership and construction of this trail, including:

- Installation of all necessary trail signage.
- Linkage of the trail to the Oak Leaf Trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

Victory Creek Trail: The Victory Creek Trail, as herein proposed, would connect the Franklin High School to Pleasant View Elementary School, Pleasant View Neighborhood Park, and Victory Creek Special Park, and in turn would connect to the retail and business centers near 31st and Rawson. It is envisioned this trail would consist of sidewalks on 51st Street, and Evergreen Street, and off-road paths with a new bridge through Pleasant View Elementary School, Pleasant View Park, Victory Creek Park, and the lands to the east of Victory Creek Park. A portion of the trail would follow a SEWRPC identified Secondary Environmental Corridor. This trail would also eventually connect to Glenn Meadows Park, Grobschmidt Park, and the retail and business centers located at 51st and Drexel and 27th and Drexel.

While the 2002 City of Franklin Comprehensive Outdoor Recreation Plan and the 2009 City of Franklin Comprehensive Master Plan only identify portions of this trail in a general fashion, this

CORP update identifies the proposed location of the Victory Creek Trail in more detail, based upon more accurate information collected prior to and during this planning effort. However, the exact route may be modified in the future based upon more up-to-date information and/or input from the surrounding neighborhoods. For instance, should Marquette Avenue ever be extended to the east and/or west of Pleasant View Elementary School, the relocation of the Victory Creek Trail to this area should be considered.

The Comprehensive Outdoor Recreation Plan update recommends City ownership and construction of this trail, including:

- Installation of all necessary trail signage.
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

Woodview Trail: The Woodview Trail, as herein proposed, would connect Meadowlands Special Park to the St. Martins Trail, as well as connect to two proposed new neighborhood parks (PN2 and PN3). It is envisioned this trail would consist of both on-street (sidewalks on Elm Court and Prairie Grass Way) and off-road segments. This trail would also eventually connect to the planned sidewalks on 76th Street and Hwy 100.

While the 2002 City of Franklin Comprehensive Outdoor Recreation Plan and the 2009 City of Franklin Comprehensive Master Plan only identify portions of this trail in a general fashion, this CORP update identifies the proposed location of the Woodview Trail in more detail, based upon more accurate information collected prior to and during this planning effort. However, the exact route may be modified in the future based upon more up-to-date information and/or input from the surrounding neighborhoods. For instance, should additional off-road portions become feasible as this area develops, the relocation of the Victory Creek Trail in this area should be considered.

The Comprehensive Outdoor Recreation Plan update recommends City ownership and construction of the Woodview Trail, including:

- Installation of all necessary trail signage.
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

Hunting Park Trail: The Hunting Park Trail, as herein proposed, would connect the existing Crooked Creek Walking Trail to the existing trail in Franklin Woods. It is envisioned this trail would consist of an off-street path.

While the 2002 City of Franklin Comprehensive Outdoor Recreation Plan only identifies this trail in a general fashion, this CORP update identifies the proposed location of the Hunting Park Trail in more detail, based upon more accurate information collected prior to and during this planning effort. However, the exact route may be modified in the future based upon more up-to-date information and/or input from the surrounding neighborhoods. For instance, should additional connections to adjacent neighborhoods become available, expansion of the Hunting Park Trail should be considered.

The Comprehensive Outdoor Recreation Plan update recommends City ownership and construction of the Hunting Park Trail, including:

- Installation of all necessary trail signage.
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

Oakwood Hills Trail: The Oakwood Hills Trail, as proposed herein, would connect Fitzsimmons Woods to Oakwood Park. It is envisioned this trail would consist of an on-street route or sidewalk. This trail would connect in turn to the existing sidewalk along 35th Street to the north (with connection to Southwood Glen Elementary School and Southwood Glen Neighborhood Park to the north) and to the proposed Oakwood Park/Oak Leaf Trail connection to the south.

While the 2002 City of Franklin Comprehensive Outdoor Recreation Plan and the 2009 City of Franklin Comprehensive Master Plan only identify this trail in a general fashion, this CORP update identifies the proposed location of the Oakwood Hills Trail in more detail, based upon more accurate information collected prior to and during this planning effort. However, the exact route may be modified in the future based upon more up-to-date information and/or input from the surrounding neighborhoods. For instance, should an opportunity become available to extend the trail along an off-road path through Oakwood Park become available, relocation of the Oakwood Hills Trail should be considered.

The Comprehensive Outdoor Recreation Plan update recommends City ownership and construction of the portion of the trail located outside of Oakwood Park, including:

- Installation of all necessary trail signage.
- Linkage of the trail to the Milwaukee County recreation corridor/trail (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Trail development/maintenance has a priority level of 3.

As the Oakwood Park portion of this facility would not be under the control of the City of Franklin, recommendations regarding its development are typically not set forth in the Comprehensive Outdoor Recreation Plan update. However, the City of Franklin supports this trail, and as such, this recommendation is reflected in this CORP update.

Since the Oakwood Park portion of this facility is not under the control of the City of Franklin, it has not been assigned a priority level.

Southwest Trail: The Southwest Trail, as proposed herein, would connect the Metro Conservancy to Franklin Park to the north and to the conservancy lands located in the Town of Raymond to the south. It is envisioned that this trail would consist of an off-road path.

The Comprehensive Outdoor Recreation Plan update recommends City construction of this trail, including:

- Installation of all necessary trail signage.
- Linkage of the trail to the proposed Oakwood Road and Ryan Creek Trails to the north (see Map 7.1).
- Continued maintenance of this facility over the planning period.

Sidewalks, Paved Shoulders, and Other Trail Types: Along with the 18.26 miles of existing sidewalks already included within the City of Franklin trail system, an additional 18.69 miles are to be added (see Map 7.1). This includes sidewalks along Hwy 100/Lovers Land Road/St. Martins Road and S. 27th Street proposed by the Wisconsin Department of Transportation, along College Avenue and 76th Street proposed by Milwaukee County, and along 51st Street and the proposed Marquette Avenue extension (from Pleasant View Elementary School to 51st Street) proposed by the City of Franklin.

An additional 10.86 miles are to be added to the City trail system (see Map 7.1) for which the trail type is unknown at this time. This includes portions of Forest Home Avenue and/or a parallel route along North Cape Road connecting to Country Dale Elementary School, Rawson Avenue, Oakwood Road and 35th Street, etc. It is anticipated that the type of trail will be determined when opportunities for development or redevelopment of adjacent lands occur, or when the subject street undergoes major repairs.

Furthermore, additional trails not yet identified on Map 7.1 are proposed within the southwestern portion of the City. The specific location of these additional trails (primarily snowmobile and

equestrian trails) are envisioned to be determined as part of a detailed study to be undertaken at a later date and/or at the time of development (with input from the subject developer and adjacent landowners). However, it is envisioned that these trails will be developed in such a manner as to build upon and be compatible with such trails already present or proposed within this area of the City (such as the Rolling Dice Snowmobile Club trails).

Safe Routes to School Grant: The City of Franklin was recently awarded a \$20,000 Safe Routes to School Grant that could help fund the planning and design of off-road trails and/or sidewalks within the vicinity of Pleasant View Elementary School. The City of Franklin Common Council will ultimately decide how the funds are spent, and any related plans and recommendations will be incorporated by reference into this CORP update.

OTHER PROPOSALS AND RECOMMENDATIONS

As noted throughout this Comprehensive Outdoor Recreation Plan update, a number of recommendations from the City of Franklin 2025 Comprehensive Master Plan are incorporated into this CORP update, and furthermore, this CORP update is envisioned to be adopted by the City of Franklin as part of the City's comprehensive master plan. This close relationship between the City's comprehensive master plan and comprehensive outdoor recreation plan is purposefully encouraged.

At this point within the CORP update, only the Southwest Park proposal has been addressed so far. A number of recommendations from the City's comprehensive master plan are identified in Chapter 10, including recommendations regarding impact fees, a capital improvement program, and joint partnerships with other units of government.

As set forth in Chapters 3 and 5 of the City of Franklin 2025 Comprehensive Master Plan, the following recommendations are also incorporated into this CORP update. Specifically, it is envisioned that these recommendations be implemented as part of a subsequent CORP update in the near future:

- *The City of Franklin should prepare a Cultural Resource Preservation Plan in cooperation with the Wisconsin Historical Society and the Franklin Historical Society that would include an evaluation of applicable tax and funding incentives, and an evaluation of the means of preservation of specific sites and properties in close cooperation with the neighborhoods such sites and properties are located in. This plan should also consider the preparation of more detailed inventories of agricultural landscapes and farm complexes, buildings, and districts.*

- *The City of Franklin should work closely with the Wisconsin Historical Society and the Franklin Historical Society to prepare an update to the Architecture and History Inventory that was conducted by the Wisconsin Historical Society in 1980.*
- *The City of Franklin should work closely with the Wisconsin Historical Society and the Franklin Historical Society to prepare an update to the Archeological Site Inventory that was conducted by the Wisconsin Historical Society.*
- *The City of Franklin should pursue creation of a mixed use zoning district that encourages park and open space uses in close proximity to other compatible uses.*

It is also recommended that the City of Franklin continue to support the efforts of the Root-Pike WIN to protect, restore, and sustain the Root River watershed. This particularly includes efforts to increase public awareness of, and appreciation for, the environmental and recreational amenities provided by this resource, and efforts to improve access to and use of the Root River for canoeing.

It is recognized that further study and/or more detailed information may oftentimes be needed – up to and including neighborhood input – prior to the construction of any trail proposed in this CORP Update. It is understood that such information could adjust not only the location but the type of trail to be constructed. It is therefore recommended that such study, information, and input always be encouraged and solicited. It is further envisioned that opportunities for such studies will typically arise when public infrastructure, such as roads and bridges, are built or repaired.

It is recommended that a Bicycle and Pedestrian Plan be prepared which would expand upon and provide further details about the trails -- and trail related policies such as connectivity -- proposed within this CORP Update. It is envisioned that this Bicycle and Pedestrian Plan would also consider the feasibility of additional trails (particularly within the southwest and Civic Center areas of the City), and the possibility of ranking and/or prioritizing these trails in light of need, neighborhood support, and available resources (both financial and non-financial).

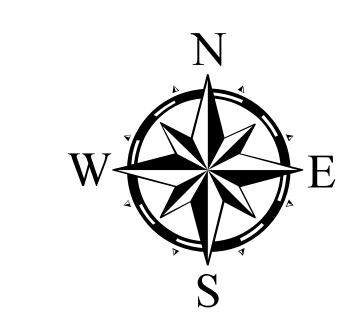
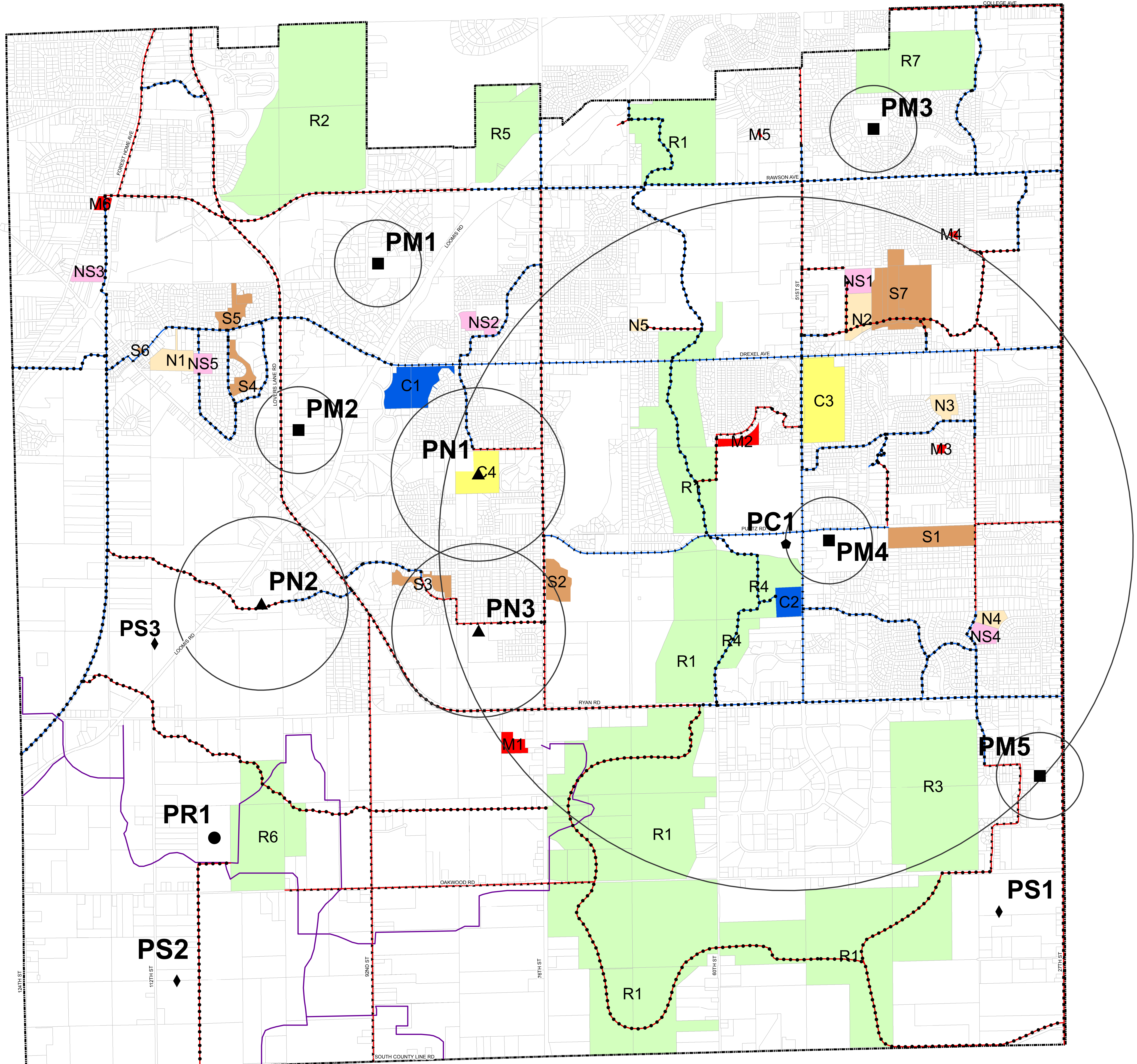
It is recommended that the Planning Department prepare additional maps to help portray the information contained within this CORP Update in a more user friendly and informative way. In particular, it is recommended that maps be prepared which:

- *Identify those park, open space, and outdoor recreation sites and facilities which are linked with and located adjacent to the City of Franklin (such as trails and parkways);*
- *Identify those natural resource lands within the City that are already under some form of protection and preservation;*
- *Clearly identify the ownership of the park, open space, and outdoor recreation sites within the City.*

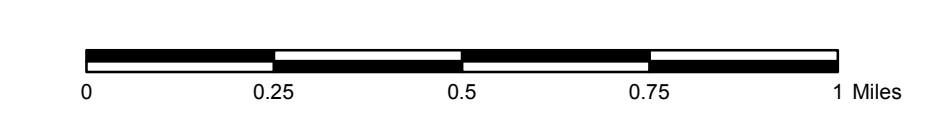
COMPREHENSIVE OUTDOOR RECREATION PLAN UPDATE: 2030
MAP 7.1
EXISTING AND PLANNED PUBLIC OUTDOOR RECREATION
SITES: 2010

LEGEND

- City Boundary
 - Water
 - Existing "Non Trail Network" Sidewalk
- Proposed Public Park Sites**
- Planned Community Park
 - Planned Mini Park
 - Planned Neighborhood Park
 - Planned Regional Park
 - Planned Special Park
- PC1 = Community Rec. Center Bldg. Park
 PM1 - PM5 = Mini Parks
 PN1 = Forest Hills Neighborhood Park
 PN2 = Hillcrest Neighborhood Park
 PN3 = Woodview Neighborhood Park
 PR1 = Southwest Park
 PS1 = Mahr Woods Special Park
 PS2 = Metro Conservancy Park
 PS3 = All-Accessible Park
- Service Area Radii of Planned Facilities
- Trail Type**
- Road Shoulder
 - Sidewalk
 - Trail
 - Unknown
 - Existing Snowmobile Trail System*
 - Existing
 - Proposed
- Trail System Status**
- Existing
 - Proposed
- EXISTING PUBLIC PARK SITES**
- REGIONAL AND MULTI-COMMUNITY PARKS**
- R1 Root River Parkway
 - R2 Whitnall Park
 - R3 Oakwood Park and Golf Course
 - R4 Milwaukee Co Sports Park
 - R5 Crystal Ridge
 - R6 Franklin Park
 - R7 Grobschmidt Park
- COMMUNITY PARKS (at Park Sites):**
- C1 Lion's Legend Park
 - C2 Froemming Park
- COMMUNITY PLAYFIELDS (at MS or HS Sites):**
- C3 Franklin High School
 - C4 Forest Park Middle School
- NEIGHBORHOOD PARKS (at Park Sites):**
- N1 St Martins (Robinwood)
 - N2 Pleasant View
 - N3 Jack Workman Park
 - N4 Southwood Glen
 - N5 Christine Rathke Memorial Park
- NEIGHBORHOOD PLAYGROUNDS (at ES Sites):**
- NS1 Pleasant View Elementary School
 - NS2 Ben Franklin Elementary School
 - NS3 Country Dale Elementary School
 - NS4 Southwood Glen Elementary School
 - NS5 Robinwood Elementary School
- MINI PARKS (at Park Sites):**
- M1 Lion's Baseball Field
 - M2 Cascade Creek Park
 - M3 Friendship Park
 - M4 Glenn Meadows Park
 - M5 Dr Lynette Fox Memorial Park
 - M6 Ken Windl Park
- SPECIAL PARKS:**
- S1 Franklin Woods Nature Center
 - S2 Franklin Little League Complex
 - S3 Meadowlands Park
 - S4 Ernie Lake Park
 - S5 Mission Hills Neighborhood Wetlands
 - S6 Market Square
 - S7 Victory Creek Park



This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor. This map is provided for informational purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes.



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Chapter 8

Community Recreation Center Building Needs Analysis

INTRODUCTION

The Common Council recognizes a long term goal to provide the community a center for various indoor activities that have yet to be defined. The Council as well recognizes an obligation to provide a sound financial footing for such a development through impact fees derived from new development. To than end, assessment of need will continue until such time as a concensus of need and funding is achieved.

The preparation of a City of Franklin Community Recreation Center building needs analysis was originally accomplished in conjunction with the preparation of the City of Franklin Comprehensive Outdoor Recreation Plan in 2002.

In April 2007, the Common Council formed the Community Center Ad Hoc Committee to research the uses, needs, and purposes (including location and functionality) of a Franklin Community Center. Topics explored by the Ad Hoc Committee included consideration of an update of the Community Recreation Center needs analysis, preparation of a Request-for-Proposals for update of the construction and costs of the proposed Community Recreation Center, review of potential funding sources, etc. However, at the time of preparation of this CORP update, no final recommendations have been forwarded to the Common Council on this matter.

As previously noted in Chapter 1, the Franklin School District undertook a survey in the fall of 2010 to obtain public input on a variety of school district issues. One of the survey questions was “Conceptually, would you support the District partnering with the City to add a community center to the high school?” The survey indicated that the City of Franklin lacks a facility to accommodate youth sports and group activities such as adult education, social networking, a fitness center, meeting space, and an activity pool for community use. It can be noted of the 3,078 respondents to the survey, 47 percent indicated they did not support the concept of a community center at the high school, 32 percent did support the concept, and 21 percent were not sure.

However, in deference to the work of the Ad Hoc Committee, and based upon pertinent Minimum Public Community Recreation Center standard within Chapter 3, this CORP update has only undertaken minor technical changes (recognition of certain Impact Fee law changes, cost updates pursuant to the Consumer Price Index changes as set forth in Chapter 10, etc.), to the original needs analysis.

It is recommended that either the Community Center Ad Hoc Committee, or the Common Council itself, provide additional direction and guidance on this matter, for inclusion into this Plan at that time.

Using population projections and forecasts developed and described in Chapter 2, data were gathered in order to:

1. Assist in the definition of Community Recreation Center building user characteristics for various age groups (see Chapter 2);
2. Determine the existing spatial needs for the building facilities; and,
3. Form a logical and sound basis for formulating the year 2030 Community Recreation Center building facility spatial needs and corresponding architectural building program.

The data presented in Chapter 2 are used so that the Community Recreation Center facility can be properly designed and sized for meeting those anticipated Community Recreation Center facility needs during the next 20-year period and beyond. In addition, the Community Recreation Center building program information presented in this Chapter provides the basis from which this capital improvement can be properly budgeted by the City in a timely fashion. *Also, under the provisions of Section 66.0617 of the Wisconsin Statutes, impact fees may be collected for such a recreational facility.*

Pursuant to 2005 Wisconsin Act 203 and 2005 Wisconsin Act 477, the Legislature enacted certain changes to Wisconsin's Impact Fee law. Based upon those changes, it is no longer possible to collect new/additional impact fees for the proposed Community Recreation Center, however, it appears that those impact fees previously collected may continue to be used for this purpose.

In order to truly provide for the long-term public building space needs of the still growing City, long-term building programs are necessary which extend well into a fifteen-year period--in this case, to the year 2030.

A typical planning standard to use to determine the need for a Community Recreation Center building within a community is that there should be one (1) such center per 25,000 persons. While the City of Franklin is served by various similar recreational facilities housed at public schools (see Chapter 4), there currently is no City of Franklin public Community Recreation Center building.

YEAR 2030 CITY OF FRANKLIN POPULATION PROJECTION

As indicated earlier in Chapter 2, the Wisconsin Department of Administration is projecting 41,390 residents in Franklin in the year 2030.

Based upon the above year 2030 forecast population of 41,390, Chapter 2 also provides a forecast breakdown of that future population by age groups--persons less than 5 years, 5 to 9 years, 10 to 14 years, 15 to 19 years, 20 to 64 years, and 65 years and older (see Chapter 2, Table 2.5). These potential forecast changes in both the population and age composition of the population of the City have important implications for the sound planning of community facilities and buildings within the City. To the extent possible, these were taken into consideration in the development of the Community Recreation Center building program presented in this Chapter.

ARCHITECTURAL PROGRAMMING OF THE COMMUNITY RECREATION CENTER

Architectural programming is a process leading to the determination of building spatial requirements. These requirements are to be met in order to satisfy both existing, as well as future, building space needs and in assisting in finding a solution to the design of constructed buildings. Architectural programming for the needs of the City of Franklin's Community Recreation Center building constitutes, in effect, problem definition; while the ultimate architectural design of the building constitutes the solution to the defined problem.

The proper allocation of space for each activity to be performed at the City of Franklin's Community Recreation Center building will, to a large degree, determine the efficiency of the final facility design. The user needs, as determined from the forecast user characteristics set forth in Chapter 2, must be translated into square foot areas of space required to meet those needs. These square foot area determinations are typically based upon acceptable architectural design practice that has been established over the years; the various standards which are set forth in architectural design guides; and informed professional judgment.

One of the important functions of an architectural building program is to provide a consolidated listing of all the building facility requirements believed necessary to serve the forecast spatial needs to a specified facility design year, in this case, the year 2030. Spatial requirements for the City of Franklin's Community Recreation Center building, or building program, were developed for forecast year 2030 needs. Thus, the building program for the City of Franklin's Community Recreation Center building allows for the building to serve the needs of the community to the year 2030. This is particularly important based upon the inevitable growth of the City through the year 2030. In addition, this will assure that the investment which the City makes and the building's life expectancy will extend well into the 21st Century.

The resulting Community Recreation Center building program presented in this Chapter is essential to the preparation of realistic cost estimates and budgets for the construction of the City of Franklin's Community Recreation Center building. These cost estimates are presented in detail in Chapter 9.

THE COMMUNITY RECREATION CENTER BUILDING AND SITE DEVELOPMENT PROGRAM

The following text and Table 8.1 presents the City of Franklin's Community Recreation Center building program. The spatial needs of the Community Recreation Center building can be thought of in terms of general space areas: public service areas, Community Recreation Center administration, special use spaces, and other ancillary and non-assignable spaces. Each of these overall functional areas and their subordinate component spaces is described in detail.

Even though the building program presented forecasts year 2030 needs, there should be on-site provisions made so that further expansion of the Community Recreation Center building can take place beyond the year 2030 planning period if deemed necessary in the future.

A. Public Service Area "The Commons"

Public Service Area "The Commons": The Public Service Area "The Commons" would include the space necessary to accommodate an enclosed vestibule. Such a vestibule will assist in minimizing the adverse conditions associated with opening outside doors in the winter. Space should also be allocated to accommodate the Community Recreation Center building lobby, public telephones, drinking fountains, waiting area, public display of notices and other bulletins or information, and necessary service counters. This area should also provide for the seating of a minimum of ten (10) persons. A standard to use for the provision of adequate space to accommodate lounge seating would be about twenty-five (25) square feet per person. Access should be afforded by this area to the public restroom facilities as well as the administration area and other areas of the building open to the public.

Snack Bar Area with Vending Machines: The snack bar area with vending machines should serve the entire facility. The snack bar area with vending machines should be large enough to accommodate the placement of tables and chairs. Ready access to the snack bar and vending machines should be afforded the "The Commons" area.

Lavatories/Restrooms: It is recommended that four (4) Lavatories/Restrooms be provided. Two (2) would be a public men's room and a public woman's room; a third would be a small public restroom which could serve either men or women; a fourth would be a private restroom for staff use. All lavatories and restrooms should be provided in accordance with the Wisconsin Building Code and ADA requirements. These should be placed within proximity

to the Public Area of the building. The men's public restroom should provide water closets, urinals, lavatories, and diaper changing tables. The women's public restroom should provide water closets, lavatories, and diaper changing tables. The small public restroom should provide a minimum of one (1) water closet and one (1) lavatory. The private staff restroom should provide a minimum of one (1) water closet and one (1) lavatory. If the building is to be a two-story building, then a public men's restroom, a public woman's restroom, and a small public restroom which could serve either men or women would be needed on each floor.

B. Community Recreation Center Administration

Receptionist Space: A space to accommodate the Community Recreation Center's part-time or volunteer receptionist should be provided. This space should be readily accessible to the public service areas, be near the building's main entrance, as well as be easily accessible to Community Recreation Center administrative personnel. This area should serve as the initial processing center of incoming Community Recreation Center telephone calls as well as of visitors. Suitable office furniture such as a desk, chair, file cabinets, and shelves should be provided.

Administration Waiting Area: Space to accommodate a minimum of four (4) persons waiting to see Community Recreation Center administrative personnel should be provided. A standard to use for the provision of adequate space in this area would be twenty-five (25) square feet per person for lounge seating. This area should be located in proximity to the Receptionist Space as well as the Public Area of the building. A counter should also be provided which physically separates the general public from the staff and receptionist.

Community Recreation Center Manager's Office: From the Manager's Office, the Manager can efficiently administer the Community Recreation Center operations. The office should be designed to afford privacy. In addition, it should be large enough to accommodate the seating of up to six (6) guests. Suitable office furniture such as desks, chairs, file cabinets, shelves, and coat and supply closets should be provided.

Community Recreation Center Assistant Manager's Office: The Assistant Manager's Office should be in proximity of both the Manager's Office and staff offices. The office should be so situated so the Assistant Manager can effectively assist the Manager in the administration of the Community Recreation Center's functions. In addition, it should be large enough to accommodate the seating of up to three (3) guests. Suitable office furniture such as a desk, chairs, file cabinets, shelves, and coat and supply closets should be provided.

Secretary/Clerk Offices (Two): Two (2) centrally located Secretary/Clerk Offices should be located within the administration area. Ready access to this space should be afforded the Manager and Assistant Manager. Suitable office furniture such as desks, chairs, file cabinets, shelves, and coat and supply closets should be provided in each office.

Administrative File Space: Adequate space should be provided in order to accommodate the Community Recreation Center's administrative filing system.

Fireproof Records Storage Room: A Fireproof Records Storage Room should be provided which will accommodate the easy storage and retrieval of Community Recreation Center related records and files. The Fireproof Records Storage Room should afford easy access to files by the Manager, Assistant Manager, and other authorized personnel.

Centralized Administrative Storage (Office Supplies, Printing, and Paper Supplies): Adequate space needs to be provided for the Community Recreation Center's storage of office supplies, photocopy and printing machine(s), and other paper supplies and materials for the entire Community Recreation Center. Adequate space should be provided to accommodate a desk, chair, and shelving.

Small Conference Room: A Small Conference Room should be provided which accommodates the seating of a minimum of fifteen (15) persons. A standard to use for the provision of adequate space to accommodate this would be twenty-five (25) square feet of floor area per seat.

Staff/Employee Lounge/Lunch Room: A Staff/Employee Lounge/Lunch Room should be provided which will allow for the comfortable seating of a minimum of eight (8) persons at tables and a minimum of four (4) persons for lounge seating. A standard to use for the provision of adequate space to accommodate persons seated at tables would be about twenty-five (25) square feet per person. A standard to use for the provision of adequate space to accommodate the lounge chairs would be about forty (40) square feet per person. Employee lockers should also be provided in this area. In addition, adequate space should be provided to accommodate a small kitchenette facility served with a sink and adequate counter and cabinet space.

Coat Closet: A Coat Closet should be provided which would adequately store a minimum of twenty-five (25) coats for both staff and guests.

C. Kitchen and Concessions

Kitchen and Concessions: The kitchen and concessions area should serve the entire facility and be a nutrition providing area. Ready access to the concession area should be afforded the Multi-Purpose Room, Community Meeting Room, and Multi-Purpose Gymnasium.

Coat Closet: A Coat Closet or lockers should be provided which would adequately store a minimum of ten (10) coats for both staff and guests.

D. Multi-Purpose Room

Multi-Purpose Room: A flexible Multi-Purpose Room should be provided to accommodate large group, indoor activities and to provide flexible space for use by various age groups. If moveable seating is to be provided, seating should accommodate a minimum of two hundred fifty (250) persons for public gatherings and presentations which may require the use of audio visual equipment. The room should also provide for direct access from the outdoors as well as windows to the outdoors. The room should provide locked storage closets, adequate chair and table storage, a closet or coat rack, an audiovisual projection booth and/or projection television area. The room should be designed to be flexible so that the room can be partitioned easily into two (2) smaller subareas in order to accommodate meetings of at least one hundred (100) persons each. A lecture format meeting room should provide a minimum of ten (10) square feet per person (excluding the other space required for storage, etc.). This room is recommended to use one (1) flexible partition wall. Ready access to the concession area and "The Commons" should be afforded the Multi-Purpose Room

Audiovisual Projection Booth/Projection Television Area: Adequate space to accommodate an Audiovisual Projection Booth/Projection Television Area should be provided. This area would also provide for the storage of audiovisual related materials.

Storage Closet: Adequate space needs to be provided for storage of equipment and supplies.

Chair and Table Storage: Adequate space needs to be provided for storage of moveable chairs and tables.

Coat Closet: A Coat Closet should be provided which would adequately store a minimum of one hundred (100) coats for both staff and guests.

E. Community Meeting Rooms

Community Meeting Rooms: A flexible Community Meeting Room should be provided to have the flexibility to accommodate large group meetings or several smaller meetings. Seating should accommodate a minimum of two hundred and fifty (250) persons for public gatherings and presentations which may require the use of audio visual equipment. This room would allow for seating in either a meeting or lecture format. The room may, if scheduling permits, also serve as a general meeting room for other City activities. A small kitchenette area should be provided. The room should also provide for direct access from the outdoors as well as windows to the outdoors. The room should provide locked storage closets, adequate chair and table storage, a closet or coat rack, an audiovisual projection booth and/or projection television area, carpeting, built-in screens, and white boards. The room should be designed to be flexible so that the room can be partitioned easily into four (4) smaller subareas in order to accommodate meetings of at least fifty (50) persons each. A lecture format meeting room

should provide a minimum of ten (10) square feet per person (excluding the other space required for storage, etc.). This room is recommended to use three (3) flexible partition walls. Ready access to the concession area and "The Commons" should be afforded the Community Meeting Room.

Audiovisual Projection Booth/Projection Television Area: Adequate space to accommodate an Audiovisual Projection Booth/Projection Television Area should be provided. This area would also provide for the storage of audiovisual related materials.

Storage Closet: Adequate space needs to be provided for storage of equipment and supplies.

Chair and Table Storage: Adequate space needs to be provided for storage of moveable chairs and tables.

Coat Closet: A Coat Closet should be provided which would adequately store a minimum of one hundred (100) coats for both staff and guests.

F. Physical Fitness Activity Areas

Multi-Purpose Gymnasium: A flexible Multi-Purpose Gymnasium should be provided to accommodate various indoor sport activities. The Multi-Purpose Gymnasium should provide one (1) official basketball court (which can also be used as two youth courts), two (2) official volleyball courts, an upper deck running track, an office and observation room, storage areas, a sound system, small roll-up bleacher seating sections, minimum 25-foot high ceiling, and scoreboard. This room is recommended to use one (1) flexible partition wall. Ready access to the concession area should be afforded the Multi-Purpose Gymnasium. Ready access to the Locker Rooms/Shower and Public Lavatories/Restrooms should be provided.

Multi-Purpose Gymnasium Instructor/Staff Offices and Observation Room: Two (2) Instructor/Staff Offices should be located within the Multi-Purpose Gymnasium. Ready access to the Multi-Purpose Gymnasium should be afforded the instructor/staff. The offices should be placed so that when the Multi-Purpose Gymnasium is divided into two spaces, an office will serve each space. Suitable office furniture such as desks, chairs, file cabinets, shelves, and coat and supply closets should be provided in the offices.

Multi-Purpose Gymnasium Equipment Storage Areas: This space should be used to store any equipment used in the Multi-Purpose Gymnasium.

Fitness/Exercise Room: A Fitness/Exercise Room should be provided. This room would provide for the use of weights, exercise equipment, and other physical fitness apparatus. The room should be equipped with synthetic rubber flooring, a sound system, 12-foot to 15-foot high ceiling, and windows. This room should accommodate a minimum of thirty (30) persons

with adequate space for the storage of exercise equipment. A minimum of ninety (90) square feet of such space should be provided per person. Ready access to the Locker Rooms/Showers and Public Lavatories/Restrooms should be provided.

Fitness/Exercise Room Instructor/Staff Office: One (1) Instructor/Staff Office should be located within the Fitness/Exercise Room. Ready access to the Fitness/Exercise Room should be afforded the instructor/staff. Suitable office furniture such as a desk, chairs, file cabinets, shelves, and coat and supply closets should be provided in the office.

Fitness/Exercise Room Storage Room: This space should be used to store any equipment used in the Fitness/Exercise Room.

Dance/Aerobic Exercise Room: A Dance/Aerobic Exercise Room should be provided. This room would provide for the use of ballet "barres" and other fitness apparatus as required. The room should be equipped with suspended wood flooring, mirrors, a sound system, and 12-foot to 15-foot high ceiling. This room should accommodate a minimum of fifty (50) persons with adequate space for the storage of exercise equipment. A minimum of sixty (60) square feet of such space should be provided per person. Ready access to the Locker Rooms/Showers and Public Lavatories/Restrooms should be provided.

Dance/Aerobic Exercise Room Instructor/Staff Office: One (1) Instructor/Staff Office should be located within the Dance/Aerobic Exercise Room. Ready access to the Dance/Aerobic Exercise Room should be afforded the instructor/staff. Suitable office furniture such as a desk, chairs, file cabinets, shelves, and coat and supply closets should be provided in the office.

Dance/Aerobic Exercise Room Storage Room: This space should be used to store any equipment used in the Dance/Aerobic Exercise Room.

Locker Rooms/Showers: Separate men's and women's locker rooms with showers should be provided. Access from both indoor and outdoors should be considered depending upon the type of outdoor recreational facilities (if any) which may be associated with the site at which the Community Recreation Center is ultimately located.

Public Lavatories/Restrooms: Public lavatories and restrooms for both men and women should be provided ancillary to the Multi-Purpose Gymnasium, Fitness/Exercise Room, and Dance/Aerobic Exercise Room in accordance with the Wisconsin Building Code and ADA requirements. These should be placed with ready access to the Locker Rooms/Showers.

Children's Play Area: A pre-school children's play area is needed for the playing of small games. The room should be equipped with tile flooring and moveable furniture.

Children's Play Area Storage Room: Adequate space needs to be provided for the storage of children's play area related equipment and supplies.

Coat Closet: A Coat Closet should be provided which would adequately store a minimum of seventy (70) coats for both staff and guests.

G. Arts and Crafts Area

Arts and Crafts Area: An Arts and Crafts Area is needed. The room should be equipped with tile flooring, sinks, and moveable furniture. Adequate space should be provided to accommodate a desk and chair for the arts and crafts instructor/staff.

Arts and Crafts Area Storage Room: Adequate space needs to be provided for the storage of arts and crafts related equipment and supplies.

Coat Closet: A Coat Closet should be provided which would adequately store a minimum of twenty (20) coats for both staff and guests.

H. Community Recreation Center Support Areas

Primary Recreation Equipment Storage Room: This space would be a storage area where much of the equipment for the Community Recreation Center building is kept. The Primary Recreation Equipment Storage Room would be located so as to facilitate easy access from Community Recreation Center offices.

Receiving Bay: The Receiving Bay area should provide access to the Primary Storage Room.

I. Other Ancillary and Non-assignable Building Spaces

Other ancillary and non-assignable spaces include the janitor closet, mechanical equipment room, and other unassigned spaces. These types of spaces are not necessarily tailored to the functions of a Community Recreation Center building but are rather tied to human, architectural, mechanical, and structural needs.

General Use Janitor Closets: A Janitor's Closet is necessary for the storage of cleaning and maintenance materials including equipment storage and mop sink. On the ground floor, access to the outdoors should be provided. If the building is to be a two-story building, then a Janitor Closet would be needed on each floor.

Mechanical Equipment Room: A Mechanical Equipment Room is necessary for heating, ventilating, air conditioning, and water heating equipment, depending upon the type of mechanical systems selected for the building.

Other Unassigned Building Spaces: Other Unassigned Building Spaces include the space for unassigned circulation; and space to accommodate walls, partitions, the building's structure, and an elevator (in the case of a two-story building). It is recommended that a minimum of twenty-five (25) percent of the total of all spaces previously defined be allocated to the category of Other Unassigned Building Spaces and be added to the total of the previously defined spaces in order to determine the total gross floor area needs of the Community Recreation Center building.

J. Outdoor and Site-Related Functional Spaces

Buildings: The site of the Community Recreation Center building should provide sufficient site area for constructing the building expansion anticipated after the year 2030. In order to minimize the Community Recreation Center building "footprint," assure a compact functional facility, and preserve land area to allow for building expansion in the future, it is also assumed that the Community Recreation Center will be two-stories in height.

Off-Street Automobile Parking and Associated Circulation: Adequate off-street automobile parking and associated circulation should be provided at the site for all employees and visitors. It is recommended, based upon data set forth in the Institute of Transportation Engineers' *Parking Generation: 2nd Edition* (Washington, D.C.: Institute of Transportation Engineers, 1987), that a standard of providing 4.5 off-street parking spaces per one thousand (1000) square feet of gross building area be used.

A standard to use for the provision of adequate space for the parking of one (1) automobile, including the provision of adequate circulation drive space to access the parking space, is four hundred (400) square feet.

Landscaping and Setbacks: Adequate space at the site should be allowed for landscaping, open space, and adequate setbacks on all sides of the Community Recreation Center building. Under the City's requirement in the P-1 Park District, no more than fifty percent of the lot area may be occupied by buildings and structures, including accessory structures. A landscape surface ratio of 0.50 is assumed for the calculation of this area. Also, in order to assure that an adequate site area is selected, it is also assumed that the building will be two-stories in height.

Table 8.1

COMMUNITY RECREATION CENTER BUILDING
AND SITE DEVELOPMENT PROGRAM: 2030

FUNCTIONAL AREA/SPACE	AREA REQUIRED (sq.ft.)
BUILDING SPACE NEEDS	
A. PUBLIC SERVICE AREA "THE COMMONS":	
Public Service Area "The Commons"	1,500
Snack Bar with Vending Machine Area	1,050
Lavatories/Restrooms	500
B. COMMUNITY RECREATION CENTER ADMINISTRATION:	
Receptionist Space	150
Administration Waiting Area	100
Community Recreation Center Manager's Office	200
Community Recreation Center Assistant Manager's Office	150
Secretary/Clerk Offices (Two)	200
Administrative File Space	250
Fireproof Records Storage Room	200
Centralized Administrative Storage	300
Small Conference Room	375
Staff/Employee Lounge/Lunch Room	875
Coat Closet	25
C. KITCHEN AND CONCESSIONS:	
Kitchen and Concessions	750
Coat Closet	15
D. MULTI-PURPOSE ROOM:	
Multi-Purpose Room	3,000
Audiovisual Projection Booth/Projection Television Area	50
Storage Closet	50
Chair and Table Storage	350
Coat Closet	100

FUNCTIONAL AREA/SPACE	AREA REQUIRED (sq.ft.)
E. COMMUNITY MEETING ROOM:	
Community Meeting Room	2,500
Audiovisual Projection Booth/Projection Television Area	50
Storage Closet	50
Chair and Table Storage	350
Coat Closet	100
F. PHYSICAL FITNESS ACTIVITY AREAS:	
Multi-Purpose Gymnasium	9,900
Multi-Purpose Gymnasium Instructor/Staff Offices and Observation Room	150
Multi-Purpose Gymnasium Equipment Storage Areas	600
Fitness/Exercise Room	3,000
Fitness/Exercise Room Instructor/Staff Office	150
Fitness/Exercise Room Storage Room	400
Dance/Aerobic Exercise Room	3,000
Dance/Aerobic Exercise Room Instructor/Staff Office	100
Dance/Aerobic Exercise Room Storage Room	300
Locker Rooms/Showers	6,000
Public Lavatories/Restrooms	500
Children's Play Area	2,000
Children's Play Area Storage Room	300
Coat Closet	75
G. ARTS AND CRAFTS AREA:	
Arts and Crafts Area	770
Arts and Crafts Area Storage Room	100
Coat Closet	20
H. COMMUNITY RECREATION CENTER SUPPORT AREAS:	
Primary Recreation Equipment Storage Room	500
Receiving Bay	625
I. OTHER ANCILLARY AND NON-ASSIGNABLE BUILDING SPACES:	
General Use Janitor Closets	200
Mechanical Equipment Room	750
Other Unassigned Building Spaces	10,670
TOTAL BUILDING AREA REQUIRED	53,350

FUNCTIONAL AREA/SPACE	AREA REQUIRED (sq.ft.)
OUTDOOR AND SITE-RELATED FUNCTIONAL SPACE NEEDS	
J. OUTDOOR AND SITE-RELATED FUNCTIONAL SPACES:	
Buildings	26,675 (a)
Off-Street Automobile Parking and Associated Circulation	96,030
Landscaping and Setbacks	122,705
TOTAL GROSS SITE AREA REQUIRED	245,410 (a) (5.64 acres)

- (a) Assuming a two-story building. This number reflects one-half of the total required building area (53,350 square feet of total building area) and is only representative of the minimum needed building "footprint." If a one-story building is constructed, a total minimum site area of 272,085 square feet, or 6.25 acres, would need to be provided.

Source: Meehan & Company, Inc.

Chapter 9

Capital Cost Estimates and Impact Fees

INTRODUCTION

This chapter of the Comprehensive Outdoor Recreation Plan update identifies estimated costs for the proposed new park, open space, trail, and outdoor recreation site and facility recommendations for the City of Franklin to the year 2030. This includes existing and future regional, community, neighborhood, mini, and special parks in the City as those sites are identified on Map 7.1 (see Chapter 7). Parks under the jurisdiction, or potential jurisdiction, of the City of Franklin are indicated on Map 7.1 as well as those parks under the jurisdiction of Milwaukee County and the Franklin Public School District [as noted in Chapter 1, both the Oak Creek-Franklin School District and Whitnall School District have indicated that no recreational facilities were planned to be constructed within the corporate limits of the City of Franklin during the planning period]. Chapter 7 also provides a detailed description of the potential improvements to existing and planned park and open space sites in the City and sets forth park improvement priority levels. The list is broken down by park type: regional and multi-community parks, community level public outdoor recreation land (community parks), community level public outdoor recreation land (playfields), neighborhood level public outdoor recreation land (neighborhood parks), neighborhood level public outdoor recreation land (neighborhood playgrounds), mini park level public outdoor recreation land (in park sites), and special parks (in park sites). The cost estimate analyses are presented utilizing constant year 2000 dollar amounts unless otherwise indicated. An update to year 2010 dollar amounts are presented where noted using the 2000 Consumer Price Index of 167.6 and the year 2010 Consumer Price Index of 208.728.

It is recommended that a more precise cost estimate be conducted following adoption of this update.

As stated in the Executive Summary, the CORP update recognizes that implementation of this plan is dependent upon a number of factors, including the availability of increasingly limited financial resources. It is also understood that the City must continuously weigh and balance the many demands placed upon its limited financial resources, such that some worthy projects must be deferred in order to ensure that other even more critical projects can proceed. The CORP update hereby acknowledges that such decisions should only be made by the Common Council and that such decisions could affect the timing of the implementation of this plan. However, it is intended that the information presented in this plan, specifically including the assignment of priorities and estimated costs, will assist the Common Council in its deliberations on these very important matters.

PARK, PLAYGROUND, TRAIL, AND OTHER RECREATIONAL FACILITIES SERVICE AREAS/ZONES

Under Section 66.0617(5) of the Wisconsin Statutes for the creation of impact fees, geographically defined zones, or service areas, within the City of Franklin may be identified for the imposition of impact fees on land development. For the City of Franklin, this identification of geographically defined zones is based upon:

1. The planned urban and suburban development set forth in the adopted City's Comprehensive Master Plan;
2. The service area standards for various types of parks, playgrounds, trail, and recreational facilities set forth and described earlier in Chapter 3 and which are consistent with the City's Comprehensive Master Plan;
3. The minimum service area delineations set forth on Maps 4.2, 4.3, and 4.4 of this facility needs assessment and Comprehensive Outdoor Recreation Plan update; and
4. The need for those public facilities which justifies the differences between zones in the amount of impact fees which may be imposed.

12 of the 21 resulting geographically defined zones, within the City of Franklin are graphically shown on Maps 9.1 through 9.3, and identified below:

- Lion's Legend Community Park I and II Zone No. 1.

- Forest Hills Neighborhood Park Zone No. 1.
- Hillcrest Neighborhood Park Zone No. 2.
- Woodview Neighborhood Park Zone No. 3.
- Pleasant View Neighborhood Park Zone No. 4.
- Jack E. Workman Neighborhood Park Zone No. 5

- Mini Park Zone No. 1.
- Mini Park Zone No. 2.
- Mini Park Zone No. 3.
- Mini Park Zone No. 4.
- Mini Park Zone No. 5.
- Ken Windl Mini Park Zone No. 6.

It should be noted that the following geographically defined zones serve the entire City of Franklin geographic area as community-wide facilities and are not necessary to map:

- Community Recreation Center Building Park Zone No. 1.
- Community Recreation Trails Zone No. 2.

- Mahr Woods Special Park Zone No. 1.
- Franklin Woods Nature Center Special Park Zone No. 2.
- Meadowlands Special Park Zone No. 3.
- Ernie Lake Special Park Zone No. 4.
- Mission Hills Neighborhood Wetlands Special Park Zone No. 5.
- Victory Creek Special Park Zone No. 6.
- Regional (central community gathering place) Park Zone No. 1.

Lions Legend Community Park and each of the five "Neighborhood Park Zones" is established to serve subareas, or large neighborhoods, of the City of Franklin as delineated on Maps 9.1 and 9.2, respectively.

Since large contiguous areas of land meeting minimum site size standards for a neighborhood park are not available in the five delineated "Mini Park Zones," each of the five "Mini Park Zones," as delineated on Map 9.3, is proposed to be served by a smaller sub-neighborhood mini park consisting of playfields and/or playgrounds.

DETERMINATION OF THE AMOUNT OF LAND TO BE DEDICATED

The provisions of City of Franklin park, open space, and outdoor recreation areas for this public facilities needs assessment are based upon the per capita standards as set forth in Chapter 3. Specifically, they are as indicated in Table 9.1.

Table 9.1

PER CAPITA STANDARDS FOR THE PROVISION OF
PUBLIC OUTDOOR RECREATION LAND IN THE CITY OF FRANKLIN

Facility Category	Minimum Development Standard (Gross Area) (a)
Public Outdoor Recreation	
Regional & Multi-Community	No Standard
Community (including Special Community Parks, in park sites)	2.2 acres per 1,000 persons (general standard)
Community Center Building and Site	0.1510026acre per 1,000 persons (b)
Community (in middle or high school sites)	0.9 acre per 1,000 persons
Community Trail System	0.3624063acre per 1,000 persons (c)
Neighborhood (in park sites)	1.7 acres per 1,000 persons
Neighborhood (in elementary school sites)	1.6 acres per 1,000 persons
Mini Parks (in park sites)	1.0 acre per 1,000 persons
Special Parks	No Standard
<i>Total Public Outdoor Recreation Land Dedication Required</i>	<i>7.9134089acres per 1,000 persons</i>

- (a) Gross areas include off-street parking for each category. These minimum standards *exclude* any additional required stormwater detention/retention areas, open space, or areas with natural resource features such as wetlands and woodlands and land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards.
- (b) Based upon City of Franklin year 2030 population projection of 41,390 persons (see Chapter 2) and 6.25 acres required for a one-story community recreation center (see Chapter 8).
- (c) Based upon City of Franklin year 2030 population projection of 41,390 persons (see Chapter 2). The total length of off-road trails planned to be located outside of parks and requiring new public trail rights-of-way or public easements and associated improvements is 43,547 feet, or about 8.25 miles (excluding planned trails located within existing public street rights-of-way). According to the City of Franklin Unified Development Ordinance, such trail rights-of-way would be a minimum of 20 feet in width. Based on the foregoing length and minimum width, a total of about 15 acres of land is required to accommodate new trails planned to be located outside of parks and requiring new public trail rights-of-way or public easements.

Based upon the per capita acreage standards for recreational facilities and the persons per household, the *proportionate share* amount of land to be dedicated per dwelling unit in the City of Franklin was calculated for the provision of public outdoor recreation land. These rates are based on the following formula:

$$\frac{(\text{acres required per standard})}{(1,000 \text{ persons} / 2.47 \text{ persons per household})} = \text{total acres required per dwelling unit}$$

The determination of the persons per household, or dwelling unit, is based upon the average number of persons per household as reported in the U.S. Census for the City of Franklin, Wisconsin. According to the U.S. Bureau of the Census, in the year 2010 there were 2.47 persons per household in the City of Franklin. The following Table 9.2 represents the calculated determination of the amount of land which would be required for community parks, trails, neighborhood parks, and mini park playfield/playground areas on a per dwelling unit basis in the City of Franklin:

Table 9.2

**PUBLIC OUTDOOR RECREATION LAND DEDICATION REQUIREMENTS
IN ACRES PER DWELLING UNIT IN THE CITY OF FRANKLIN**

Facility Category	Public Outdoor Recreation Land Dedication Requirements (Acres Per Dwelling Unit)
Public Outdoor Recreation	
Community (in park sites)	-- (a)
Community Center Building and Site	0.0003729 (one 6.25 acre facility per 41,390 persons)
Community (in middle or high school sites)	0.002223
Community Trail System	0.0008951 (b)
Neighborhood (in park sites)	0.004199
Neighborhood (in elementary school sites)	0.003952
Mini Parks (in park sites)	0.00247

(a) Varies and is to be calculated as a proportionate share based upon City of Franklin year 2030

population projection of 41,390 persons (see Chapter 2) and the acreage of each specific community and/or special park (also see Table 9.5).

- (b) Calculated as a proportionate share based upon City of Franklin year 2030 population projection of 41,390 persons (see Chapter 2). The total length of trails planned to be located outside of parks and requiring new public trail rights-of-way or public easements and associated improvements is 43,547 feet, or about 8.25 miles (excluding planned trails located within existing public street rights-of-way). According to the City of Franklin Unified Development Ordinance, such trail rights-of-way would be a minimum of 20 feet in width. Based on the foregoing length and minimum width, a total of about 15 acres of land is required to accommodate new trails planned to be located outside of parks and requiring new public trail rights-of-way or public easements.

DETERMINATION OF VACANT LAND VALUATIONS FOR REGIONAL PARKS, COMMUNITY PARKS, CITY-OWNED TRAILS, NEIGHBORHOOD PARKS, MINI PARKS, AND SPECIAL PARKS

Vacant land valuations which were used for parks, trails, and other recreational facilities are based upon detailed information which was furnished to Department of City Development staff by the City Assessor's Office relative to land valuations for specific parcels of land located in proximity to each of the planned park facilities. The valuation of planned City trail land (assuming a total length to be newly acquired of 34,040 feet, a minimum width of 20 feet, and occupying about 15.6 acres) was determined using an estimate furnished by the City Assessor's Office for non buildable recreational-type land--this estimate for the year 2010 was \$10,000 per acre.

DETERMINATION OF REGIONAL PARK, COMMUNITY PARK, NEIGHBORHOOD PARK, MINI PARK, SPECIAL PARK, AND CITY TRAIL CAPITAL COSTS (LAND ACQUISITION AND DEVELOPMENT COSTS)

In conformance with Section 66.0617 "Impact Fees" of the Wisconsin Statutes, "capital costs" means the capital costs to construct, expand, or improve public facilities, including the cost of land, and including legal, engineering, and design costs to construct, expand, or improve public facilities, except that not more than 10 percent of capital costs may consist of legal, engineering, and design costs (unless the municipality can demonstrate that its legal, engineering and design costs which relate directly to the public improvement for which the impact fees were imposed exceed 10% of capital costs). "Capital costs" does not include other noncapital costs to construct, expand, or improve public facilities or the costs of equipment to construct, expand, or improve public facilities, or vehicles. The costs associated with implementing various park acquisitions and improvements called for by the Comprehensive Outdoor Recreation Plan update are set forth in the following sections of this Chapter. All costs are indicated in constant year 2010 dollar amounts.

COSTS ASSOCIATED WITH THE IMPROVEMENT OF EXISTING PARKS

Existing Regional and Multi-Community Parks

Root River Parkway, Whitnall Park, Oakwood Park and Golf Course, Milwaukee County Sports Complex, Franklin Park, Grobschmidt Park, and Crystal Ridge: As stated earlier in Chapter 7, since these facilities are not under the control of the City of Franklin (other than the proposed joint Franklin Park/Southwest Park proposal discussed later in this chapter), recommendations regarding improvements are not set forth in the Comprehensive Outdoor Recreation Plan update for the City of Franklin.

Existing Community Level Public Outdoor Recreation Land (Community Parks)

Froemming Park: As stated earlier in Chapter 7, since this facility is not under the control of the City of Franklin, recommendations regarding improvements to this facility are not set forth in the Comprehensive Outdoor Recreation Plan update for the City of Franklin.

Lion's Legend Park Phases I and II: The following are planned additional improvements to Lion's Legend Park Phases I and II and their estimated associated costs:

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition	\$0 (Land Already Owned by City of Franklin)
Recreation Facility Development	
PARK IMPROVEMENT AND/OR ITEM	COST
Two (2) bicycle racks located in Phase II (for pavilion and bandstand areas).	\$2,000
Ice-skating area (about 0.35-acre needed).	\$0
Development of a pre-school area (including play equipment and surfacing) on the northeast side of the park in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements.	\$20,750
Subtotal of Capital Costs	\$22,750
TOTAL COST (38+/- acres) IN YEAR 2010 DOLLARS	\$28,333*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Existing Community Level Public Outdoor Recreation Land
(Playfields at Middle School or High School Sites)

Franklin High School and Forest Park Middle School: As stated earlier in Chapter 7, these outdoor recreational facilities are owned by the Franklin Public School District. Since these facilities are not under the control of the City of Franklin (other than the joint Forest Hill Neighborhood Park/Forest Park Middle School proposal discussed later in this chapter), recommendations regarding improvements to these facilities are not set forth in the Comprehensive Outdoor Recreation Plan update.

Existing Neighborhood Level Public Outdoor Recreation Land
(Neighborhood Parks at Park Sites)

St. Martin's (Robinwood) Neighborhood Park and Southwood Glen Neighborhood Park (County Park Site #59): As stated earlier in Chapter 7, these outdoor recreational facilities are owned by Milwaukee County. Since these facilities are not under the control of the City of Franklin, recommendations regarding improvements to these facilities are not set forth in the Comprehensive Outdoor Recreation Plan update.

Pleasant View Neighborhood Park The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements and their estimated associated costs for the Pleasant View Neighborhood Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition	\$0 (Land Already Owned by City of Franklin)
Recreation Facility Development	
Preparation of a detailed landscape plan for the entire park site.	\$3,700
Four (4) basketball goals (about 0.28-acre needed with fencing but no lighting).	\$23,000
One (1) baseball diamond (about 4.5 acres needed) with backstop and bleachers (without lighting and without an irrigation system).	\$51,500
Playfield (about 1.65-acres needed). Cost includes grading, landscaping, walkways, drives, picnic facilities, signage, drinking fountain, and	\$59,700

PARK IMPROVEMENT AND/OR ITEM	COST
drainage.	
Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements (including both play equipment and surfacing).	\$41,500
Three (3) tennis courts (unlighted, about 0.96-acre needed).	\$109,500
One (1) sand volleyball court.	\$5,000
Ice-skating area (about 0.35-acre needed).	\$0
Provision of a one-story, 2,400 square-foot enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$232,800 (Assuming \$97 per Square Foot in Year 2000 Dollars)
Passive (picnicking, etc.) and other recreation area (1.32 acres needed) including about 19 picnic tables (at 0.07 acre per table) and landscaping.	\$24,000
Installation of landscape plant materials in areas located outside of the playfield areas.	\$30,000
Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.	\$20,000
Provision of 59-space hard-surfaced, paved off-street parking lot with curb, gutter, and storm sewer which is clearly marked and lighted.	\$181,700
Installation of all park signage.	\$25,000
Provision of a walking/education trail. (Assuming a length of about 4,535 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$102,265
Provision of outdoor fitness stations along the walking/education trail.	\$5,000
Installation of 950+/- lineal feet of 80-foot wide collector street with paving and improvements to service Pleasant View Park.	\$143,935 (a)
Sanitary sewer lateral extension into the park (estimated 230+/- linear feet at about \$42.00 per foot).	\$9,700
Public water supply extension into the park (estimated 230+/- linear feet at about \$44.00 per foot).	\$10,100
Electric line extension into the park (estimated 230+/- linear feet at about \$4.25 per foot).	\$1,000
Subtotal of Capital Costs	\$1,079,400
Legal, Engineering, and Design Costs (10 percent of the subtotal).	\$107,940

PARK IMPROVEMENT AND/OR ITEM	COST
TOTAL COST (15 acres)	\$1,187,340
TOTAL COST IN YEAR 2010 DOLLARS	\$1,478,701*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

- (a) In the year 2000, SEWRPC estimated the cost of construction of an 80-foot wide fully improved urban collector street to be \$800,000 per mile, or \$151.51 per lineal foot.

Jack E. Workman Neighborhood Park: The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements and their estimated associated costs for the Jack E. Workman Neighborhood Park:

PARK IMPROVEMENT AND/OR ITEM	COST
One (1) tennis court (unlighted, about 0.32-acre needed).	\$36,500
Ice-skating area (about 0.35-acre needed).	\$0
Provision of additional park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.	\$20,000
Provision of outdoor fitness stations along the walking/education trail.	\$4,000
TOTAL	\$60,500
TOTAL COST IN YEAR 2010 DOLLARS	\$75,346*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Christine Rathke Memorial Park (formerly Quarry View Park): Since this facility is located on privately-owned land only leased to the City of Franklin and not under the permanent control of the City of Franklin, recommendations regarding improvements to this facility are not set forth in the Comprehensive Outdoor Recreation Plan update.

However, it is recommended that should an opportunity present itself, the City should consider ownership of this site, and its possible expansion, to accommodate a full-sized neighborhood park.

Existing Neighborhood Level Public Outdoor Recreation Land (Neighborhood Playgrounds at Elementary School Sites)

Pleasant View Elementary School, Ben Franklin Elementary School, Country Dale Elementary School, Southwood Glen Elementary School, and Robinwood Elementary School: As stated earlier in

Chapter 7, these outdoor recreational facilities are owned by the Franklin Public School District. Since these facilities are not under the control of the City of Franklin, recommendations regarding improvements to these facilities are not set forth in the Comprehensive Outdoor Recreation Plan update.

Existing Mini Park Level Public Outdoor Recreation Land

Lions Baseball Field (formerly Ollie Pederson Field): The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for the Ollie Pederson Field (Franklin Lions Youth League Ball Diamond):

PARK IMPROVEMENT AND/OR ITEM	COST
No additional improvements are proposed.	\$0
TOTAL COST IN YEAR 2010 DOLLARS	\$0

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Cascade Creek Park (City Park #4): The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for Cascade Creek Park (City Park #4):

PARK IMPROVEMENT AND/OR ITEM	COST
Ice-skating area <i>without</i> fencing or any other structures (about 0.35-acre needed).	\$0
Provision of adequate, paved, clearly marked, 8-space off-street parking with curb and gutter (unlighted and no storm sewer).	\$18,000
Installation of all park signage (outside of all 100-year recurrence interval floodplain areas) for the walking trail	\$2,500
Provision of a walking/education trail. (Assuming a length of about 1,450 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$32,700
TOTAL	\$53,200
TOTAL COST IN YEAR 2010 DOLLARS	\$66,255*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Friendship Park (formerly City Park #1--Sharon and Anita Park): The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for Friendship Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Installation of landscape plant materials in areas located adjacent to abutting residential properties in order to help buffer those properties from the various park uses.	\$7,000
TOTAL	\$7,000
TOTAL COST IN YEAR 2010 DOLLARS	\$8,718

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Glenn Meadows Park (formerly City Park #2--35th Street Park): The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for Glenn Meadows Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Preparation of a detailed landscape plan for the park.	\$3,700
Installation of landscape plant materials in areas located adjacent to abutting residential properties in order to help buffer those properties from the various park uses.	\$7,000
TOTAL	\$10,700
TOTAL COST IN YEAR 2010 DOLLARS	\$13,326*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Dr. Lynette Fox Memorial Park: The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for Dr. Lynette Fox Memorial Park:

PARK IMPROVEMENT AND/OR ITEM	COST
No additional improvements are necessary.	\$0
TOTAL COST IN YEAR 2010 DOLLARS	\$0

Ken Windl Park: The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for Ken Windl Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Installation of one (1) sand volleyball court	\$5,000
TOTAL COST IN YEAR 2010 DOLLARS	\$6,227*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Existing Special Parks

Rainbow Airport Park, Franklin Little League Complex, and Fitzsimmons Road Woods: As indicated in Chapter 7, since these facilities are under the control of Milwaukee County or other private parties and are not under the control of the City of Franklin, recommendations regarding improvements to these facilities are not set forth in the Comprehensive Outdoor Recreation Plan update.

Franklin Woods Nature Center (formerly Camp Arthur Davidson): The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for the Franklin Woods Nature Center:

PARK IMPROVEMENT AND/OR ITEM	COST
Provision of a one-story, 4,000 square-foot enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$388,000 (Assuming \$97 per Square Foot in Year 2000 Dollars)
Provision of lighting for the paved off-street parking lot.	\$25,000
Sanitary sewer lateral extension into the park (estimated 370+/- linear feet at about \$42.00 per foot)	\$15,600
Public water supply extension into the park (estimated 370+/- linear feet at about \$44.00 per foot)	\$16,300
Electric line extension into the park (estimated 370+/- linear feet at about \$4.25 per foot)	\$1,600
Subtotal of Capital Costs	\$446,500
Legal, Engineering, and Design Costs (10 percent of the subtotal).	\$44,650
TOTAL COST (40 acres)	\$491,150
TOTAL COST IN YEAR 2010 DOLLARS	\$611,673*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Meadowlands Park: The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for the Meadowlands Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Provision of additional permanently anchored park benches as demand increases over the planning period.	\$2,500
Installation of all park signage, including signage relating to plant	\$2,000

PARK IMPROVEMENT AND/OR ITEM	COST
material and species identification, throughout the park.	
Expansion/widening of the internal walkway/education trail to also serve the western portion of the park. (Assuming a length of about 800 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$18,000
TOTAL	\$22,500
TOTAL COST IN YEAR 2010 DOLLARS	\$28,021*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Ernie Lake Park (unofficial name): The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for the Ernie Lake Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Installation of all park signage, including signage relating to plant material and species identification, throughout the park.	\$2,500
Provision of outdoor fitness stations along the walking/education trail.	\$3,000
TOTAL	\$5,500
TOTAL COST IN YEAR 2010 DOLLARS	\$6,850*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Mission Hills Neighborhood Wetlands: The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for the Mission Hills Neighborhood Wetlands:

PARK IMPROVEMENT AND/OR ITEM	COST
Provision of additional permanently anchored park benches along the site's perimeter.	\$3,000
Installation of all park signage, including signage relating to plant material and species identification, throughout the park.	\$2,500
Potential provision of a walkway/education trail. (Assuming a length of about 1,000 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$22,550
TOTAL	\$28,050
TOTAL COST IN YEAR 2010 DOLLARS	\$34,933*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Market Square (formerly City Park #3 in St. Martin's): The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for the Market Square:

PARK IMPROVEMENT AND/OR ITEM	COST
Linkage of the park to the Milwaukee County recreation corridor/trail (see Map 7.1).	\$0
TOTAL	\$0

Victory Creek Special Park: The Comprehensive Outdoor Recreation Plan update identifies the following potential additional improvements and their estimated associated costs for Victory Creek Special Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Provision of permanently anchored park benches.	\$3,000
Potential provision of a walkway/education trail. (Assuming a length of about 2,000 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$45,100
Installation of all park/trail signage (including interpretive plant signage).	\$15,000
TOTAL	\$63,100
TOTAL COST IN YEAR 2010 DOLLARS	\$78,584*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

COSTS ASSOCIATED WITH THE ACQUISITION AND IMPROVEMENT OF THE PLANNED NEW PARKS, OPEN SPACE, AND OUTDOOR RECREATIONAL SITES AND FACILITIES

Proposed Trails

Planned Trails, Bicycle Routes, and Linkages: As indicated in Chapter 7, Map 7.1 identifies the location of existing and planned trails, bicycle routes, and linkages between public park facilities in the City of Franklin. The total length of trails planned to be located outside of City parks and requiring new public right-of-ways or public easements and associated improvements in the City of Franklin is approximately 94,051 feet, or about 17.81 miles. This total includes both Milwaukee County as well as City of Franklin trails, as identified on Map 7.1. A closer examination of Map 7.1

indicates that the City of Franklin would be responsible for constructing about 43,547 lineal feet or about 8.25 miles of off-road trails and Milwaukee County would be responsible for constructing about 52,948 lineal feet or about 10.03 miles of off-road trails. According to the City of Franklin Unified Development Ordinance, off-road trail rights-of-way should be a minimum of 20 feet in width. Based on the foregoing length and minimum width, a total of about 43.2 acres of land is required to accommodate new trails planned to be located outside of City parks and requiring new public trail rights-of-way or public easements for both Milwaukee County and Franklin trails. Of this amount, the City of Franklin would be responsible for about 15 acres of off-road trails. The Comprehensive Outdoor Recreation Plan update identifies the following improvements and their estimated associated costs for the planned trails, bicycle routes, and linkages between public park facilities in the City of Franklin:

TRAIL IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition	\$225,840 (a)
Recreation Facility Development	
Minimum 43,547 Lineal Feet of 10-foot Wide Bituminous Paved Trail Surface (Assuming a cost of about \$34.4 per linear foot.)	\$1,497,994(b)
Subtotal of Capital Costs	\$1,497,994
Legal, Engineering, and Design Costs (10 percent of the subtotal)	\$149,799
TOTAL COST NOT INCLUDING LAND (15 acres)	\$1,647,793
TOTAL DEVELOPMENT COSTS (Future Costs with Inflation From 2002-2013)	\$2,471,690

- (a) Assuming a minimum dedicated public right-of-way or public easement width of 20 feet x 32,727 lineal feet resulting in a total area of 15.02617 acres. This length is outside of existing dedicated public street rights-of-way. Also assuming an average year 2010 land valuation of \$15,056 per acre.
- (b) Assuming a cost of \$34.4 per linear foot of 10-foot wide bituminous paved surface.

The generalized extent and location of planned trails, bicycle routes, and linkages are indicated on Map 7.1 for the City of Franklin. As indicated in Chapter 1, in December 1994, SEWRPC published Planning Report No. 43 titled *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*. The *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010* (p. 134) indicates that the 1994 unit improvement costs for developing bicycle-way improvements were as follows:

- \$100,000 per mile for the construction of four-foot-wide bicycle lanes or four-foot-wide paved shoulders along both sides of a street.

- \$50,000 per mile for the construction of a ten-foot-wide asphalt bicycle path.
- \$25,000 per mile for the construction of a ten-foot-wide asphalt bicycle path surfaced with limestone screenings.
- \$500 per mile to establish an on-street bicycle route.
- The cost of acquiring right-of-way was assumed to be \$40,000 per acre for an on-street bicycle way and \$10,000 per acre for an off-street bicycle way.

For the City of Franklin Comprehensive Outdoor Recreation Plan update, the above SEWRPC cost estimates were adjusted based upon the changes in the annual Consumer Price Index for the Milwaukee-Racine area between 1994 and 2010. In 1994, the annual Consumer Price Index was 147.0 and in mid-2010 it was 208.728, representing a change of 61.728, or 41.9918 percent. The adjustment results in the following costs for July 1, 2010:

- \$141,992 per mile for the construction of four-foot-wide bicycle lanes or four-foot-wide paved shoulders along both sides of a street.
- \$70,996 per mile for the construction of a ten-foot-wide asphalt bicycle path.
- \$35,498 per mile for the construction of a ten-foot-wide asphalt bicycle path surfaced with limestone screenings.
- \$710 per mile to establish an on-street bicycle route.
- The cost of acquiring right-of-way was assumed to be \$56,797 per acre for an on-street bicycle way and \$14,199 per acre for an off-street bicycle way.

In order to determine the approximate costs associated with any particular segment of the City of Franklin trail system located within an existing dedicated public street right-of-way and indicated on Map 7.1 (see Chapter 7), the length of the segment (in miles and fractions thereof) should be measured and multiplied by the applicable per mile unit improvement costs for 2010 as listed above.

Proposed Community Recreation Center

Community Recreation Center Building Park: The Comprehensive Outdoor Recreation Plan update identifies the following improvements and their estimated associated costs for the planned Community Recreation Center Building Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition (Minimum Total of 6.25 Acres Required) based upon a City of Franklin Year 2010 Estimated Land Valuation	\$430,000
Community Recreation Center Building (also see Table 9.4)	
Construction of a one-story or two-story, 53,350 square-foot Community Recreation Center Building with the various recreational-related functional spaces described in Chapter 8 in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements. (Note: See detailed discussion presented at the end of Chapter 9 regarding the costs of the building).	\$6,983,300
Subtotal of Community Center Building Costs	\$6,983,300
Other Recreational Facility Site Development Features	
Preparation of a boundary survey of the portion of the property to be used for the community park. A detailed topographic map may also have to be prepared with a contour interval of one foot.	\$3,000
Preparation of a detailed site development plan and accompanying landscape plan for the entire park site. Such a plan should be done so as to assure the maximum and efficient use of the property.	\$5,000
Provision of 120-space hard-surfaced, paved off-street parking lot with curb, gutter, and storm sewer which is clearly marked and lighted.	\$369,600
Passive open space area (about 2.8 acres) including about 40 picnic tables at 0.07 acre per table and landscaping.	\$48,000
Installation of landscape plant materials.	\$40,000
Provision of park benches permanently anchored.	\$10,000
Installation of all park signage.	\$25,000
Provision of an internal walkway/trail system. (Assuming a length of about 1,000 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.) Provision of an internal walkway system.	\$22,550
Sanitary sewer lateral extension into the park (estimated 300+/- linear feet at about \$42.00 per foot).	\$12,600
Public water supply extension into the park (estimated 300+/- linear feet at about \$44.00 per foot).	\$13,200
Electric line extension into the park (estimated 300+/- linear feet at about \$4.25 per foot).	\$1,275
Subtotal of Other Recreational Facility Capital Costs	\$550,225
Legal, Engineering, and Design Costs of Other Recreational Facilities at the Site Not Including Costs associated with the Community Recreational Center Building (10 percent of the above subtotal).	\$55,023
TOTAL COST NOT INCLUDING LAND (6.25 acres)	\$7,588,548
TOTAL COST IN YEAR 2010 DOLLARS	\$9,450,702

PARK IMPROVEMENT AND/OR ITEM	COST
NOT INCLUDING LAND	
TOTAL COST IN YEAR 2010 DOLLARS INCLUDING LAND	\$9,880,702*
TOTAL COST PER ACRE IN YEAR 2010 DOLLARS INCLUDING LAND	\$1,580,912*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Proposed Regional & Multi-Community Parks

Southwest Park/Franklin Park: As indicated in Chapter 7, and as set forth in the *City of Franklin 2025 Comprehensive Master Plan*, a Regional/Southwest Park is proposed in the southwest area of the City. This park is envisioned to host such citywide events as the Fourth of July Civic Celebration and to serve the community, neighborhood, and mini park needs of the southwestern portion of the City (based upon the assumption that public sanitary sewer and water service will be provided to this portion of the City of Franklin within the 15 year time-frame of this CORP update).

Based upon a preliminary analysis undertaken by staff during the preparation of the Comprehensive Master Plan, and further analyzed during this CORP update, the Southwest Park is herein proposed to be an approximately 200 acre regional public park facility to be owned by the City of Franklin and developed adjacent to and in conjunction with Milwaukee County’s development of Franklin Park. The proposed Southwest Park is envisioned to primarily be an active recreation site while the existing Franklin Park is envisioned to primarily be a passive recreation site. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements and costs for the proposed Regional Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition (Minimum Total of 200 Acres at a City of Franklin Year 2010 Estimated Land Valuation of \$4,000 Per Acre).	\$1,400,000
Recreation Facility Development	
Preparation of a boundary survey of the portion of the property to be used for the park. A detailed topographic map may also have to be prepared with a contour interval of one foot.	\$3,000
Preparation of a detailed site development plan and accompanying landscape plan for the entire neighborhood park site. Such a plan should be done so as to assure the maximum and efficient use of the property.	\$3,700

PARK IMPROVEMENT AND/OR ITEM	COST
Six (6) basketball goals (about 0.42-acre needed with fencing but no lighting).	\$34,500
Two (2) baseball diamonds (about 9 acres needed) with backstop and bleachers with lighting.	\$103,000
Lighting for two (2) baseball fields	\$75,000
Two (2) softball diamonds (about 2.68 acres each for a total of 5.36 acres) with backstop and bleachers without lighting.	\$92,000
Play Field (about 1.65-acres needed). Cost includes grading, landscaping, walkways, drives, picnic facilities, signage, drinking fountain, and drainage.	\$59,700
Soccer Complex (about 8 acres needed for four fields)	\$200,000
Lighting for Soccer Complex	\$75,000
Skateboard Park (about 0.23 acres needed)	\$20,000
¼ Mile BMX Racetrack (with obstacles)	\$16,000
Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements (including both play equipment and surfacing).	\$41,500
Eight (8) tennis courts (unlighted, about 2.56-acres needed).	\$292,000
Lighting for eight (8) tennis courts	\$100,000
Ice-skating area (about 0.35-acre needed).	\$0
Provision of a one-story, 2,400 square-foot enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$232,800 (Assuming \$97 per Square Foot in Year 2000 Dollars)
Passive (picnicking, etc.) and other recreation area (1.4 acres needed) including about 20 picnic tables (at 0.07 acre per table) and landscaping.	\$25,000
Installation of landscape plant materials in areas located outside of the playfield areas.	\$30,000
Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.	\$26,000
Provision of A 200-space hard-surfaced, paved off-street parking lot with curb, gutter, and storm sewer which is clearly marked and lighted.	\$616,000
Installation of all park signage.	\$25,000
Provision of a multiuse walking/snowmobile/education trail. (Assuming a length of about two miles and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$238,100
Provision of outdoor fitness stations along the walking/education trail.	\$10,000

PARK IMPROVEMENT AND/OR ITEM	COST
Sanitary sewer lateral extension into the park (estimated 700+/- linear feet at about \$42.00 per foot).	\$29,400
Public water supply extension into the park (estimated 700+/- linear feet at about \$44.00 per foot).	\$30,800
Electric line extension into the park (estimated 700+/- linear feet at about \$4.25 per foot).	\$3,000
Subtotal of Capital Costs	\$2,381,500
Legal, Engineering, and Design Costs (10 percent of the subtotal).	\$238,150
TOTAL COST NOT INCLUDING LAND	\$2,619,650
TOTAL COST IN YEAR 2010 DOLLARS NOT INCLUDING LAND	\$3,262,486
TOTAL COST (200 acres) IN YEAR 2010 DOLLARS INCLUDING LAND	\$4,662,486*
TOTAL COST PER ACRE IN YEAR 2010 DOLLARS INCLUDING LAND	\$23,312*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

It is envisioned that many of the community level facilities proposed by SEWRPC Planning Report No. 132 -- for Franklin Park -- would instead be developed at the Southwest Park by Milwaukee County. This would enable preservation of the important natural resource features (such as the remnant Oak Savanna) within Franklin Park. This in turn would substantially reduce the development cost noted above. However, until such time as an agreement of this nature is concluded between Milwaukee County and the City of Franklin, the cost for such development will be identified here.

Proposed Neighborhood Parks

As stated earlier, Map 7.1 presents the map of the Comprehensive Outdoor Recreation Plan update for public park, open space, and outdoor recreation sites in the City of Franklin--including the location of potential neighborhood parks. Map 7.1 indicates the potential locations of four new neighborhood parks for the City of Franklin--PN1 Forest Hills Neighborhood Park, PN2 Hillcrest Neighborhood Park, PN3 St. Martin's Neighborhood Park, PN4 Woodview Neighborhood Park, and PN5 Willow Edge Neighborhood Park. The acquisition and improvement costs for each of these five sites are described below.

Forest Hills Neighborhood Park: The Forest Hills Neighborhood plan of the City of Franklin's 1992 Comprehensive Master Plan calls for the development of a neighborhood park site located west of and contiguous to the Forest Park Middle School. The 1991 adopted *A Park and Open Space Plan for Milwaukee County*, as well as the City's 2002 Comprehensive Outdoor Recreation Plan, also

recommends a neighborhood park in the Forest Hills Neighborhood.

However, significant urban development has already taken place in the Forest Hills Neighborhood resulting in a lack of suitable vacant land to accommodate a new neighborhood park. Therefore, it is recommended that the City of Franklin work closely with the Franklin School District to jointly provide community and neighborhood level park facilities at the approximately eleven (11) acre community playfield at Forest Park Middle School. Furthermore, staff recommends the development of an agreement between the City of Franklin and the Franklin School District to pay for future improvements to the Forest Hills Neighborhood Park/ Forest Park Middle School.

In general, the planned development of the Forest Hills Neighborhood Park includes facilities similar to those typically provided by a neighborhood park as defined in Chapter 3, Table 3.5. It is also important for the Forest Hills Neighborhood Park not to duplicate recreational facilities already offered at Forest Park Middle School. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements for the Forest Hills Neighborhood Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
0	
Recreation Facility Development	
Preparation of a boundary survey of the portion of the property to be used for the neighborhood park. A detailed topographic map may also have to be prepared with a contour interval of one foot.	\$3,000
Detailed site development plan and accompanying landscape plan for the entire neighborhood park site. Such a plan should be done so as to assure the maximum and efficient use of the property.	\$3,700
Softball diamond (about 2.68 acres needed without lighting and if adequate site area and configuration permits).	\$46,000
Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements (including both play equipment and surfacing).	\$41,500
Three (3) tennis courts (unlighted, about 0.96-acre needed).	\$109,500
Ice-skating area (about 0.35-acre needed).	\$0
Provision of a one-story, 2,400 square-foot enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$232,800 (Assuming \$97 per Square Foot in Year 2000 Dollars)
Passive (picnicking, etc.) and other recreation area (1.32 acres needed)	\$24,000

PARK IMPROVEMENT AND/OR ITEM	COST
including about 19 picnic tables (at 0.07 acre per table) and landscaping..	
Installation of landscape plant materials in areas located outside of the playfield areas.	\$30,000
Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.	\$26,000
Provision of 59-space hard-surfaced, paved off-street parking lot with curb, gutter, and storm sewer which is clearly marked and lighted.	\$181,700
Installation of all park signage.	\$25,000
Provision of an internal walkway/trail system. (Assuming a length of about 1,500 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$33,825
Sanitary sewer lateral extension into the park (estimated 500+/- linear feet at about \$42.00 per foot).	\$21,000
Public water supply extension into the park (estimated 500+/- linear feet at about \$44.00 per foot).	\$22,000
Electric line extension into the park (estimated 500+/- linear feet at about \$4.25 per foot).	\$2,125
Subtotal of Capital Costs	\$802,150
Legal, Engineering, and Design Costs (10 percent of the subtotal).	\$80,215
TOTAL COST	\$882,365
TOTAL COST IN YEAR 2010 DOLLARS	\$1,098,889*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Hillcrest Neighborhood Park: As indicated in Chapter 7, the Hillcrest Neighborhood plan of the City of Franklin's 1992 Comprehensive Master Plan calls for the development of a neighborhood park site somewhat centrally located within the neighborhood in conjunction with a planned elementary school site planned to be located generally south of W. Elm Court between W. Loomis Road (STH 36/45) and St. Martin's Road (STH 100) The 1991 adopted A Park and Open Space Plan for Milwaukee County also recommends a neighborhood park in the Hillcrest Neighborhood. In general, the planned development of the Hillcrest Neighborhood Park includes facilities similar to those typically provided by a neighborhood park as defined in Chapter 3, Table 3.5. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements and costs for the planned Hillcrest Neighborhood Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition (Minimum Total of 19.84 Acres Required at a City of Franklin Year 2010 Estimated Land Valuation of \$30,000 Per Acre).	\$595,200
Recreation Facility Development	
Preparation of a boundary survey of the portion of the property to be used for the neighborhood park. A detailed topographic map may also have to be prepared with a contour interval of one foot.	\$3,000
Preparation of a detailed site development plan and accompanying landscape plan should be prepared for the entire neighborhood park site. Such a plan should be done so as to assure the maximum and efficient use of the property.	\$3,700
Six (6) basketball goals (about 0.42-acre needed with fencing but no lighting).	\$34,500
One (1) baseball diamond (about 4.5 acres needed) with backstop and bleachers without lighting (without lighting and without an irrigation system).	\$51,500
Two (2) softball diamonds (about 2.68 acres each for a total of 5.36 acres) with backstop and bleachers without lighting..	\$92,000
Playfield (about 1.65-acres needed). Cost includes grading, landscaping, walkways, drives, picnic facilities, signage, drinking fountain, and drainage.	\$59,700
Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements (including both play equipment and surfacing).	\$41,500
Three (3) tennis courts (unlighted, about 0.96-acre needed).	\$109,500
Ice-skating area (about 0.35-acre needed).	\$0
Provision of a one-story, 2,400 square-foot enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$232,800 (Assuming \$97 per Square Foot in Year 2000 Dollars)
Passive (picnicking, etc.) and other recreation area (1.32 acres needed) including about 19 picnic tables (at 0.07 acre per table) and landscaping.	\$24,000
Installation of landscape plant materials in areas located outside of the playfield areas.	\$30,000
Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.	\$26,000

PARK IMPROVEMENT AND/OR ITEM	COST
Provision of 59-space hard-surfaced, paved off-street parking lot with curb, gutter, and storm sewer which is clearly marked and lighted.	\$181,700
Installation of all park signage.	\$25,000
Provision of a walking/education trail. (Assuming a length of about 1,700 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$38,350
Provision of outdoor fitness stations along the walking/education trail.	\$5,000
Sanitary sewer lateral extension into the park (estimated 600+/- linear feet at about \$42.00 per foot).	\$25,200
Public water supply extension into the park (estimated 600+/- linear feet at about \$44.00 per foot).	\$26,400
Electric line extension into the park (estimated 600+/- linear feet at about \$4.25 per foot).	\$2,550
Subtotal of Capital Costs	\$1,012,400
Legal, Engineering, and Design Costs (10 percent of the subtotal).	\$101,240
TOTAL COST NOT INCLUDING LAND (19.84 acres)	\$1,113,640
TOTAL COST IN YEAR 2010 DOLLARS NOT INCLUDING LAND	\$1,386,916
TOTAL COST IN YEAR 2010 DOLLARS INCLUDING LAND	\$1,982,116*
TOTAL COST PER ACRE IN YEAR 2010 DOLLARS INCLUDING LAND	\$99,905*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Woodview Neighborhood Park: As indicated in Chapter 7, the Woodview Neighborhood plan of the City of Franklin's 1992 Comprehensive Master Plan calls for the development of a combined neighborhood and special park site located within the northern one-half of the neighborhood. However, since the preparation of the City of Franklin's 1992 Comprehensive Master Plan, a significant portion of the planned neighborhood park site was developed as a single-family residential subdivision. Therefore, an alternative site will need to be specifically located to accommodate the needed neighborhood park site. The 1991 adopted A Park and Open Space Plan for Milwaukee County also recommends a neighborhood park in this neighborhood. In general, the planned development of the Woodview Neighborhood Park includes facilities similar to those typically provided by a neighborhood park as defined in Chapter 3, Table 3.5. The Comprehensive Outdoor Recreation Plan update identifies the following potential improvements and costs for the planned Woodview Neighborhood Park:

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition (Minimum Total of 19.84 Acres Required at a City of Franklin Year 2010 Estimated Land Valuation of \$30,000 Per Acre).	\$595,200
Recreation Facility Development	
Preparation of a boundary survey of the portion of the property to be used for the neighborhood park. a detailed topographic map may also have to be prepared with a contour interval of one foot.	\$3,000
Preparation of a detailed site development plan and accompanying landscape plan for the entire neighborhood park site. Such a plan should be done so as to assure the maximum and efficient use of the property.	\$3,700
Six (6) basketball goals (about 0.42-acre needed with fencing but no lighting).	\$34,500
One (1) baseball diamond (about 4.5 acres needed) with backstop and bleachers without lighting (without lighting and without an irrigation system).	\$51,500
Two (2) softball diamonds (about 2.68 acres each for a total of 5.36 acres) with backstop and bleachers without lighting.	\$92,000
Playfield (about 1.65-acres needed). Cost includes grading, landscaping, walkways, drives, picnic facilities, signage, drinking fountain, and drainage.	\$59,700
Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements (including both play equipment and surfacing).	\$41,500
Three (3) tennis courts (unlighted, about 0.96-acre needed).	\$109,500
Ice-skating area (about 0.35-acre needed).	\$0
Provision of a one-story, 2,400 square-foot enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$232,800 (Assuming \$97 per Square Foot in Year 2000 Dollars)
Passive (picnicking, etc.) and other recreation area (1.32 acres needed) including about 19 picnic tables (at 0.07 acre per table) and landscaping.	\$24,000
Installation of landscape plant materials in areas located outside of the playfield areas.	\$30,000
Provision of park benches, picnic tables, grills, etc. as demand increases over the planning period. Some of these park benches, picnic tables, grills, etc. may be permanently anchored.	\$26,000
Provision of 59-space hard-surfaced, paved off-street parking lot with	\$181,700

PARK IMPROVEMENT AND/OR ITEM	COST
curb, gutter, and storm sewer which is clearly marked and lighted.	
Installation of all park signage.	\$25,000
Provision of a walking/education trail. (Assuming a length of about 1,100 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$24,800
Provision of outdoor fitness stations along the walking/education trail.	\$5,000
Sanitary sewer lateral extension into the park (estimated 500+/- linear feet at about \$42.00 per foot).	\$21,000
Public water supply extension into the park (estimated 500+/- linear feet at about \$44.00 per foot).	\$22,000
Electric line extension into the park (estimated 500+/- linear feet at about \$4.25 per foot).	\$2,100
Subtotal of Capital Costs	\$989,800
Legal, Engineering, and Design Costs (10 percent of the subtotal).	\$98,980
TOTAL COST (19.84 acres) NOT INCLUDING LAND	\$1,088,780
TOTAL COST IN YEAR 2010 DOLLARS NOT INCLUDING LAND	\$1,355,956
TOTAL COST IN YEAR 2010 DOLLARS INCLUDING LAND	\$1,951,156*
TOTAL COST PER ACRE IN YEAR 2010 DOLLARS INCLUDING LAND	\$98,345*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Proposed Mini Parks

As stated earlier, Map 7.1 presents the map of the Comprehensive Outdoor Recreation Plan update for public outdoor recreation sites in the City of Franklin--including the location of five potential new mini parks identified on Map 7.1 as sites PM1 through PM7. The acquisition and improvement costs for each of these five sites is described below. However, to achieve the desirable recreational space needed to accommodate the planned facilities at such mini park sites as set forth in Chapter 7 of the Comprehensive Outdoor Recreation Plan update, the desirable acquisition of three acres was used to determine acquisition costs. Chapter 7 and Table 3.2 of Chapter 3 indicate that the minimum size for such a mini park would be one acre.

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition--MINI PARK SITE PM1 (Minimum Total of 3 Acres Desirable at a City of Franklin Year 2010 Assessed Valuation of \$65,000 Per Acre).	\$195,000

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition--MINI PARK SITE PM2 (Minimum Total of 3 Acres Desirable at a City of Franklin Year 2010 Assessed Valuation of \$35,000 Per Acre).	\$105,000
Land Acquisition--MINI PARK SITE PM3 (Minimum Total of 3 Acres Desirable at a City of Franklin Year 2010 Assessed Valuation of \$23,333 Per Acre).	\$70,000
Land Acquisition--MINI PARK SITE PM4 (Minimum Total of 3 Acres Desirable at a City of Franklin Year 2010 Assessed Valuation of \$50,000 Per Acre).	\$150,000
Land Acquisition--MINI PARK SITE PM5 (Minimum Total of 3 Acres Desirable at a City of Franklin Year 2010 Assessed Valuation of \$70,000 Per Acre).	\$210,000
Recreation Facility Development for Each Planned Mini Park	
Preparation of a boundary survey of the portion of the property to be used for the mini park. a detailed topographic map may also have to be prepared with a contour interval of one foot.	\$3,000
Preparation of a detailed site development plan and accompanying landscape plan for each mini park site. Such a plan should be done so as to assure the maximum and efficient use of the property.	\$3,700
Playfield and ice-skating area (about 1.65-acres needed). Cost includes grading, landscaping, walkways, drives, picnic facilities, signage, drinking fountain, and drainage.	\$59,700
Playground (about 0.62-acre needed). The playground is to include the development of a pre-school and school age play area in compliance with Americans with Disabilities Act, Barrier Free Design Standards, and Consumer Product Safety Commission requirements (including both play equipment and surfacing).	\$41,500
Provision of an open-air pavilion/gazebo (with concrete slab) which meets all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$16,000
Installation of landscape plant materials in areas located outside of the playfield areas.	\$10,000
Provision of park benches and/or picnic tables. Some of these park benches and/or picnic tables may be permanently anchored.	\$5,500
Provision of adequate, paved, clearly marked, 8-space off-street parking with curb and gutter (lighted and no storm sewer).	\$28,000
Installation of all park signage.	\$8,000
Provision of a walking/education trail. (Assuming a length of about 400 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$9,000

PARK IMPROVEMENT AND/OR ITEM	COST
Provision of outdoor fitness stations along the walking/education trail.	\$3,000
Subtotal of Capital Costs for Each Planned Mini Park	\$187,400
Legal, Engineering, and Design Costs (10 percent of the subtotal for each planned mini park)	\$18,740
Total Cost in Year 2000 dollars (not including land)	\$206,140
Total Cost in Year 2010 dollars (not including land)	256,725*
TOTAL COST (3 acres) & COST PER ACRE IN YEAR 2010 DOLLARS-MINI PARK SITE PM1	\$451,725*/ \$150,575*
TOTAL COST (3 acres) & COST PER ACRE IN YEAR 2010 DOLLARS -MINI PARK SITE PM2	\$361,725*/ \$120,575*
TOTAL COST (3 acres) & COST PER ACRE IN YEAR 2010 DOLLARS -MINI PARK SITE PM3	\$326,725*/ \$108,908*
TOTAL COST (3 acres) & COST PER ACRE IN YEAR 2010 DOLLARS -MINI PARK SITE PM4	\$406,725*/ \$135,575*
TOTAL COST (3 acres) & COST PER ACRE IN YEAR 2010 DOLLARS -MINI PARK SITE PM5	\$466,725*/ \$155,575*
Total Cost & Cost per Acre in Year 2010 dollars	\$2,013,625*/ \$134,242*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

Proposed Special Parks

As stated earlier, Map 7.1 presents the map of the Comprehensive Outdoor Recreation Plan update for public outdoor recreation sites in the City of Franklin--including the location of two new special parks identified as site PS1, named Mahr Woods Special Park and PS3 named All-Accessible Park.

Mahr Woods Special Park: The Mahr Woods Special Park is located west of S. 27th Street, south of W. Oakwood Road and east of the Root River Parkway in U.S. Public Land Survey Section 36. This tract of woodlands is a Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated Isolated Natural Resource Area. Therefore, a “Special Park” designation is appropriate and the site should be acquired and developed for passive recreational facilities. The acquisition and improvement costs for the Mahr Woods Special Park are described below.

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition (30 acres at a City of Franklin Year 2010 Estimated Land Valuation of \$1,500 per acre).	\$45,000
Recreation Facility Development	
Preparation of a boundary survey of the property.	\$3,000
Development of a detailed site development plan and landscape plan for the park.	\$3,700
Installation of all park signage (including interpretive plant signage).	\$15,000
Provision of adequate, paved, clearly marked 8-space off-street parking with curb and gutter (lighted and no storm sewer).	\$28,000
Provision of a walking/education trail. (Assuming a length of about 2,500 feet and a cost of about \$22.55 per linear foot of 10-foot wide bituminous paved surface.)	\$56,400
Addition of park benches and picnic tables if demand increases over the planning period. Some of these park benches and picnic tables may be permanently anchored.	\$4,000
Provision of outdoor fitness stations along the walking/education trail.	\$2,000
Subtotal of Capital Costs	\$112,100
Legal, Engineering, and Design Costs (10 percent of the subtotal)	\$11,210
Subtotal of Capital Costs and Legal, Engineering, and Design Costs	\$123,310
Subtotal of Capital Costs and Legal, Engineering, and Design Costs in Year 2010 dollars	\$153,569
TOTAL COST IN YEAR 2010 DOLLARS	\$198,569*
TOTAL COST PER ACRE IN YEAR 2010 DOLLARS	\$6,619*

*Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

All-Accessible Park: As indicated in Chapter 7, All-Accessible Park is located east of S. 116th Street, north of W. Loomis Road (State Highway 36) in U.S. Public Land Survey Section 19. It is envisioned that All-Accessible Park will serve not just the City of Franklin, but the entire Milwaukee metropolitan area and beyond. For this reason, it is important that All-Accessible Park be located along an arterial road, such as State Highway 36 (West Loomis Road) to provide proper ingress and egress for the traffic this park will likely generate. The park will encompass approximately 49 acres of land acquired by the Milwaukee Metropolitan Sewerage District in furtherance of their Greenseams Program, formerly known as the “Hack property” and anywhere from 0.32 acres to 4 acres of land purchased, leased or donated from Victory of the Lamb Lutheran Church located at 11120 W. Loomis Road. The Hack property has a large wetland on it, which is part of a Southeastern Wisconsin Regional Planning

Commission (SEWRPC) designated Isolated Natural Resource Area. Furthermore, the property is subject to a Stewardship Grant and Management Contract from the Wisconsin Department of Natural Resources. Therefore, the Hack property will be primarily limited to passive recreation and the active recreation facility improvements will be installed on the Victory of the Lamb Property. Due to the presence of high quality natural resource features and the limited active recreational value of the property, All-Accessible Park is best classified as a Specialized Recreational Area or Special Park. The acquisition and improvement costs for All-Accessible Park are described below¹.

PARK IMPROVEMENT AND/OR ITEM	COST
Land Acquisition	
Land Acquisition (Minimum Total of 0.32-4.0 Acres Required at a City of Franklin Estimated Land Valuation of \$15,056 Per Acre).	--
Recreation Facility Development	
Preparation of a boundary survey of the portion of the property to be used for the neighborhood park. A detailed topographic map may also have to be prepared with a contour interval of one foot.	\$3,000
Preparation of a detailed site development plan and accompanying landscape plan should be prepared for the entire special park site. Such a plan should be done so as to assure the maximum and efficient use of the property.	\$3,700
All-Accessible Playground (about 0.32-acres needed). This community built playground is to include a poured in place surface for easy mobility and extra wide ramps to accommodate two way traffic and wheelchairs. The playground design will conform to the Americans with Disabilities Act Accessibility Guidelines, and Consumer Product Safety Commission guidelines.	--
Provision of a one-story, 2,400 square-foot enclosed park pavilion with indoor restroom facilities which meet all applicable Americans with Disabilities Act and Barrier Free Design Standards requirements (located outside any 100-year recurrence interval floodplain areas).	\$232,800 (Assuming \$97 per Square Foot in Year 2000 Dollars)
Installation of landscape plant materials	\$30,000
Provision of park benches, picnic tables, etc. as demand increases over the planning period. Some of these park benches, picnic tables, etc. may be permanently anchored.	\$26,000
Provision of 50-space hard-surfaced, paved off-street parking lot with curb, gutter, and storm sewer which is clearly marked and lighted.	\$181,700

¹ Acquisition and improvement costs for All-Accessible Park are subject to change as more detailed information becomes available.

PARK IMPROVEMENT AND/OR ITEM	COST
Installation of all park signage.	\$25,000
Provision of a fully accessible internal trail/walkway system. (Assuming a length of about ____ lineal feet and a cost of about \$34.4 per linear foot of 10-foot wide bituminous paved surface.)	--
Sanitary sewer lateral extension into the park (estimated 600+/- linear feet at about \$42.00 per foot).	--
Public water supply extension into the park (estimated 600+/- linear feet at about \$44.00 per foot).	--
Electric line extension into the park (estimated 600+/- linear feet at about \$4.25 per foot).	--
Subtotal of Capital Costs	--
Legal, Engineering, and Design Costs (10 percent of the subtotal).	--
TOTAL COST NOT INCLUDING LAND (0.32-4.0 acres)	--
TOTAL COST IN YEAR 2010 DOLLARS NOT INCLUDING LAND	--
TOTAL COST IN YEAR 2010 DOLLARS INCLUDING LAND	--
TOTAL COST PER ACRE IN YEAR 2010 DOLLARS INCLUDING LAND	--

* Year 2000 CPI = 167.6 and Year 2010 CPI = 208.728

-- Final Costs are unknown at this time. Specific facilities have not yet been determined, and donations and other similar contributions are anticipated.

SUMMARY OF ESTIMATED PUBLIC PARK COSTS

The following Table 9.3 summarizes the total cost estimates for all of the aforementioned public parks.

Table 9.3

SUMMARY OF THE TOTAL ESTIMATED COSTS FOR
CITY OF FRANKLIN-OWNED PUBLIC PARKS: 2014

PARK NAME AND/OR IDENTIFICATION NUMBER	ESTIMATED TOTAL COST IN YEAR 2010 DOLLARS
EXISTING COMMUNITY PARKS	
Lion's Legend Park I and II	\$28,333
<i>Subtotal</i>	<i>\$28,333</i>
EXISTING NEIGHBORHOOD PARKS	
Pleasant View Neighborhood Park	\$1,478,701
Jack E. Workman Neighborhood Park	\$75,346
<i>Subtotal</i>	<i>\$1,554,047</i>
EXISTING MINI PARKS	
Cascade Creek Park	\$66,255
Friendship Park	\$8,718
Ken Windl Park	\$6,227
Glenn Meadows Park	\$13,326
<i>Subtotal</i>	<i>\$94,526</i>
EXISTING SPECIAL PARKS	
Franklin Woods Nature Center	\$611,673
Meadowlands Park	\$28,021
Ernie Lake Park	\$6,850
Mission Hills Neighborhood Wetlands	\$34,933
Victory Creek	\$78,584
<i>Subtotal</i>	<i>\$760,061</i>
PLANNED NEW REGIONAL & MULTI-COMMUNITY PARKS	
Southwest Park	\$4,662,486
<i>Subtotal</i>	<i>\$4,662,486</i>
PLANNED NEW COMMUNITY PARKS/FACILITIES	
Planned Trails, Bicycle Routes, and Linkages	\$2,471,690
Community Recreation Center Building & Park	\$9,880,702
<i>Subtotal</i>	<i>\$12,352,392</i>
PLANNED NEW NEIGHBORHOOD PARKS	
Forest Hills Neighborhood Park	\$1,098,889*
Hillcrest Neighborhood Park	\$1,982,116
Woodview Neighborhood Park	\$1,951,156
<i>Subtotal</i>	<i>\$5,032,161</i>

Table 9.3

SUMMARY OF THE TOTAL ESTIMATED COSTS FOR
CITY OF FRANKLIN-OWNED PUBLIC PARKS: 2014

PARK NAME AND/OR IDENTIFICATION NUMBER	ESTIMATED TOTAL COST IN YEAR 2010 DOLLARS
PLANNED NEW MINI PARKS	
Mini Park Site PM1	\$451,725
Mini Park Site PM2	\$361,725
Mini Park Site PM3	\$326,725
Mini Park Site PM4	\$406,725
Mini Park Site PM5	\$466,725
<i>Subtotal</i>	\$2,013,625
PLANNED NEW SPECIAL PARKS	
Mahr Woods Special Park	\$198,569
All-Accessible Special Park	--
<i>Subtotal</i>	\$198,569
GRAND TOTAL	\$26,696,200²

* The City's cost share of this amount is not known at this time.

-- The final cost of All-Accessible Special Park is not known at this time.

COMMUNITY CENTER BUILDING COST ESTIMATES

As stated earlier, Map 7.1 presents the map of the Comprehensive Outdoor Recreation Plan update for public outdoor recreation sites in the City of Franklin--including the location of the planned new Community Recreation Center Building Park as described in Chapter 8 "Community Recreation Center Building Needs Analysis."

The community center building facility cost estimate analyses developed and set forth in this Chapter are based upon the forecast year 2030 building spatial needs analysis as set forth in Chapter 8. As stated earlier in this Chapter, the cost estimate analyses are presented utilizing constant year 2000 dollar amounts (but are adjusted to 2010 based upon the change in the Consumer Price Index). The year 2000 square-foot cost for the construction of community centers with gymnasiums in the greater

² The grand total of estimated costs for City of Franklin-owned public parks will be updated when the final cost of All-Accessible Park is known.

Milwaukee area for facilities of about 20,000+ square feet would be about \$80.80 per square foot of building area (assuming tilt-up concrete wall panels with steel frame construction). The square foot costs were derived, in part, from the publication *Means Square Foot Costs: 21st Annual Edition* published by the Robert Snow Means Company, Inc., with the Means Data Bank of Construction Costs adjusted to January 1, 2000, for the greater Milwaukee area.

It is important for the City of Franklin to establish a realistic budget for the community center if this project is to be undertaken. Should the cost estimates result in a total budget amount which is larger than the extent of funds that can reasonably be expected to be made available, or that the City is willing to pay, then the quality of construction or the scope of the project must be reduced. Cost factors which were addressed in preparing the building construction cost estimates include building costs, fixed equipment costs, total construction costs, site acquisition and/or demolition costs, professional fees, contingencies, movable equipment costs, administration costs to the City, and the total budget required by the City to complete the project. Each of these factors is defined below.

Building Costs

Building costs include all costs of construction within five feet of the building line, items required by codes, and items normally found in buildings regardless of building type.

Fixed Equipment

Fixed equipment costs include the costs of all equipment items which may be installed before completion of the building and which are a part of the construction contract. Movable equipment (addressed later in the cost estimates) would include special equipment such as chairs, tables, and desks.

Site Development

Site development costs include the costs of all work required on that portion of the building site which lies within the site boundary and up to five feet from the edge of the building, including grading, fencing, the construction of driveways and parking areas, utilities, landscape development (adjacent to the building only), the placement of walks, site lighting, and sign placement, and the costs required to overcome any unusual foundation conditions. The site development costs in this instance do not include other community park area site development costs.

Total Construction

The total construction cost represents the expected total budget for construction, including building costs fixed equipment costs, and site development costs. This figure should approximate the base bid of the building contract documents.

Site Acquisition and Demolition

The site acquisition and demolition cost represents the amount to be budgeted for acquisition and demolition of any existing structures on the site that is ultimately selected for the facility. These costs have not been included in the following analysis since they are highly dependent upon the site selected and the negotiated purchase price.

Professional Fees

Professional fees include the costs of legal, architectural, landscape architecture, engineering, and land surveying services.

Contingencies

The contingency represents a percentage of the total construction reserve to meet unforeseen expenses.

Movable Equipment

Movable equipment includes special equipment, chairs, tables, desks, and other furniture as needed.

Administrative Cost to the City

Administrative costs include costs for which the City is responsible during the planning and building process, including insurance costs and the cost of City staff personnel time.

Total Budget

The total budget represents the amount required to completely construct a ready-to-occupy facility.

These figures do not include any financing costs, any site acquisition and/or demolition costs, or the costs of municipal service extensions to the site.

Construction Cost Estimates

Tables 9.4 provides a cost estimate analysis for the construction of the community center building defined by the building and site development programs presented in Chapter 8. The costs indicated in Table 9.4 are expressed in year 2000 dollars. These estimates should be used by City officials in order to establish realistic budgets for the community center building.

Table 9.4

**COST ESTIMATE ANALYSIS FOR THE CONSTRUCTION OF a
COMMUNITY CENTER BUILDING FOR THE CITY OF FRANKLIN
(TOTAL BUILDING BUDGET CONVERTED TO YEAR 2010 DOLLARS)**

ITEM	ESTIMATED COSTS
A. Building Costs (a)	\$4,310,680
B. Fixed Equipment (10% of A)	\$431,068
C. Site Development for Building Site Footprint Area and Area Adjacent to Building Only and Not Other Community Park Area Site Development (varies depending upon site selected, but a figure of 10% of A can be used)	\$431,068
<i>D. Total Construction Cost (A+B+C)</i>	<i>\$5,172,816</i>
E. Site Acquisition/Demolition (varies depending upon the site selected)	\$0
F. Professional Fees (architects, engineers, etc.--8% of D)	\$413,825
G. Contingencies (10% of D)	\$517,281
H. Movable Equipment (15% of D)	\$775,922
I. Administrative Costs to the City (2% of D)	\$103,456
<i>J. Total Building Budget Recommended (D+E+F+G+H+I)</i>	<i>\$6,983,300</i>
<i>K. Total Building Budget Recommended (D+E+F+G+H+I) in year 2010 dollars</i>	<i>8,696,932</i>

(a) Assuming a 53,350 square-foot building.

PROPORTIONATE SHARE COSTS AND IMPACT FEES PER DWELLING UNIT

Based upon the data presented relating to the acquisition and improvement costs (as applicable) associated with the provision of parks and recreational facilities in the City of Franklin, the following detailed proportionate share costs and impact fees were calculated on a per dwelling unit basis for each facility and are indicated in Table 9.5.

Table 9.5

PROPORTIONATE SHARE COSTS AND IMPACT FEES PER DWELLING UNIT

PARK NAME AND CORRESPONDING ZONE	PROPORTIONATE SHARE COST CALCULATION ON A PER DWELLING UNIT BASIS	IMPACT FEES PER DWELLING UNIT
COMMUNITY FACILITIES		
Lion's Legend Community Park I and II Zone No. 1.	0.002417 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$745.60) = \$1.80	\$1.80
Community Recreation Center Building Park Zone No. 1.	0.00039753 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$1,580,912) = \$628.46	\$628.46
Community Recreation Trails Zone No. 2.	0.0009541 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$77,262) = \$73.72	\$73.72
NEIGHBORHOOD PARK FACILITIES		
Forest Hills Neighborhood Park Zone No. 1.	To be determined.	To be determined.
Hillcrest Neighborhood Park Zone No. 2.	0.004386 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$99,905) = \$438.18	\$438.18
Woodview Neighborhood Park Zone No. 3.	0.004386 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$98,345) = \$243.06	\$431.34
Pleasant View Neighborhood Park Zone No. 4.	0.004386 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$98,580) = \$347.18	\$432.37

PARK NAME AND CORRESPONDING ZONE	PROPORTIONATE SHARE COST CALCULATION ON A PER DWELLING UNIT BASIS	IMPACT FEES PER DWELLING UNIT
MINI PARK FACILITIES		
PM1 Mini Park Zone No. 1.	0.00258 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$150,575) = \$388.48	\$388.48
PM2 Mini Park Zone No. 2.	0.00258 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$120,575) = \$311.08	\$311.08
PM3 Mini Park Zone No. 3.	0.00258 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$108,908) = \$280.98	\$280.98
PM4 Mini Park Zone No. 4.	0.00258 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$135,575) = \$349.78	\$349.78
PM5 Mini Park Zone No. 5.	0.00258 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$155,575) = \$401.38	\$401.38
PM6 Ken Windl Park Zone No. 6	0.258 acre required per dwelling unit (from Table 9.2) X per acre cost of developed park (\$924) = \$2.38	\$2.38
SPECIAL PARK FACILITIES		
Mahr Woods Special Park Zone No. 1.	0.00191 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$6,619) = \$12.64	\$12.64
Franklin Woods Nature Center Zone No. 2.	0.0025 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$15,292) = \$38.23	\$38.23
Meadowlands Special Park Zone No. 3.	0.000954 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$2,076) = \$1.98	\$1.98
Ernie Lake Special Park Zone No. 4.	0.00089 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$489) = \$0.43	\$0.43
Mission Hills Neighborhood Wetlands Special Park Zone No. 5.	0.00089 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$2,495) = \$2.22	\$2.22
Victory Creek Special Park Zone No. 6.	0.0046 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$836.28) = \$3.85	\$3.85
Regional Park Zone No. 1	0.0127 acre required per dwelling unit (see Table 9.2) X per acre cost of developed park (\$16,312) = \$207.17	\$207.17

It is recommended that the fees set forth in Table 9.5 above be diligently updated by the

City of Franklin on a year-to-year basis based upon changes in the Consumer Price Index (CPI) for the Milwaukee metropolitan area as established by the Bureau of Labor Statistics of the U.S. Department of Labor.

Note: Tables 27 & 28 of the 2013 Park Impact Fee Update prepared by Ruekert/Mielke identify a park impact fee of \$2,816.00 per single-family home, assuming 2.9 people per unit, and \$1,942.00 per multi-family dwelling assuming 2.0 people per unit.

CAPITAL COST EFFECTS OF THE IMPACT FEES UPON THE AVAILABILITY OF AFFORDABLE HOUSING IN THE CITY OF FRANKLIN

The purpose of this section is to provide an estimate of the effect of recovering the capital costs associated with the provision of recreational facilities through the use of impact fees on the availability of affordable housing within the City of Franklin. For the purposes of this facility needs assessment, it is assumed for the City of Franklin that housing is affordable if:

1. It consumes no more than thirty (30) percent of a household's adjusted gross income;
2. That homeowners borrow no more than two and one-half (2.5) times the household income for a home mortgage; and
3. That homeowners would make a minimum down payment of five (5) percent of the total home cost.

Thus, an "affordable" house in the City of Franklin is one that can be purchased by a household earning the City of Franklin median income. Table 9.6 indicates that the median household income for the City of Franklin in 2000 was \$64,315. Table 9.7 indicates the owner-occupied housing unit values in the City of Franklin in 2000. Based upon the 2000 U.S. Bureau of the Census data and the aforementioned assumptions regarding the affordability of housing, Table 9.8 indicates the 2000 "affordable" housing values for the City of Franklin. [Note: At the time of the preparation of this *Comprehensive Outdoor Recreation Plan*, year 2010 U.S. Bureau of the Census data for City of Franklin household income was not available.]

Table 9.8 indicates that the "affordable" housing unit mortgage amount (not housing unit cost) without an impact fee is \$160,788.

The total impact fees proposed to be collected for the listed Community Facilities and Special Park Facilities is \$970.77.

In the Hunting Park Neighborhood Park Zone of the City of Franklin (see Map 9.2) the total impact proposed to be collected for a neighborhood park would be \$438.18 (representing the highest of the neighborhood park impact fees).

For affordable housing analyses purposes, it is assumed that the total \$1,408.95 impact fee (the highest of the combined community-level and neighborhood-level fees) would be made an integral part of the housing unit mortgage amount by the home buyer. Based upon the \$1,408.95 total impact fee amount, the total housing unit *mortgage amount* (not housing unit cost) with an impact fee would rise from \$160,788 to \$162,197, or only about 0.88 percent. Assuming a typical 30-year mortgage at an interest rate of 5.5 percent and a mortgage amount of \$160,788 (*without* an impact fee), the monthly mortgage payment would be \$912.94. Assuming a typical 30-year mortgage at an interest rate of 5.5 percent and a mortgage amount of \$162,197 (*with* an impact fee), the monthly mortgage payment would be \$920.94. The increase in the monthly mortgage payment due to the imposition of the impact fee would be \$8.00 per month. Therefore, the imposition of the impact fee would have little effect on the provision of affordable housing in the City of Franklin.

Table 9.6

MEDIAN HOUSEHOLD YEARLY INCOME
IN THE CITY OF FRANKLIN: 2010

VALUE TYPE	AMOUNT OF INCOME (dollars)
Median Income	\$76,426

Source: U.S. Bureau of the Census.

Table 9.7

OWNER-OCCUPIED HOUSING UNIT VALUES IN
THE CITY OF FRANKLIN: 2010

VALUE TYPE	AMOUNT OF VALUE (dollars)
Median Value	\$237,900

Source: U.S. Bureau of the Census.

Table 9.8

AFFORDABLE HOUSING UNIT VALUES IN THE CITY OF FRANKLIN: 2010

MEDIAN HOUSEHOLD INCOME (dollars)	TOTAL HOUSING UNIT MORTGAGE AMOUNT (a) (dollars)	ASSUMED 5 PERCENT DOWN PAYMENT (dollars)	TOTAL HOUSING UNIT COST (dollars)
\$76,426	\$191,065	\$9,553	\$200,618

(a) Calculated at 2.5 times the household income.

Source: Meehan & Company, Inc. and the U.S. Bureau of the Census.

Chapter 10

Plan Implementation

INTRODUCTION

This document sets forth the City of Franklin's vision for its future park, open space, and outdoor recreation sites and facilities and is considered an integral element of the City's comprehensive master plan. It provides a Comprehensive Outdoor Recreation Plan for the attainment of the goals and objectives the City has set for itself as expressed in this document and is an update of the 2002 Plan. In a practical sense, however, the Comprehensive Outdoor Recreation Plan update cannot be effectively implemented until the steps necessary to implement it have been specified and, ultimately, acted upon. After review of the Comprehensive Outdoor Recreation Plan update by both the City Parks Commission and City Plan Commission, and adoption by the Common Council, realization of the Comprehensive Outdoor Recreation Plan update will require faithful, long-term dedication by City officials to the Plan's underlying goals and objectives. Thus, the adoption of the Plan is only the beginning of a series of actions necessary to achieve its goals and objectives. The Plan should be used as a guide for making decisions concerning the acquisition and development of the City's parks, open space, and outdoor recreation sites and facilities.

One of the important tasks before the City's Parks Commission and Plan Commission is to reevaluate and reexamine the Comprehensive Outdoor Recreation Plan update on an approximately five-year basis or as becomes necessary due to any changing conditions. Criteria and issues pertaining to the updating and/or amendment of the Comprehensive Outdoor Recreation Plan update have been described in detail in Chapter 1 of this Plan.

Various Comprehensive Outdoor Recreation Plan update implementation tools will be explored in greater detail in this chapter.

PARK PLANNING ENABLING LEGISLATION

As stated earlier in Chapter 1, Section 62.23(2) and Section 66.1001 of the Wisconsin Statutes set forth the legislation necessary for cities to prepare comprehensive master plans for their physical development. The comprehensive master plan contains the following nine elements: Issues and Opportunities; Housing; Transportation; Utility and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and

Implementation. In particular, the Agricultural, Natural, and Cultural Resources element shall include a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources, parks, open spaces, and recreational resources. This Comprehensive Outdoor Recreation Plan update and its various chapters address these requirements so as to be considered an element of the City's Comprehensive Master Plan.

In addition to the City Plan Commission's duties regarding the preparation of a City comprehensive master plan and its various elements, the Common Council must refer to the City Plan Commission for its consideration and report, before consideration by the Council, matters concerning, among others: *"the location, acceptance, extension, alteration, vacation, abandonment, change of use, sale, acquisition of land or lease of land for any. . . park, playground . . . or other memorial or public grounds"*

PARKS COMMISSION AND PARK ACQUISITION

As indicated in Chapter 1, Section 27.08 of the Wisconsin Statutes provides that cities may create, by ordinance, a board of park commissioners. The City has such a Parks Commission. Under Section 27.08 of the Wisconsin Statutes, the duties of the Parks Commission include the acquisition of property for park purposes by gift, devise, bequest, or condemnation; either absolutely or in trust, money, real or personal property, or any incorporeal right or privilege after approval of the Common Council. Under Section 27.08 of the Wisconsin Statutes, the Parks Commission has the duties to govern, manage, control, to cause improvements, and care for all public parks, parkways, boulevards, and pleasure drives located within the City and partly outside the City.

In addition, under Section 62.23(17)(a) of the Wisconsin Statutes: *"Cities may acquire by gift, lease, purchase, or condemnation any lands (a) within its corporate limits for establishing, laying out, widening, enlarging, extending, and maintaining memorial grounds, streets, squares, parkways, boulevards, parks, playgrounds, sites for public buildings, and reservations in and about and along and leading to any or all of the same"*

FOREST ACQUISITION POWERS OF THE CITY

Section 28.20 of the Wisconsin Statutes provides that cities may acquire land and appropriate funds for the purpose of establishing a community forest. Such a forest may be located outside of the city limits. Authority also is given to properly manage such forests and sell any merchantable timber derived from these forests.

PUBLIC INFORMATIONAL MEETINGS, HEARINGS, AND PLAN ADOPTION

While Chapter 62.23 of the Wisconsin Statutes does not require cities to hold public hearings on proposed plans prior to adoption, it is nevertheless, good planning practice to do so. The City of Franklin understands that active citizen participation in the planning process not only provides an opportunity for the public to view the recommendations of the plan, but also to participate in their formulation. With such public participation, it is much more likely that the plan's recommendations will be understood, supported, and eventually, implemented. Therefore, the 2010/2011 Comprehensive Outdoor Recreation Plan update provided the following public input opportunities:

- A short informal survey of Franklin residents and visitors to obtain public input about their experiences with, and thoughts on, the parks, open space sites, and outdoor recreation facilities within the City.
- A Public Workshop held on November 30, 2010, to allow Franklin residents and other interested individuals an opportunity to express what they feel the park, open space, and outdoor recreation priorities for the City should be for the next 5 to 15 years.
- An Open House held on January 24, 2011, in conjunction with a Parks Commission meeting, to obtain public comment on the draft CORP update.

Furthermore, if this Comprehensive Outdoor Recreation Plan update is to be adopted as an amendment of the City's Comprehensive Master Plan (as recommended in the 2009 Comprehensive Master Plan), Section 66.1001(4)(d) of the Wisconsin State Statutes requires at least one public hearing on this matter.

It is recommended that a public hearing be held before the Common Council for consideration of the adoption of the Comprehensive Outdoor Recreation Plan update set forth in this document.

CERTIFIED SURVEY MAP REVIEW, SUBDIVISION PLAT REVIEW, CONDOMINIUM PLAT REVIEW, AND RELATED UNIFIED DEVELOPMENT ORDINANCE AMENDMENTS

As stated earlier, the City's Comprehensive Outdoor Recreation Plan update is an element of the City's Comprehensive Master Plan.

As such, it is recommended that the Comprehensive Outdoor Recreation Plan update, in conjunction with the City's detailed neighborhood development plans (set forth in the 1992 Comprehensive Master Plan) and the City's current 2025 Comprehensive Master Plan, should serve as the basis for the review of all proposed certified survey maps, subdivisions, and condominium plats in the City as they may relate to parks, open space, and outdoor recreation within the City of Franklin.

Any proposed departures from these plans should be carefully reviewed by the City Plan Commission. Such departures should be allowed by the City Plan Commission only when it finds that such departures are in the public interest and do not conflict with the Comprehensive Master Plan or the Comprehensive Outdoor Recreation Plan update.

Reservation and/or Dedication of Sites for Future Parks and Playgrounds

In the design of a subdivision plat, certified survey map, condominium, or multiple-family dwelling development zoned for residential uses, due consideration should be given to the reservation and/or dedication of suitable sites of adequate area for future parks and playgrounds as set forth in this Comprehensive Outdoor Recreation Plan update. The provision of public park areas should be based upon the per capita standards set forth in Chapter 3, and the public demand methodology set forth in Chapter 5, of this Plan.

In order to properly use the per capita standards, the determination of the persons per household (or dwelling unit) should be based upon the average number of persons per household as reported in the most recent U.S. Census for the City of Franklin. Since 2010 Census data was not available at the time of this Comprehensive Outdoor Recreation Plan update, year 2000 Census data was used. In the year 2000 there were 2.58 persons per household in the City of Franklin.

It is recommended that whenever a proposed playground, park, or other public open space land designated in the Comprehensive Outdoor Recreation Plan update is encompassed, all or in part, within a tract of land to be divided by either a certified survey map or subdivision plat or is a part of a condominium or multiple-family dwelling development, those lands designated as public should be dedicated to the public by the subdivider or condominium developer at the rates indicated in Table 10.1.

Table 10.1

PUBLIC OUTDOOR RECREATION LAND DEDICATION REQUIREMENTS
FOR THE CITY OF FRANKLIN (ACRES PER DWELLING UNIT)

Facility Category	Public Outdoor Recreation Land Dedication Requirements (Acre Per Dwelling Unit)
Public Outdoor Recreation	
Community (in park sites)	0.005434
Community Center Building Site	0.0003729
Community (in middle or high school sites)	0.002223
Community Trail System	0.0008951
Neighborhood (in park sites)	0.004199
Neighborhood (in elementary school sites)	0.003952
Mini Parks (in park sites)	0.00247
<i>Total Public Outdoor Recreation Land Dedication Required</i>	<i>acre per dwelling unit</i>

NOTE: The numbers in Table 10.1 were calculated based upon the per capita acreage standards (see Table 3.1 of Chapter 3 of this Plan) and the persons per household. The proportionate share amount of land to be dedicated per dwelling unit in the City of Franklin was calculated for the provision of public outdoor recreation land. These rates are based on the following formula:

$$\text{(total acres required year 2030, per capita standard)} / \text{(1,000 persons / 2.47 persons per household)} = \text{total acres required per dwelling unit}$$

The determination of the persons per household, or dwelling unit, is based upon the average number of persons per household as reported in the U.S. Census for the City of Franklin, Wisconsin. According to the U.S. Bureau of the Census, in the year 2010 there were 2.47 persons per household in the City of Franklin. Table 10.1 represents the calculated determination of the amount of land which would be required for each of the various park types.

As noted in Chapter 5, the City of Franklin’s total public park, open space, and outdoor recreation land requirement for the year 2030 should not be based solely upon a quantitative analysis. Rather, consideration of the public demand methodology described in Chapter 5 should also be included. This will allow proper consideration of unique opportunities and constraints, whether they be physical in nature or based upon public or professional input, which in turn will allow this Plan to reflect those conditions which make the City of Franklin unique. Most commonly considered in this regard are Special Parks -- those public park, open space, or outdoor recreation sites which are intended solely or

primarily for the permanent public preservation of valuable natural resource features.

Therefore, it is recommended that the Southwest Park as proposed herein also be considered in this regard during the design of subdivision plats, certified survey maps, condominiums, or multiple-family dwelling developments zoned for residential uses.

Options for the Provision of Public Outdoor Recreation Land

It is recommended that the City Plan Commission should, at the time of reviewing the certified survey map, preliminary plat, condominium, or multiple-family dwelling development, decide on one of the below stated options available for the provision of outdoor recreation land and record such decision in the minutes of the meeting at which the land division is presented for City Plan Commission approval.

The City Plan Commission should solicit recommendations from the City Parks Commission on such matters. The options are as follows:

1. Dedicate public park, open space, or outdoor recreation lands designated on the City comprehensive master plan, detailed neighborhood plans, Comprehensive Outdoor Recreation Plan, or other comprehensive master plan component, or
2. Reserve such public park, open space, or outdoor recreation lands and require the payment of a public outdoor recreation land site fee in conformance with the City of Franklin “Park and Recreation Facility Impact Fee Ordinance”, or
3. Where no public outdoor recreation lands are directly involved, require the payment of a public outdoor recreation land site fee in conformance with the City of Franklin “Park and Recreation Facility Impact Fee Ordinance”.

It is recommended that the current Section 15-5.0110 titled "Parks, Playgrounds, and Other Recreational and Municipal Facilities" of the City of Franklin Unified Development Ordinance be amended as indicated in Appendix B to better assist in the implementation of the Comprehensive Outdoor Recreation Plan.

NEED FOR UPDATE OF THE IMPACT FEE ORDINANCE FOR THE PURPOSE OF COLLECTING PARK AND RECREATIONAL FACILITY IMPACT FEES

Chapter 9 described and discussed the capital cost estimates for the Comprehensive Outdoor Recreation Plan update and also discussed impact fees.

In order to properly implement this Plan in a fiscally responsible way, it is recommended that the City periodically review and update its "Impact Fee Ordinance" to specifically insure that it continues to meet all of the requirements of Section 66.0617 of the Wisconsin Statutes as it may be amended from time to time.

In this regard, it can be noted that it is envisioned that such a review and possible update of the City's Impact Fee Ordinance will be initiated immediately after completion of this Comprehensive Outdoor Recreation Plan update.

ZONING

Detailed plans can be implemented not only by certified survey map, subdivision, condominium, and other residential development review but also through the use of special zoning districts under the City of Franklin Unified Development Ordinance. Zoning allows for the protection of lands proposed for parks and parkways from incompatible urban or suburban encroachment. For instance, existing and proposed park and open space lands may be placed within a park or open space zoning district such as the City's P-1 Park District which is intended to:

... provide for areas where the recreational needs, both public and private, of the populace can be met without undue disturbance of natural resources and adjacent uses.

Section 87.30 of the Wisconsin Statutes mandates that cities must enact a floodplain zoning ordinance *"... where appreciable damage from floods is likely to occur."* Typically, such floodplain districts result in the reservation of needed community open space, and may allow for other uses in addition to those of floodwater movement and storage. The City currently has three such floodplain zoning districts in place in Division 15-3.0300 of the City's Unified Development Ordinance and appropriately mapped--the FW Floodway, FC Floodplain Conservancy, and FFO Floodplain Fringe Overlay Districts, as well as certain additional floodplain zoning districts as specified by Wisconsin's model floodplain ordinance.

Finally, under Section 62.231 of the Wisconsin Statutes, a city must also *"zone by ordinance all unfilled wetlands 5 acres or more . . . which are located in any shorelands and which are within its*

incorporated area." Similar to floodplain zoning, the type of district required to protect such wetlands also results in the reservation of open space which may allow for other wetland associated land uses. The City currently has a SW Shoreland Wetland District in the City's Unified Development Ordinance which is intended to:

". . . preserve, protect, and enhance the ponds, streams, and wetland areas of the City of Franklin. The preservation, protection, and enhancement of these areas will serve to maintain safe and healthful conditions; maintain and improve water quality, both ground and surface; prevent flood damage; control storm water runoff; protect stream banks from erosion; protect groundwater recharge and discharge areas; protect wildlife habitat; protect native plant communities; avoid the location of structures on soils which are generally not suitable for use; and protect the water-based recreation resources of the City"

In addition, the City protects other natural areas of the City which have various natural resource features such as mature and young woodlands, lakes, and ponds through the use of the City's Unified Development Ordinance's natural resource protection standards (see Chapter 3 of this Plan and Table 3.6). In this regard, the City's Comprehensive Master Plan also currently recommends the protection of additional natural resource features within the southwestern portion of the City, and suggests consideration of such additional protection in the remainder of the City.

Therefore, it is recommended that the City of Franklin update the Unified Development Ordinance to protect SEWRPC's Primary and Secondary Environmental Corridors and Isolated Natural Resource Areas, and Cedarburg Science's Linkages, as set forth in the City of Franklin 2025 Comprehensive Master Plan.

Furthermore, the City's Comprehensive Master Plan also currently promotes and encourages additional mixed use zoning within the City.

Therefore, it is recommended that the City of Franklin update the Unified Development Ordinance to create a mixed use zoning district such that park, open space, and outdoor recreation sites and facilities would be a permitted use when included with other compatible uses as recommended in the City of Franklin 2025 Comprehensive Master Plan.

OFFICIAL MAPPING

Section 62.23(6) of the Wisconsin Statutes provides that the Common Council of any city may establish an official map for the precise identification of right-of-way lines and site boundaries of

streets, highways, historic districts, waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, parks, and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways and parkways, the location and extent of railway rights-of-way, public transit facilities, parks, and playgrounds.

The official map is intended to be used as a precise planning tool to implement public plans for streets, highways, waterways and parkways, railways, public transit facilities, parks, and playgrounds. One of the basic purposes of the official map is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a community-wide basis in advance of land development and can, thereby, effectively assure the integrated development of the parkway, park, and playground system. Unlike subdivision control, which operates on a plat-by-plat basis, the official map operates over the entire City in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves as legal notice of the City's intention to all parties concerned well in advance of any actual improvements. It, thereby, avoids the situation of development being undertaken without knowledge or regard for the long-range plan and can help avoid public resistance when plan implementation becomes imminent.

While the City does have an official map, it only identifies existing rights-of-way.

It is recommended that the City consider the creation of a more detailed official map at such time as this Comprehensive Outdoor Recreation Plan update, or the Comprehensive Master Plan, undergo a more comprehensive revision.

THE NEED FOR A FIVE-YEAR CAPITAL IMPROVEMENTS PROGRAM

A capital improvements program is simply a list of fundable major public improvements needed in a community over the next five years, arranged in order of preference to assure that the improvements are carried out in priority of need and in accord with the community's ability to pay. Major public improvements include such items as streets, sanitary sewers, storm sewers, water mains, and public buildings and parks, which together form the "urban infra-structure" required to support urban land use development and redevelopment. A capital improvements program is intended to promote well-balanced community development without overemphasis on any particular phase of such development, and to promote coordinated development both in time and between functional areas. With such a program, required bond issues and tax revenues can be foreseen and provisions made. Needed land for the projects can be acquired in a timely fashion and staged construction facilitated. Each of the park improvement priority levels also has corresponding operations and maintenance implications which also need to be considered by both the City Parks Commission and Common Council and on an individual basis through capital improvements programming.

The Comprehensive Outdoor Recreation Plan update sets forth needed improvements to existing park facilities (see Chapters 6, 7, and 9); thus, the Comprehensive Outdoor Recreation Plan update should be the primary source of park-related projects to be included in the capital improvements program list.

However, this list may also include projects suggested by department heads, as well as by community and neighborhood groups.

It is recommended that the Five-Year Capital Improvements Program utilize this Plan, and review, refine, and update its park, open space, and outdoor recreation site and facility recommendations on an annual basis so as to maintain its usefulness to the City's overall capital improvements program and budgeting process.

The City is also to consider the use of an Americans with Disabilities Act (ADA) compliance transition plan to assist with the overall priority implementation of the ADA compliance components of the Comprehensive Outdoor Recreation Plan update and budgeting. This may also be addressed through Parks Commission and Common Council policy and budgeted through the capital improvements program.

MILWAUKEE COUNTY

Milwaukee County Department of Parks, Recreation and Culture has the authority and responsibility for the acquisition, development, and maintenance of parks within Milwaukee County including the City of Franklin. SEWRPC's Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County* (p. 70) recommended that the Milwaukee County Department of Parks, Recreation and Culture and the Wisconsin Department of Natural Resources assume responsibility for the provision of natural resource-related sites and facilities which are logically a part of an area-wide system. This system should include major parks, recreation corridors, and surface water access facilities, as well as an area-wide parkway system along major rivers such as the Root River. This system should include the following:

- The development of the major parks in Milwaukee County as part of the system.
- The development of the recreation corridor within Milwaukee County as part of the system of recreation trails proposed to be located throughout the region within designated parkways and other environmental corridors, along railway, power company, and other rights-of-way, and on public roads.
- The development of water access facilities providing boat access to major inland rivers.

A Park and Open Space Plan for Milwaukee County (p. 70) further indicates that while specific implementation measures are identified in the *A Park and Open Space Plan for Milwaukee County*, the provision of needed park and open space sites and facilities in the public interest is of primary importance and that all units of government in the County should cooperate to assure the timely reservation of lands for such sites and facilities.

As of 2010 in the City of Franklin, *A Park and Open Space Plan for Milwaukee County* (Map 20, p. 73) indicates that:

- Two areas are proposed to be acquired by Milwaukee County as parkland in the vicinity of Whitnall Park in the City of Franklin (see Map 7.1 of Chapter 7 of the *City of Franklin Comprehensive Outdoor Recreation Plan*).
- Various land areas are proposed to be acquired contiguous to the Root River Parkway in the City of Franklin (see Map 7.1 of Chapter 7 of the *City of Franklin Comprehensive Outdoor Recreation Plan*).

A Park and Open Space Plan for Milwaukee County (pp. 74-75) established a priority of the acquisition and development of the above listed sites as Priority Level II. A priority rating Level II indicates that a project is of secondary importance. Projects receiving a priority rating of II generally involve development of either non-resource-oriented facilities or development at sites not yet acquired by Milwaukee County.

It is recommended that the City of Franklin continue to work with Milwaukee County in regard to park, open space, and outdoor recreation issues of mutual interest. In particular, it is recommended that the County and City continue to work cooperatively on the following projects: a Final End Land Use Plan for Crystal Ridge Park; a memorandum of understanding and Special Use Amendment for the Milwaukee County Sports Complex; and joint development of the existing Franklin Park/proposed Southwest Park area.

PARK AND OPEN SPACE LAND PURCHASE AND ACQUISITION BY THE CITY

There are several methods of land purchase which are available to the City for the purchase acquisition of outdoor recreation land. The following paragraphs briefly describe some of the more popular methods used.

General Forms of Acquisition

Purchase of Fee Simple Interest: Purchase of fee simple interest is perhaps the surest way to preserve open space lands. It is what most people normally conceive of when the word "purchase" is used. It includes the acquisition of the complete private bundle of rights which is immune from the control of other persons and is unlimited in duration, disposition, and descendibility.

Purchase and Resale Upon Condition: In this situation, the land is purchased but then resold and returned to the tax rolls. However, in this resale, the City would impose conditions on the use of the property. For example, a reversion clause could be used to make sure that, if identified open space purposes are not met, ownership of the land would revert back to the City.

Purchase and Lease Back: Under this method, the City would purchase the fee simple interest in the parcel and then, on an interim basis, lease use of the parcel back to either the seller or some other party. The lease-back arrangements would provide income to the City, yet the City would maintain control of the land with respect to subsequent use. The lease could contain conditions for future recreation and/or open space uses which could be enforced.

Acquisition Subject to Life Estate: Under this method, the City would purchase or otherwise acquire the land but allow the present owner to remain on the land for the duration of the present owner's lifetime. Upon the present owner's death, the City would take possession of the land. This method has the advantage of acquiring the parcel for a reasonable purchase price, while at the same time ensuring future public use of the property.

Acquisition of Tax Delinquent Land: Land can, in some cases, be acquired by the City for nonpayment of taxes. If the land so acquired is not suitable for open space purposes, it is possible that it could be exchanged for other lands which the City may want to acquire for recreation and/or open space purposes.

Easement Acquisition

Conservancy Easements: Conservancy easements may be placed upon private lands and allow for public access to or through those lands. If recreation and/or open space lands are to be publicly accessible, under this method the City may buy the rights of public access to private land to provide for a public purpose, such as fishing, nature study, or open space preservation. Such easements may also prohibit the current landowner from removing vegetation or filling wetland areas.

If open space is to be preserved but is to be privately accessible, an option under this method is for the City to require that developers delineate conservancy easements on the face of the subdivision plat, certified survey map, condominium plat, or site plan (which would require later recordation of such

easements with the Milwaukee County Register of Deeds). Thus, although not publicly accessible, open space areas would still be preserved. In fact, such open space areas may even be an integral part of the individual building lot or site if the lot is oversized to accommodate both the easement and the development of the lot or site.

Scenic Easements: The City can either purchase or require scenic easement dedications to maintain control of scenic areas and vistas. The easement could include provisions which restrict the landowner's right to build structures, dump trash, cut timber or brush, or otherwise impair or modify the scenic areas.

Other Forms of Acquisition

Acquisition of Development Rights: Under this method, the City purchases only the right to develop the land. The original landowner retains ownership of the land, which remains on the tax roll. Stipulations can be made which assure that virtually no change in the existing use of the land could occur. Acquisition of such development rights may run for a given number of years or in perpetuity.

Gifts or Donations: The City may acquire interest in land through gifts or donations. In many instances, such gifts or donations are made because of tax advantages which accrue to the owner.

WISCONSIN DEPARTMENT OF NATURAL RESOURCES AND GRANTS

The Wisconsin Department of Natural Resources has authority and responsibility in the areas of park development, natural resource and water quality protection, and water use regulations. Because of this broad range of authority and responsibility, some of the functions of the Department have importance in the implementation of the City's Comprehensive Outdoor Recreation Plan. For instance, a very important function is the Department's authority to administer the following grant programs:

- The Federal Land and Water Conservation (LAWCON) fund program (Public Law 88-578) within Wisconsin.
- The National Recreational Trails Act (RTA, Public Law 102-240) within Wisconsin.
- The State Aids for the Acquisition and Development of Local Parks (ADLP, Section 7.23.09(20) of the Wisconsin Statutes) program.
- The Urban Green Space Program (UGS, Section 23.09(19) of the Wisconsin Statutes).

- The Urban Rivers Grant Program (URGP) established by 1991 Wisconsin Act 269 (Section 30.277 of the Wisconsin Statutes).
- The Knowles-Nelson Stewardship Program established in 1990 by the State of Wisconsin and administered by the Wisconsin Department of Natural Resources.

It is important that the Wisconsin Department of Natural Resources approve and adopt the Comprehensive Outdoor Recreation Plan for the City of Franklin in order to maintain the eligibility of the City for available state and federal outdoor recreation grants in support of Plan implementation.

IMPLEMENTATION OF THE TRAIL AND BICYCLE CORRIDOR PLAN COMPONENTS OF THE PLAN

In general, for those trail and bicycle corridor plan components recommended to be provided within the right-of-way of a public street or highway, the unit of government responsible for constructing and maintaining each street or highway in question should also have responsibility for constructing and maintaining the associated trail and/or bicycle facility, or for entering into operating or maintenance agreements with other units or agencies of government to perform maintenance activities.

Potential funding for the implementation of the trail and bicycle corridor plan components of the Comprehensive Outdoor Recreation Plan update could come from the Congestion Mitigation and Air Quality Improvement Program (CMAQ) which was created through Federal transportation funding for transportation-related programs. These programs typically provide funding for projects aimed at improving air quality and reducing congestion in Wisconsin's air quality attainment areas such as in Milwaukee County. Other funds for the development of off-street bicycle and pedestrian ways are available from the Department of Natural Resources through the Stewardship Fund program mentioned earlier, or the Wisconsin Department of Transportation's Transportation Enhancement Program, to name a few.

Another potential source of funding for the City's trail system is the Wisconsin Safe Routes to School program. It can be noted that the City of Franklin successfully applied for a Safe Routes to School Planning Grant in 2010 for a study of the Pleasant View Elementary School area.

As previously mentioned in this CORP update, it is recommended that the results of the Safe Routes to School Planning Grant, and any subsequent grants, be incorporated into this CORP update.

PARTNERSHIPS WITH MILWAUKEE COUNTY, LOCAL SCHOOL DISTRICTS, & OTHER ORGANIZATIONS

Another effective way of implementing the City's Comprehensive Outdoor Recreation Plan update can be through the formation of "partnerships" between the City and other units of government, school districts, and private entities and/or organizations. These types of partnerships have already had precedent in the other communities in Milwaukee County. For instance, the City of Greenfield and Milwaukee County created such a "partnership" for the development of Konkel Park. Such "partnerships" can also be established with various public service organizations and the private sector for the provision of needed recreation facilities.

In addition, a number of civic organizations are active in Franklin, and over time have assisted with a number of park, open space, and/or outdoor recreation related projects within the City. Examples of these organizations and their park related projects include but are not limited to:

- The Franklin Historical Society, and its efforts to establish, maintain, and improve the Historical Village at Lions Legend Park. The Franklin Historical Society was instrumental in the establishment of the Historical Village comprised of the Sheehan-Godsell Cabin, the Old Town Hall, the Whelan School, and the St. Peters Chapel. The Historical Society also assists with the maintenance of these buildings. Furthermore, during 2010 and 2011, the Historical Society in general, and some of its members in particular, initiated an effort to establish an agricultural history/exhibit building within the Historical Village.



- The Milwaukee Area Land Conservancy has been involved in many preservation, restoration, and public awareness efforts within the City of Franklin, not the least being its contributions towards the study and restoration of the Franklin Savanna, a State Natural Area located within Franklin Park.
- The recently established Friends of Franklin Parks have undertaken a number of park related projects including buckthorn removal at Lions Legend Park, tree planting at Tifton Woods, and public awareness efforts such as a Franklin Parks photo contest.

- The Boy Scouts of America Troop 539 has been involved in numerous Eagle Scout projects including construction of the band shell at Lions Legend Park and the flag memorial adjacent to the Franklin Public Library.

It is recommended that a partnership between the City Franklin and Milwaukee County be formed for the development of the Franklin Park/Southwest Park area, and for completion of segments of the trail system in the City in order to afford better access to off-street parking facilities as well as to existing and planned parks.

It is recommended that a partnership between the City of Franklin and the Franklin School District be formed to develop the proposed Forest Hills Neighborhood Park/existing Forest Park Middle School area.

It is recommended that a partnership between the City of Franklin and the Waste Management Metro Landfill be formed to develop the Metro Conservancy area.

It is recommended that the City of Franklin expand its efforts to encourage and facilitate park related projects with other public, private, and non-profit organizations.



Koepmier Lake