

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~~2025 (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~~2025) 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~~2025, 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.

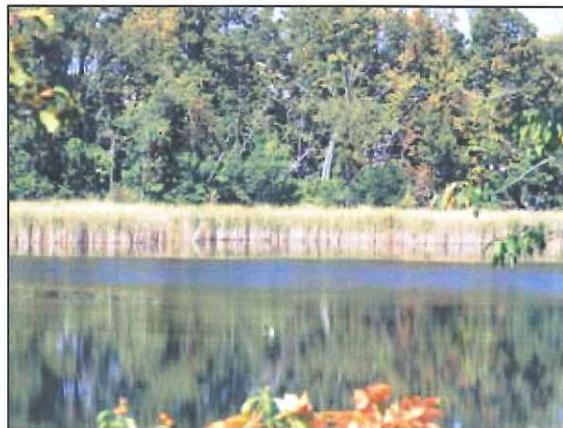
It must be understood that the emphasis relating to land development should be placed on working with the environment and avoiding construction in unsuitable areas which would damage natural resources.

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:

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

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,

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

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.

This page intentionally left blank.

DRAFT

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 this 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).

Formatted: Font: Italic

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 (currently leased by the Franklin Little League)	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.

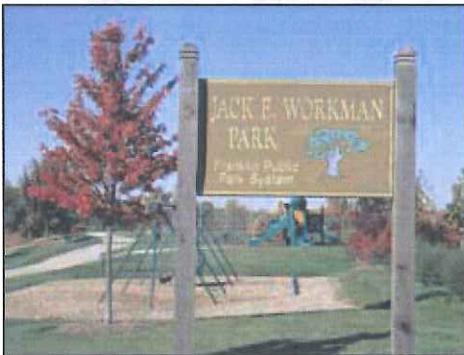
Facilities and amenities at Pleasant View Neighborhood Park include:

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

Comment [d1]: Some type of restoration was done, but it wasn't a prairie restoration, per conversation with Jerry Schaefer on 9/27/10.

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:



with two (2) goals.

- 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

- 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.

Comment [d2]: Moved this information to the Ben Franklin School description, since this park is owned by the school district.

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.

Comment [d3]: Does this still exist? Not in new inventory. Must verify.

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.

Comment [d4]: Is it Meadowland or Meadowlands Park?

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.

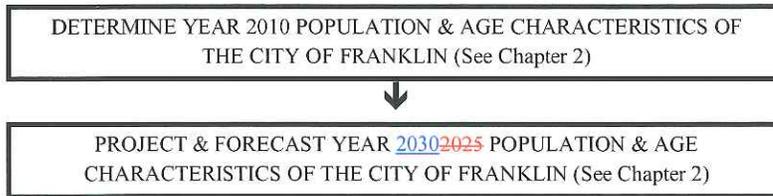
The Comprehensive Outdoor Recreation Plan update utilizes, primarily, the first two methodologies mentioned above, and secondarily, the last two methodologies. The third methodology is utilized for those needs and/or situations unique to the City of Franklin, such as the provision of public sanitary 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.

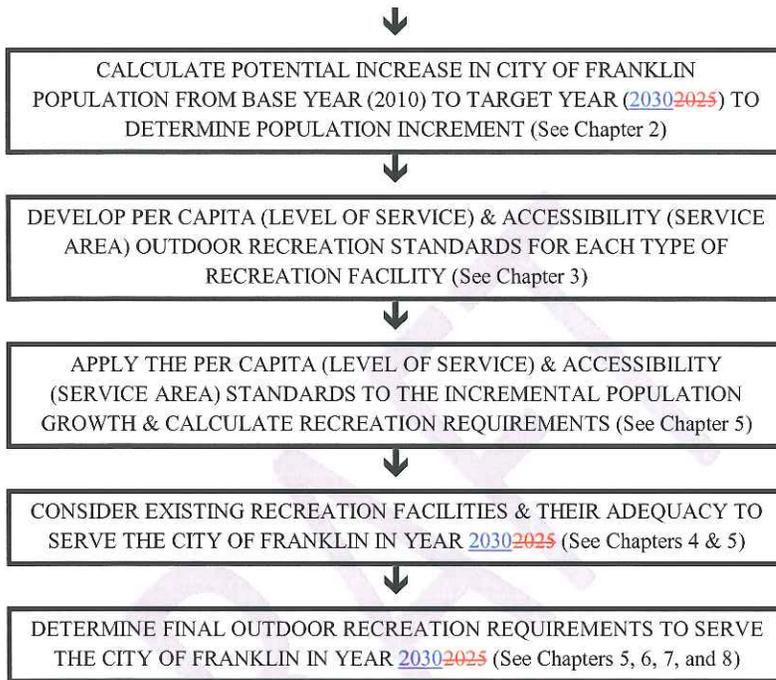
METHODOLOGY

Figure 5.1 outlines the process used to determine year ~~2030~~2025 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~~2025 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 2030-2025. 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~~2025, 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~~2025 population for the City of ~~41,390~~40,564 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~~2025 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~~^{34.99} 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 ~~12.94~~^{11.6} 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~~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.
- The need for a minimum of ~~13.25~~^{12.42} additional acres of mini park sites.



Victory Creek Drive looking north towards Pleasant View

Table 5.1

YEAR ~~2030~~2025 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 2025 Land Area Needs Based Upon Forecast Population (a) (Gross Acres)	Year 2010 Existing Land Area (Gross Acres)	Additional Land Area Needed by Year 2030 2025 Based On Per Capita Standards Only (Gross Acres)
Regional/Multi-Community (in park sites)	5.3	219.37 214.99	3,363.90+/-	0
Community (in park sites)	2.2	91.01 89.24	54.25+/-	36.76 34.99+/-
Community (in middle school or high school sites)	0.9	37.25 36.54	116.92+/-	0
Neighborhood (in park sites)	1.7	70.36 68.96	70.4+/-	0
Neighborhood (in elementary school sites)	1.6	66.2 64.90	53.30+/-	12.9 11.6+/-
Mini Parks (in park sites)	1.0	41.39 40.56	28.14+/-	13.25 12.42+/-
TOTAL	12.7	525.6 515.16	3,686.91+/-	62.91 59.01+/-

(a) Based upon the Wisconsin Department of Administration's projection of ~~41,390~~40,564 persons in the City of Franklin by the year ~~2030~~2025.

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~~2025, 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.

Comment [d1]: From standard noted above.

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~~21 fewer basketball courts than the per capita standards recommend.
- There are 2 more playfields than the per capita standards recommend.
- There are ~~15~~14 fewer soccer fields than the per capita standards recommend.
- There are 14 fewer softball diamonds than the per capita standards recommend.
- There are ~~11~~10 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

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.

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.

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).

This page intentionally left blank.

DRAFT