

Chapter 1

Introduction

INTRODUCTION

This report is an update to the Comprehensive Outdoor Recreation Plan: 2020 for the City of Franklin, Milwaukee County, Wisconsin, dated February 2002, prepared by Meehan & Company, Inc. (commonly referred to as the 2002 CORP). As an update, this report extends the planning horizon for park planning purposes to the year 2025, reflects those previous Plan recommendations which have now been implemented, and incorporates new information, not the least of which are those park, open space, and outdoor recreation related recommendations contained within the recently adopted City of Franklin 2025 Comprehensive Master Plan.

A Comprehensive Outdoor Recreation Plan (herein abbreviated to "CORP") is a fundamental tool utilized in the acquisition and development of a sound public park, open space, and outdoor recreation system and is a key element of community planning. This Comprehensive Outdoor Recreation Plan -- or CORP -- is designed to address projected and prioritized needs in a detailed fashion for the next five years (to the year 2015) and in a generalized fashion for the following 10 years (through the year 2025), with progress reviews annually and a more extensive review and/or update ideally every five years. An approved and adopted CORP is required by the Wisconsin Department of Natural Resources in order for communities to be eligible for participation in most cost sharing (grant) programs. The CORP update has also been incorporated by reference into the Comprehensive Master Plan.

City Growth, Development, and Natural Resource Preservation

The City of Franklin is a suburban community with a multitude of recreational needs based upon both its current population and projected year 2025 population. The City experienced significant population growth from 1980 to 2000--representing an increase of from 16,871 to 29,494 persons, or about 74.8 percent during the 20-year period. Consistent with the City of Franklin 2025 Comprehensive Master Plan, this Comprehensive Outdoor Recreation Plan also indicates that the City may reach a population of about 40,564 persons by the year 2025 (see Chapter 2 for more information on this topic). Based upon both the existing and projected year 2025 Milwaukee County age group breakdowns, there will also continue to be a variety of age groups in the City which will need to be served by the provision of diverse and properly located outdoor recreation facilities.

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

Sound planning is important to City of Franklin officials, landowners, and residents. The City of Franklin stands at a crucial point in time in terms of making decisions about its future growth and development, including its park, open space, and outdoor recreation sites and facilities. The City has experienced rapid urban and suburban growth over the last several decades. This growth, as data presented in Chapter 2 indicates, is expected to continue but in a slightly less rapid manner to the year 2025 and beyond. Therefore, it is prudent planning practice to ensure that the expected continued growth, infill development, and re-development of the City results in the provision of adequate outdoor recreation sites and facilities to serve City residents. The City should also continue to strive to provide diversity in function, location, size, development, and service area of recreation facilities to meet its steadily increasing needs. This can be accomplished if the City takes the lead in assuring that the Comprehensive Outdoor Recreation Plan objectives and needs are met through timely land acquisition, development, improvement, and continued maintenance of recreational facilities.

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

The importance of this Comprehensive Outdoor Recreation Plan to the overall quality of life within the City of Franklin cannot be overemphasized. Implementation of the CORP update would, over time, provide an integrated system of parks, open spaces, and trails within the City that would not only serve to preserve and enhance the City's natural resource features, but would also provide a wide range of wholesome outdoor recreational activities close to home. However, this CORP update also recognizes that its implementation is dependent upon the availability of increasingly limited financial resources, and therefore, certain recommendations may not be able to be achieved within the time-frame of this Plan.

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

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

It is also very important to recognize that the park, open space, and outdoor recreation sites and facilities provided in the City of Franklin are also an integral part of a larger outdoor recreation system. This system includes facilities which have not only local but countywide and regional importance. Therefore, it is very important that the City of Franklin Comprehensive Outdoor Recreation Plan be carefully integrated with, as well as consistent with, various County and regional outdoor recreation planning activities.

Public Input

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

- An article in the October 2010 edition of the Franklin City Newsletter providing notice of the impending update of the CORP.
- Creation of a page on the City of Franklin website devoted solely to the update of the CORP, including copies of City Newsletter articles, press releases, draft chapters, etc.
- Submittal of a Press Release to numerous media outlets on November 22, 2010, providing notice of the CORP update and upcoming public input opportunities.
- A Comprehensive Outdoor Recreation Plan Update Survey to obtain information from City residents and visitors about their experiences with, and thoughts on, the park, open space, and outdoor recreation system within the City.

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

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

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

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

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

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

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

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

MISSION STATEMENT OF THE CITY OF FRANKLIN PARKS COMMISSION

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

Major areas of responsibility:

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

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

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

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

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

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

As was done with the 2002 CORP, it is herein recommended that an updated Impact Fee Study be prepared immediately after completion of this CORP update.¹

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

EXISTING PLANS

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

Regional Plans

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

¹ The Impact Fee analysis is envisioned to be initiated shortly after the draft of this CORP update is completed, and is envisioned to be completed shortly after adoption of this CORP update by the City.

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

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

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

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

Milwaukee County Plans

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

Comprehensive Outdoor Recreation Plan as, in part, its basis for park and open space objectives, principles, and standards (see Chapter 3).²

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

City Plans

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

As indicated earlier in this Chapter, the Comprehensive Outdoor Recreation Plan: 2025 represents an update to the earlier Comprehensive Outdoor Recreation Plan: 2020 for the City of Franklin, prepared by Meehan & Associates, and adopted by the City of Franklin in April, 2002.

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

² At the time of preparation of the CORP update, SEWRPC and Milwaukee County were in the process of updating the Milwaukee County Park Plan. It can be noted that this plan, while adopted by Milwaukee County and therefore utilized in this CORP update, is nearly 20 years old and may contain outdated information. Whatever information that was available at that time was incorporated into this CORP update.

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

School District Plans

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

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

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

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

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

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

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

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

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

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

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

Ideally, such plans need to be updated about once every five years due to the emergence of new data, changes in the community and/or policy changes of the community, and to assure that such documents provide the best and most up-to-date information to assist in making long-range, as well as short-term, decisions. Based upon a review of the 2002 Plan, the following factors need to be either newly re-introduced or updated:

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

such standards set forth in the City of Franklin adopted Unified Development Ordinance (*the combined Zoning and Land Division Ordinances*).

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

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

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

the Needs Assessment Survey have participated, plan to participate, and are unlikely to participate. The Needs Assessment Survey identified Franklin Public School District as a major provider of community recreation services.

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

Table 1.1
SUMMARY RANKING OF CITY OF FRANKLIN
RESIDENT PARTICIPATION IN RECREATIONAL ACTIVITIES: 1998

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

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

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

APPROACH TO THE PREPARATION OF THE COMPREHENSIVE OUTDOOR RECREATION PLAN UPDATE

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

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

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

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

Fourth, a public facilities needs assessment was conducted providing an analysis and forecast of future outdoor recreation needs. Under this element, year 2025 population projections and forecasts for the City of Franklin were examined. Based upon the year 2025 population forecasts, future

recreational land and facility needs were determined. These needs are identified in Chapter 5 of the Comprehensive Outdoor Recreation Plan update titled "Public Sites and Facilities Needs Assessment: Analysis and Forecast of Future Park, Open Space, Outdoor Recreation and Trail Needs."

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

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

Seventh, a special element from the 2002 Comprehensive Outdoor Recreation Plan was reviewed once again as Chapter 8 titled "Community Recreation Center Building Needs Analysis." As noted in the 2002 Plan, a community recreation center building needs analysis had been conducted based upon the existing and future population of the City at that time. This building needs analysis provided data on the total square feet such a building may expect to have in order to adequately serve the City to the year 2025 and beyond. The types of facilities such a community recreation center building may have housed within it are presented. Information that has become available since the 2002 Plan has been included within this chapter.

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

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

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

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

AMENDING AND UPDATING THE PLAN

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

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

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

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

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

Types of Plan Changes

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

Rationale and Justification for Plan Amendment

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

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

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

Projections and Forecasts: Plans are based on projections or forecasts because plans deal with future situations. If projections or forecasts are in error, or require modification due to the emergence of

new data, then this Comprehensive Outdoor Recreation Plan update may need to be adjusted. The City should monitor this Plan based on the preparation of new projections or forecasts. Comparisons should then be made between what was projected or forecast and what is actually happening. If warranted and deemed necessary by the City Common Council, with input from the Parks Commission and the Plan Commission, this Plan should be amended to accommodate the new projections or forecasts.

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

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

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

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

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

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

amendment--such as the preparation of detailed site and landscape plans for each individual public park which is owned by the City.

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

Plan Amendment Process

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

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

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