

COMPREHENSIVE OUTDOOR RECREATION PLAN

PARKS, TRAILS, OPEN SPACE AND SCHOOL GROUNDS

VILLAGE OF SHOREWOOD

Adopted, December 17, 2007

COMPREHENSIVE OUTDOOR RECREATION PLAN
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PLANNING & DESIGN INSTITUTE
CEDARBURG SCIENCE
CYLA DESIGN ASSOCIATES

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Plan Contributors

Park Plan Steering Committee

Residents

Diane Buck, Chair
Dan Ford, Vice Chair
Dawn Anderson
Nancy Bornstein
Ann Brummitt
Richard Eschner
Chris Gallagher
Holly Morris
Kathy Papineau

School District of Shorewood Recreation and Community Services Department

Deb Stolz

Milwaukee County Department of Parks, Recreation and Culture

Laurie Albano

Village Board

Guy Johnson, Village President
Dawn Anderson, Trustee
Ellen Eckman, Trustee
Jeff Hanewall, Trustee
Margaret Hickey, Trustee
Michael Maher, Trustee
Michael Phinney, Trustee

Village of Shorewood Administration

Ericka Lang, Planning and Zoning Administrator
Chris Swartz, Village Manager
Robin Mueller, Department of Public Works, Forestry
Judy Kaiser, Department of Public Works, Forestry

School District of Shorewood

Lindsey Jorgenson, Atwater Elementary School
Pat Hildebrandt, Lake Bluff Elementary School
Mike Gregornik, Shorewood High School
Donna Greutzmacher, Shorewood Intermediate School

Prepared by

Planning and Design Institute, Inc.
241 North Broadway
Milwaukee, WI 53202
414.271.2545
www.pdisite.com

in conjunction with

CYLA Design Associates, Inc.
Oak Park, IL

Cedarburg Science
Grafton, WI

CONTENTS

1. INTRODUCTION	1
2. PREVIOUS PLANNING EFFORTS	5
3. DEMOGRAPHIC TRENDS	11
4. EXISTING PARK, OPEN SPACE AND TRAIL	15
5.. GENERAL ISSUES, GOALS AND OBJECTIVES	27
6. EVALUATION & RECOMMENDATIONS	35
7. COST ESTIMATES & PROJECT PRIORITIES	65
8. IMPLEMENTATION	71
9. FUNDING	75
APPENDIX	87

SUMMARY OF PUBLIC WORKSHOPS

ATWATER BEACH PLAN, FRIENDS OF ATWATER BEACH

INTRODUCTION

Recreation opportunities and public open spaces represent an important measure of community livability, help maintain neighborhood value, and promote a high quality of life. Unlike communities that experience a trend of growth and expansion, the population base and municipal boundaries of Shorewood are effectively stable. Due to the fully-built character of the community, acquisition of additional public acreage for park and recreation uses remains limited. However, as land parcels within the Village undergo redevelopment or reclamation in the future, new opportunities to incorporate parks or public spaces will potentially arise.

This Plan, however, places an emphasis on enhancing and encouraging activation of existing public spaces that promotes greater outdoor public uses. Moreover, this plan aims to diversify recreational opportunities that meet current and future needs, demographic and recreational trends.

Section 1



PURPOSE OF THE PLAN

This *Comprehensive Outdoor Recreation Plan* represents an official guide for park and recreation facility development for the Village. It considers both immediate needs and future concerns relevant to parks, trails, school grounds and open space areas. The Plan strives to guide preservation and protection of natural and cultural resource features, and coordinate recreation facility improvements among various recreation management entities. It serves as an implementation tool that will enable the realization of a high quality system of recreational spaces. Each of the Plan's recommendations responds to existing conditions, identified recreational needs and community input.

Examination of existing acreage that currently accommodates active sports, such as baseball and soccer, was investigated during the planning process. Underutilized open areas in parklands were also considered for providing for additional field space for active sports. While recommendations in this *Plan* succeed in promoting upgrades to existing sports fields for practice and game play, the number and scale of baseball/softball and soccer fields remains deficient in accordance with current needs. The Village is encouraged to continue collaborations with the Shorewood Kickers, Little League, School District and others regarding sports field development and improvements.

This *Comprehensive Outdoor Recreation Plan* represents an update of the 1992 *Comprehensive Park Plan*. According to guidelines outlined by the Wisconsin Department of Natural Resources (WDNR), park and recreation plans must be updated every five years to retain eligibility for a variety of grant and funding opportunities at the state level. In addition to this requirement, the five-year timeframe provides an incentive to set realistic goals and objectives based on a relatively short timeframe.



Recommendations outlined in the *Plan* include a broad list of potential projects -- many of which are dependent on competitive grants and other sources of funding prior to implementation. As such, the *Plan* serves as a valuable budgetary and policy tool that will allow the Village to focus its efforts on specific items identified within the Plan.

PLANNING PROCESS

The *Plan* has entailed a planning process designed to assist the Village in formulating long-range improvements of public recreational space. The *Plan* was developed through a collaborative effort by Village residents and stakeholders, the Village Park and Recreation Plan Steering Committee, and private consultants. As part of the planning process, representatives from organizations and interested citizens were invited to participate. Two community outreach efforts were sponsored to gather ideas and

opinions related to existing conditions and perceptions, as well as to guide the development of plan concepts. Issues, goals, objectives and recommendations identified in this *Plan* directly reflect public input and dialogue, as well as diverse opinions presented by meeting participants. A summary of public input is found in the Section A of this document Appendix.

The following events briefly describe the public outreach component:

Public Open House. A public forum that solicited responses to draft conceptual plans for Village and County Parks, school grounds and trail corridors was held in May 2007. The open house event incorporated (1) a presentation of findings based on committee, stakeholder and consultant observations and (2) a presentation of concept plans that outlined recommendations for public open space enhancements. Feedback from participants was reviewed and analyzed, and considered in the redrafting of conceptual plans for seven recreational sites.

Young and Young Adult Outreach. In order to solicit opinions from school-aged persons, five interactive dialogues were held at four school sites in the Village during May 2007. Two elementary-age sessions (4th grade) were conducted, and engaged students through a questionnaire, visual design preference survey and park design exercise. A similar format was utilized at the Shorewood Middle School (7th grade) and High School (10th-12th grades). Students were asked to rate their perception of parks and recreational offerings that currently exist within Shorewood, and invited to offer ideas regarding improvements and enhancements to existing recreational spaces.

COMMUNITY SETTING

Location and Park History

The Village of Shorewood is nestled between Lake Michigan on the east and the Milwaukee River on the west. Bordered on the south and west by the City of Milwaukee and by the Village of Whitefish Bay on the north, it is a community of 14,000. Recognized as the “most densely populated municipality in Wisconsin,” the Village encompasses approximately 1.5 square miles (1,002 acres). Originally part of the Town of Milwaukee, it seceded in 1900 to become East Milwaukee. In 1917, the Village officially modified its name to Shorewood.

Shorewood is characterized as a “fully built” or landlocked community, as vacant land is virtually absent. By 1940, over one-half of existing residential structures were constructed, and by 1950, approximately 80 percent of land within the Village was developed. While the configuration of roads and residential neighborhoods reflect logical and efficient design, the





provision of adequate public open space and parks was largely overlooked by early Village founders.

To the credit of the Village, Milwaukee County, philanthropic and citizen support, a significant percentage of public park and open space facilities in the community has been established through creative reclamation, conversion, and acquisition efforts. As a result, the Village and partnering interests have successfully “assembled” a park system that provides for a variety of active and passive recreational needs.

TABLE I : PARK DEVELOPMENT HISTORY

SITE		FORMER USE
Atwater Park	<i>Reclaimed</i>	Lakeshore bluff environment that historically functioned as a “dumping ground” prior to being dedicated for recreational uses
River Park	<i>Reclaimed</i>	Acreage that once accommodated the Oakland Avenue Railyard (Milwaukee Electric Railway & Light Company)
Humble Park	<i>Reclaimed</i>	Acreage (1960s) that accommodated a service station facility
Oak Leaf Trail	<i>Reclaimed</i>	A converted rail corridor (1990s) for recreational use.
Triangle Park	<i>Residual Acreage</i>	Residual residential parcel in the Kensington Heights neighborhood
Nature Conservancy	<i>Acquired</i>	Lakeshore bluff environment that represents an assembly of private residential parcels (1970s)
Hubbard Park	<i>Converted</i>	River bluff environment adjacent to the Milwaukee River utilized for private leisure recreation since the late 1800s, and later converted to public use
Estabrook County Park	<i>Established</i>	River bluff environment bisected by a railroad spur, and located between a (former) railroad corridor and the Milwaukee River; established in 1936 by the County of Milwaukee, and designed by County Landscape Architect Alfred Boerner

PREVIOUS PLANNING EFFORTS

Section 2

To obtain an understanding of park and open space values, as well as to present the framework upon which this Plan is built, several existing studies relevant to parks and open space were reviewed. While some previous planning efforts provide general consideration of recreational spaces, the *1992 Comprehensive Park Plan* and subsequent *Bluff Restoration Plan (1997-98)* articulate specific actions for implementation. As evidenced in the following summary, explicit recommendations outlined in the plans have not been fully implemented. It remains likely that budgetary constraints, competition for capital improvement funds, insufficient staff hours committed to park management, and the absence of a permanent “park commission” or “ad hoc park committee” have impeded intentions to enhance park facilities.

COMPREHENSIVE PARK PLAN (1992)

Prepared by Buettner and Associates for the Special Task Force on Parks, this document outlines design recommendations for each of Shorewood’s parks. The process included an inventory of parks and recreational facilities, a survey of Shorewood residents and meetings with community stakeholders. Some highlights of plan recommendations regarding Atwater, Hubbard, River, and Estabrook parks are outlined below.



Atwater Park

The plan suggested a number of improvements including:

- A new walkway adjacent to the fountain (which no longer exists) to make for a more orderly, unified design.
- New flower beds and improved water jets for the fountain.
- Realignment of walkways at the north and south end of the park.
- Relocating the tot lot to a more passive northern location within in the park.

Results. The concept plan for Atwater Park primarily focused on improvements to the upper terrace. The bluff and beach environments were only indirectly addressed. Many of the recommendations within the upper terrace have been implemented. However, much attention was placed upon formalizing the area around the fountain which has since been removed. The plan proposed a more extensive planting design than currently exists.

Hubbard Park

The *1992 Plan* proposed many improvements to the park with a goal of increasing accessibility and use of the park while providing unification with adjacent River Park. Some highlights include:

- New ramped walkways in various places in the park to improve access between grade changes
- A low proscenium wall in front of the Youth Building which, along with a proposed amphitheater, would form an assembly space for large groups
- Remodeling of the Youth Building into a concession stand/warming house was proposed
- Renovation of the boathouse to serve as a facility in support of cycling activities
- A new south end walkway to provide access from River Park and the bike trail
- A hilltop pavilion to provide a landmark to link Hubbard Park to River Park and to Oakland Avenue
- A fishing pier, a boat dock, and an interpretive nature trail through the wooded north end of the park

Results. When observing Hubbard Park today, it is apparent that few of the *1992 Plan* recommendations were carried out. Hubbard Park largely remains a quiet respite along the River in contrast to the more active place envisioned in the *1992 Plan*.

River Park

The *1992 Plan* included open lawn areas for soccer and other ball games, tennis courts, sand volleyball courts, barrier-free walkways, picnic areas, child play structures, a park shelter, fountains, restrooms, and parking. It also included a new gateway landscape entrance feature along Oakland Ave. to create a presence along the street. Revised parking and roadway alignments were also proposed.

Results. Parking and access roadway improvements have been made along with the construction of the baseball diamond. A proposed roadway extension to link with the Hubbard Park parking lot has not occurred. While there is a sidewalk that leads from Oakland Ave. into the park, the other entrance features as indicated in the *1992 Plan* have not been implemented.

Estabrook Park

The *1992 Plan* did not include recommendations for areas within the park but concentrated more on access to the park from the Wilson Drive edge. The plan proposed a thinning of vegetation along the Oak Leaf Trail in order to improve perceived safety and sight lines along with an additional barrier-free access point at the North Alpine intersection with Wilson Drive.

Results. Efforts have been made to thin the vegetation along the Oak Leaf Trail so that the trail feels less isolated than in the past. The additional access point at the Alpine intersection has not been implemented. Since the 1992 plan's completion the Oak Leaf Trail has been extended north to Berkeley Blvd. with an access point provided at this location.

Nature Preserve (Conservancy)

The *1992 Plan* recommended modest enhancements to the Nature Preserve that focused on trail development, social-trail obliteration and the inclusion of bench seating.

Results. It is difficult to determine if trail enhancements were implemented, as the existing trail suffers from erosion and wear. Bench seating has not been provided.





Triangle Park

The *1992 Plan* recommended a modest reorganization of elements and included relocation of the flagpole, and paved walks to the benches. The plan recommends continued use as a play-space for youth.

Results. Triangle Park has witnessed no few improvements since the *1992 Plan* was drafted. Only one bench is occurs within the site, and play structures (animal climbers) have since been removed. The primary enhancement appears to be related to plantings of perennials.

CENTRAL DISTRICT MASTER PLAN (2006)

This document provides a vision for how Shorewood's Central business district can grow and change in the future. It sets a new direction for the District with new residential, commercial, and mixed-use opportunities as well as enhanced wayfinding and signage, parking, and open space. Parks included in the planning area include River, Hubbard, and the Atwater School Grounds.

River Park

The plan proposes a redevelopment on the site of the parking lots along Oakland Avenue. A new green space to mirror the existing space (Humble Park) on the east side of the street is proposed at the terminus of Edgewood, and would thereby create a new entrance experience into River Park. The plan reconfigures the parking lots to locate them nearer to the baseball diamond. A pathway is extended west along the outfield fence to connect to the Oak Leaf Trail where a new trail entrance is proposed.

Hubbard Park

While Hubbard Park is not specifically mentioned for improvements, the plan proposes mixed-use developments to the north of the park adjacent to the Oak Leaf Trail. Additional access points to the trail are suggested at the public works campus and further north at the terminus of Pinedale Court where trail access is also provided to Capitol Drive.

Atwater School Grounds

The Central District Plan proposed major modifications to the front of the Atwater School grounds. The parking lot would be modified and expanded to the north to add spaces. The front grounds would be reconfigured to create a "District Gardens" theme along the Capitol Drive frontage including a drop-off lane and potential water feature.

VISIONING 2015 (2003, UPDATED 2006)

The purpose of the plan was to create a community-wide overall vision for Shorewood. Through focus groups and public workshops residents gave input on what they value about living in Shorewood, what concerns regarding current issues in the community, and how a successful future of the Village could be envisioned.

Results. The plan's findings/recommendations dealt with many overall issues confronting the community and therefore parks are referenced in a general sense. The recommendations from the plan that involve parks include:

- Protect and enhance public green spaces
- Invest in park improvements
- Improve the use of space along the River and the Lake
- Maintain parks, trees, boulevards, flower beds

BLUFF RESTORATION PLAN (1997-1998)

A *Restoration Plan* that addresses revegetation of the bluff was prepared by Buettner and Associates in 1997, and further augmented by Department of Public Works staff. The *Plan* seeks to establish native flora to stabilize erosion, provide wildlife value, and enhance aesthetic qualities while retaining open views to the beach. The *Plan* continues to be slowly implemented in phases and requires significant DPW staff time due to labor intensive efforts for successful establishment of flora.

Parklands, Open Space and Trails

Village of Shorewood



- 1** Estabrook County Park
- 2** Hubbard Park
- 3** River Park
- 4** Atwater Park
- 5** Conservancy
- A** Lake Bluff Elementary School
- B** Atwater Elementary School
- C** Shorewood Intermediate / High School

DEMOGRAPHIC TRENDS

An understanding of growth and composition of the local population provides an important foundation for the Village of Shorewood *Comprehensive Outdoor Recreation Plan*. The demand for recreational opportunities and facilities is influenced, in part, by demographic characteristics. This section evaluates historic trends in population, and analyzes characteristics of the residents who within the Village.

Section 3

POPULATION FORECASTS

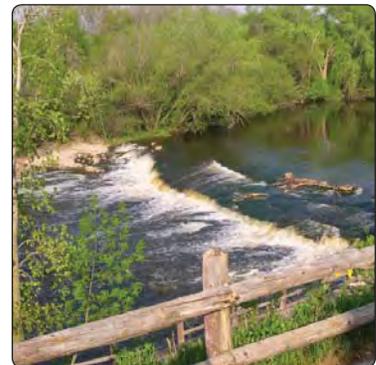
The population served by the parks and open space facilities in the Village of Shorewood is approximately 14,000 (13,763 as of the US Census, 2000). This figure represents a population decline of 2.7% since 1990.

However, a reverse trend in population is anticipated between 2005 and 2025. Over the next ten years, it is estimated that the population will increase by approximately 500 persons, which equates to approximately 200 new housing units. This growth rate is likely due to anticipated high-density housing development that will continue to occur within redeveloping commercial and light manufacturing districts.

TABLE 2 : PROJECTED POPULATION, VILLAGE OF SHOREWOOD

1980	1990	2000	2005	2010	2015	2020	2025
14,116	13,956	13,763	14,155	14,406	14,650	14,701	14,327

Prepared by Demographic Services Center, Wisconsin Department of Administration, January 2004



POPULATION BY AGE

The age distribution of a community is perhaps the most referenced population characteristic relevant to future park and recreational demand and needs.

Although the population of the Village decreased by approximately 350 persons between 1990 and 2000, the distribution of age groups has remained reasonably constant. A larger concentration of middle-aged persons aged 40 to 59 (an increase of 900 persons) characterize the current Village population than during the previous decade. In contrast to this trend, the population represented by persons between 20 to 39 years of age decreased during this 10-year period by approximately 750 persons.

Youth and young adult populations (ages 10 to 19 years) have increased marginally by approximately 200 persons. A slight decrease in the youngest population cohort (under 5 years of age) since 1990 was observed over the previous decade.

TABLES 3 & 4 : AGE GROUP DISTRIBUTION, INCREASE / DECREASE, 1990 & 2000

Age Group	1990		2000	
	Number	%	Number	%
Under 5 years	810	6%	668	5%
5 to 9 years	804	6%	802	6%
10 to 14 years	760	5%	871	6%
15 to 19 years	680	5%	783	6%
20 to 29 years	2234	16%	2081	15%
30 to 39 years	2715	19%	2110	15%
40 to 49 years	2025	14%	2283	12%
50 to 59 years	1060	8%	1702	12%
60 to 69 years	1167	8%	953	7%
70 to 79 years	1081	8%	930	7%
80 years and over	780	6%	580	4%
TOTAL	14,116	100%	13,763	100%

Age Group	Population Number Increase or Decrease, 1990-2000	Population Percentage Increase or Decrease, 1990-2000
Under 9 years	-144	-21.5%
10-19 years	+214	25.9%
20 to 39 years	-758	-36.0%
40 to 59 years	+900	49.0%
60 to 79 years	-365	-38.7%
80 years and over	-200	-34.5%

Source: U.S. Census Bureau 1990 and 2000

HOUSING

The total number of occupied housing units within the Village (2000) was 6,539. Although Shorewood is considered a fully-built community, it remains likely that the Village will continue to experience an increase in housing units within the condominium market. In addition to owner-occupied multifamily dwelling units that have been constructed along Oakland Avenue since 2000, guidelines for future property redevelopment along major transportation corridors in Shorewood advocate construction of high-density forms of housing. It is therefore probable that the housing inventory will continue to expand over the next twenty years.

The diversity of housing in the Village of Shorewood is characterized by a high concentration of renter-occupied housing (52.4%) in 2000. This trend is largely due to the Village's proximity to the University of Wisconsin-Milwaukee, and availability of rental housing for young urban professionals.



IMPLICATIONS OF POPULATION TRENDS

- The Village of Shorewood witnessed a slight but steady decrease in population between 1980 and 2000, but is experiencing a population increase during the following decade. The Wisconsin Department of Administration anticipates an increase of 750 persons to the population base between 2005 and 2025. **Therefore, use and demand of public recreational spaces will likely increase as well.**
- Historic data from 1990 and 2000 illustrates a decrease in the population of persons less than 5 years of age, while youth and young adult populations (ages 10 to 19) have increased by 25%. **Therefore, family-oriented recreational offerings, as well as facilities that cater to youth and young adults should be considered a priority in park design.**
- Between 1990 and 2000, the Village witnessed a decrease (-21.5%) in persons under 9 years, a decrease (-36%) in the population of persons 20 to 39 years of age, and an increase (+49%) in the population of persons 40 to 59 years of age. This data suggests that a possible growing need for recreation facilities which serve the Village's aging population. As the current "less than 9 years" age group shifts to the "10 to 19 years" age group during the next decade, the population representing "youth and young adults" (0 to 19 years) may experience an overall decline. **Therefore, facilities and recreational pursuits which cater to an older, mature population, and those which encourage walking and cycling, such as trails and circuit paths should be considered in the development of park enhancements.**

- New housing construction will likely continue to occur in tandem with infill and redevelopment projects, and will focus on high-density owner-occupied multifamily dwelling units. **Therefore, publicly-accessible spaces, plazas and trail connections should be required in development submissions for properties that are undergoing redevelopment.**

REGIONAL RECREATION TRENDS AND OBSERVATIONS

Nature-based Recreation

A review of the State Comprehensive Outdoor Recreation Plans for the states of Wisconsin and Illinois indicate similar findings with national trends related to nature-based outdoor recreation activity. Walking for pleasure, observing wildlife, picnicking, fishing and bicycling are the most popular adult outdoor activities. In Illinois, survey respondents indicated an appreciation for more undeveloped open space, and that forest preserves and natural areas – especially in urban settings--are popular, especially with families.

According to the Interagency National Survey Consortium, participation in all outdoor activities has been increasing when measured in terms of the total numbers of participating people. Between 1982 and 2002, the greatest gain in participation rates of common outdoor activities were related to walking (+87% increase), and hiking (+182% increase). Of all activities polled, walking was, by far, the most accessible and popular pursuit. These activities are especially sought by the baby-boom generation which represents the fastest growing segment of Shorewood's population, and equates to approximately one-quarter of the Village's residents (2000).



Active Sports Recreation

The increase or decline in active sports participation, such as baseball, softball, basketball, and soccer, follow general national trends, but are more accurately assessed at the local levels. In general, sports such as ball and soccer have begun to replace football as a common pursuit. Growth in participation rates among females is especially notable. Recreation associations in Shorewood, such as the Shorewood Kickers and the Shorewood Little League (baseball), demonstrate increasing local interest in active team sports as evidenced by rising rates of participation. Additionally, involvement in team sports spans a range of ages, and therefore requires appropriately-scaled fields and facilities to accommodate differing skill levels.

EXISTING PARKS, RECREATION FACILITIES & SCHOOL GROUNDS

Section 4

This section presents an overview of the existing parks, recreation facilities, and school grounds within the Village of Shorewood. This comprehensive inventory serves as basis for analysis and recommendations contained in this *Plan*.

EXISTING PARK, RECREATION FACILITIES AND SCHOOL GROUNDS

There are approximately 130 acres of public outdoor recreation space within the Village of Shorewood. Three distinct governing bodies own and manage publicly-accessible recreation acreage in the community. The Village government provides services, such as policing, fire protection and utilities to these sites. Partnerships between the Village and other recreation management authorities represents a crucial element regarding future use, development and maintenance of various public recreation sites.

TABLE 5 : RECREATION FACILITY MANAGEMENT

Management Authority	Acres	% of Total Recreational Space
Village of Shorewood	27.1	20.8%
Milwaukee County	93.6	71.9%
Shorewood School District	9.5	7.3%
TOTAL	130.2	100%

Village of Shorewood Park Facilities

Although Village parks represent one-fifth of total outdoor public space, they are traditionally considered the “mainstay” of recreational venues in Shorewood. Maintenance and improvements to parks are undertaken by the Department of Public Works. The municipal budget includes annual funding for park maintenance and improvements via the Capital Improvement Fund.

School District of Shorewood Facilities

The School District of Shorewood affords opportunities for the community to utilize elementary school grounds and recreational facilities during after-school hours, weekends and during the summer. Two elementary school campuses are used by the general public, the School District of Shorewood Recreation and Community Services Department, and local youth sports organizations.

Facilities that are common to elementary schools include playgrounds, soccer fields, baseball and softball diamonds, paved play areas, and tennis courts. Although the Village does not manage the school grounds, residents may utilize outdoor facilities for recreation when not being utilized by the schools.

Milwaukee County Park and Trail Facilities

Milwaukee County maintains jurisdiction over 93 acres of public parks and natural areas in the Village of Shorewood, and over 15,000 acres in Milwaukee County. Within Shorewood, the County has authority over, and manages enhancements and maintenance of Estabrook Park and a 1.6-mile off-road section of the Oak Leaf Trail that traverses the former railroad grade.

TABLE 6 : EXISTING PARK, RECREATIONAL FACILITY AND SCHOOL GROUND ACREAGE

Facility	Park Classification	Acres
Village Parks		
Atwater Park	Neighborhood Park	6.8
Hubbard Park	Neighborhood Park	6.1
Humble Park	Mini Park	0.2
Triangle Park	Mini Park	0.3
River Park	Special Use Park	5.4
Village Greenspace		
Nature Preserve	Natural Area	8.3
County Parks & Trails		
Estabrook County Park	Community Park	74.2
Oak Leaf Trail	Trail Corridor	19.4
Public School Grounds		
Atwater Elementary School	School Ground	3.6
Lake Bluff Elementary School	School Ground	5.9
TOTAL		130.2



PARK AND RECREATION STANDARDS

The National Recreation and Park Association (NRPA) has traditionally recommended standards to assess demand for park land in urban areas. Historically, NRPA standards recommended a range of 6 to 10.5 acres of developed park land per every 1000 residents.

An analysis of park, open space and school ground acreage reveals that the recreational space within the Village equates to approximately 9.3 acres per 1000 population. The overwhelming majority of acreage occurs within one park facility (Estabrook County Park). Total park and open space in Shorewood, which includes natural areas, trail corridors, and elementary school grounds, meets acreage levels historically recommended by the NRPA.

As previously stated, NRPA standards traditionally served as a benchmark to analyze the deficiencies of a local park system. Yet a more realistic measure of park quality considers the individual character of site, location, access, maintenance levels, diversity of offerings, and the range of amenities. These characteristics influence the intensity of recreational use to a greater degree than the amount of available acreage.

OUTDOOR RECREATIONAL AMENITY & RESOURCE INVENTORY

To validate future recreational needs and amenities and inventory of the existing facility base was completed. This analysis examines park, open space, trail and elementary school grounds. The following table lists primary recreational uses within specific sites:



TABLE 7 : INVENTORY OF PRIMARY PARK USES

Facility	Primary Recreational Uses	
Atwater Park	Scenic viewing / Leisure resting Walking Children's Play	Volleyball (sand) Picnicking (beach) Swimming (beach)
Hubbard Park	Scenic viewing / Leisure resting Walking Picnicking	Fishing (river) Canoeing Special community events
Humble Park	Leisure resting	
Triangle Park	Leisure resting	
River Park	Baseball / Soccer Picnicking Leisure resting	Walking Shuffle-board
Nature Preserve	Walking Nature viewing	
Estabrook County Park	Baseball / Softball Soccer Volleyball (sand) In-line Hockey Unstructured field-play Cross-country skiing	Fishing (river) Walking / Jogging Bicycling Picnicking Nature Viewing
Oak Leaf Trail	Bicycling Walking / Jogging	
Atwater Elementary School	Children's Play Soccer Baseball / Softball	Tennis Unstructured field-play Ice skating
Lake Bluff Elementary School	Children's Play Soccer Baseball / Softball	Tennis Unstructured field-play Ice skating

Recreational facilities maintained by the Village represent a fraction of total facilities available to Shorewood residents, and also made possible by the School District and Milwaukee County. The majority of land-consumptive recreational uses, such as baseball, softball, soccer and tennis are accommodated within School District and County facilities. This fact demands that the Village approach its park and recreation planning in a collaborative and cooperative manner, and consider various options to assist in shared funding and management of extraterritorial recreation venues.

TABLE 8: SUMMARY OF ACTIVE SPORTS AMENITIES AND ORGANIZED PLAY AREAS

Sports Amenities	Quantity TOTAL	Village	Schools	County
Baseball/Softball Diamond (youth)	5	1	3	1
Soccer Fields	9 2 (U6) 3 (U7/U8) 2 (U9/U10) 2 (U11/U12) 0 (U13)	2	4	3
Tennis	11	–	11 *	–
Shuffle-board	1	1	–	–
In-line Hockey	1	–	–	1
Children's Play (1 additional planned)	8	2	4	2
Volleyball (sand)	4	2	–	2
Skatepark	0	–	–	–

* Includes 7 tennis courts at Shorewood Intermediate School (SIS) that are routinely utilized by residents

CONDITION OF PARK AMENITIES & FACILITIES

Conditions of individual facilities in each public open space and park site were evaluated for the purpose of describing the level of quality and service afforded by each site. The following tables portray the state of recreational amenities:



Atwater Park

Recreational Features & Amenities	Present/ Quantity	Condition			Atwater Park Comments
		Good	Fair	Poor	
FIELDS & COURTS					
Volleyball Court	x		x		Poles good, but no nets present
SPECIAL SITE FEATURES					
Overlook	x		x		Loose and Warped/ damaged boards, Top rail needs painting
Restrooms	x		x	x	Mold issues, locked
Pavillion	x		x		Locked
PLAY APARATUS					
Upper	1		x	x	Structurally sound, needs paint/ repair
Lower	1	x	x		Structurally sound, minor repairs to boards
SITE FURNITURE					
Bench	25		x	x	Quality varies; bench design is outmoded
Bike Rack	2	x			
Trash Receptacle	8			x	need replacement; design is outmoded
Drinking Fountain	1			x	Rebar exposed on top & two sides
LIGHTING					
Pathway	6		x		Poles are in good condition, but luminaires are not consistent with the pole design
WALKS					
Public Sidewalks	x	x			
Int. walks (paved)	x	x			Heaving on terrace path, some erosion due to soil creep
LANDSCAPE					
Trees in mowed turf	x	x			
Shrub plantings	x		x	x	
Natural area	x		x	x	Some revitalized, but areas of erosion and invasive plants
Annual/ perennial	x	x	x		Requires higher level of maintenance
Erosion	x		x		Bluff and paths
OTHER					
Signage	x			x	Entrance sign is outdated and obscure due to low height;



Hubbard Park

Recreational Features & Amenities	Present/Quantity	Condition			Hubbard Park Comments
		Good	Fair	Poor	
SPECIAL SITE FEATURES					
Boat House	x	x			
Youth Pavillion	x		x		
Hubbard Pk. Lodge	x	x			Leased space for restaurant uses
River Club	x	x			Leased /reservable space for public/private events
Parking Lot	x	x			
SITE FURNITURE					
Bench	16		x		Brown wooden benches have experienced deterioration
Bike Rack	1	x			
Trash Receptacle	4			x	
Flagpole	1		x		
LIGHTING					
Pathway	5		x		On section of unused path
Parking Lot	4	x			
WALKS					
Public Sidewalks	x	x			
Interior Walks (unpaved)	x		x		Some surficial erosion
Int. walks (paved)	x		x		Stairs are significantly deteriorated; drainage issues and storwater pooling in sections of walkway
LANDSCAPE					
Trees in mowed turf	9	x			
Shrub plantings	x			x	Overgrown
Natural area	x		x		Invasives are present
Annual/ perennial	x	x			
Containers	2	x			
Erosion	x			x	On natural path & hillside
OTHER					
Fencing	x		x		Chain link fence along rail corridor; damaged in places to permit park access from Oak Leaf Trail
Signage	x			x	Wayfinding signage not present



River Park

Recreational Features & Amenities	Present/ Quantity	Condition			River Park Comments
		Good	Fair	Poor	
FIELDS & COURTS					
Baseball Diamond	1	x			Good condition, fences/ bleachers well maint.
Batting Cage	1	x			
Soccer Field	2	x			Visible wear near goals, need storage area for goals
Shuffle board	1			x	appears unused
SPECIAL SITE FEATURES					
Restrooms	1				Locked
Shelter/ Gazebo	1		x	x	Posts are warping/ twisting & footings are heaving
Pavillion	1	x			
Picnic Area	x	x			Picnic tables exhibit signs of deterioration
Parking Lot	x		x		Some cracking/ heaving, weeds in cracks
SITE FURNITURE					
Bench	11		x		need more shade, update, over painted
Bike Rack	1	x			
Trash Receptacle	4		x		
Drinking Fountain	3		x		Field & pavillion fountains are in good, condition; others need maintenance
Flagpole			x		no flag
LIGHTING					
Parking Lot	16		x		Some bases are damaged
WALKS					
Public Sidewalks	x	x			
Int. walks (paved)	x	x			
LANDSCAPE					
Trees in mowed turf	23	x	x		Need to re-mulch & larger mulch rings, rings should be "bowled"
Natural area	x			x	Vegetation along western periphery is marked by invasive or unhealthy tree species
Annual/ perennial	x	x			
Irrigation	x	x			
OTHER					
Fencing	x	x			
Signage	x		x		No park sign present; hist. marker post damaged



Estabrook Park

Recreational Features & Amenities	Present/Quantity	Condition			Estabrook Comments
		Good	Fair	Poor	
FIELDS & COURTS					
Baseball Diamond	1		x		Infield not maintained; Backstop is adequate; bleachers are in poor condition
Soccer Field	2		x		Larger field is in fair/ good, condition; smaller is in poor condition; bleachers have deteriorated
Volleyball Court	2	x			Sand Courts
In-line Hockey	1			x	Underutilized and fairly neglected
SPECIAL SITE FEATURES					
Overlook & Stairs	1		x	x	Stairs heaving/ eroding
Restrooms	3			x	Only open at the Lower Falls Area
Shelter/ Gazebo	2		x	x	Locked
Picnic Tables	numerous		x	x	Quality ranges; some in poor condition
Parking Lot	3		x		Surface has undergone deterioration, although lots remain fairly functional
PLAY APARATUS					
Over 8 yrs	x	x			Needs Shade
SITE FURNITURE					
Bench	11		x		
Bike Rack	2		x		
Trash Receptacle	11		x		
Drinking Fountain	3		x		
LIGHTING					
Parking Lot	5				
Street Lights	x		x		Historic (rustic) street lights exhibit signs of deterioration
WALKS					
Public Sidewalks	x	x			
Bike Path (10')	x	x			New path is well-configured and well-maintained
Interior Walks (unpaved)	x		x		Nature trail is well delineated, but erosion could be prevented in some locations
Int. walks (paved)	x		x	x	Significant portions (not including the bike trail) have undergone erosion and deterioration
LANDSCAPE					
Trees in mowed turf	x		x		Oak and crabs are struggling
Shrub plantings	x			x	Overgrown, not maint.
Natural area	x			x	many invasives, erosion
Erosion	x			x	Along bluff near the river embankment
OTHER					
Signage	x		x	x	
Restrooms	3			x	One open at the Lower Falls Area

Atwater Elementary School

Recreational Features & Amenities	Present/Quantity	Condition			Atwater School Comments
		Good	Fair	Poor	
FIELDS & COURTS					
Baseball Diamond	1	x			
Tennis Court	2		x		Needs resurface
Soccer Fields	2			x	Uneven and poor substrate
Basketball Court	2		x		Shared space with tennis courts
SPECIAL SITE FEATURES					
Outbuilding	1	x			Well maintained /Used for summer programs
Parking Lot	2	x	x		Needs resurfacing
PLAY APARATUS					
Under 8 yrs	x	x	x		
Over 8 yrs	x		x		
SITE FURNITURE					
Bench	6		x	x	
Bike Rack	1		x		
Flagpole	1	x			
WALKS					
Public Sidewalks	x	x			
Int. walks (paved)	x	x	x		
LANDSCAPE					
Trees in mowed turf	x		x		Need attention
Shrub plantings	x		x	x	Some overgrown
Annual/ perennial	x	x			
Containers	x	x			
Heritage tree	x				
Irrigation	x				
Erosion	x				
Berms	x				
OTHER					
Fencing	x		x	x	
Signage	x			x	
Restrooms	x		x	x	Portable toilets at tennis court



Lake Bluff Elementary School

Recreational Features & Amenities	Present/Quantity	Condition			Lake Bluff Comments
		Good	Fair	Poor	
FIELDS & COURTS					
Baseball Diamond	2			x	Upper appears in fair condition
Soccer Field	2		x	x	
Tennis Court	2	x	x		
Basketball court	4				On Asphalt playground
Out Bldgs	2		x		Locked
SPECIAL SITE FEATURES					
Ice Rink	1				Unable to evaluate
Parking Lot	1		x		Needs surfacing and shade
PLAY APARATUS					
Under 8 yrs	1	x			
Over 8 yrs	1	x			
Individual Equipment		x			
SITE FURNITURE					
Bench	4	x			
Bike Rack	1		x		
Trash Receptacle	4		x		
Flagpole	1		x		
WALKS					
Public Sidewalks	x	x			
Int. walks (paved)	x	x	x		North entrances to playground need addressing
LANDSCAPE					
Trees in mowed turf	x		x		Need attention
Shrub plantings	x		x		Some areas overgrown
Annual/ perennial	x	x			
Containers	x	x			
OTHER					
Fencing	x			x	
Signage	x		x		



Triangle Park

Recreational Features & Amenities	Present/Quantity	Condition			Triangle Comments
		Good	Fair	Poor	
SITE FURNITURE					
Bench	1			x	
Flagpole	1	x			
WALKS					
Public Sidewalks	x	x			
LANDSCAPE					
Trees in mowed turf	7	x	x		
Shrub plantings	x		x		some overgrown
Annual/ perennial	x		x		

SUMMARY

In recent years, the level of service offered by park and school grounds in Shorewood has experienced a modest gain. However, it must be recognized that recreational opportunities in the Village depend heavily on upgrades and offerings made possible by the School District and County. While a cursory analysis of parkland acreage indicates that the Village is compliant with traditional standards outlined by the NRPA, it should be acknowledged that (1) school grounds are not available for use during school-hours and during programmed events and (2) that the County must permit regional use of facilities for soccer, baseball and softball. Rising recreation demands will continue to rely on these non-municipal providers for recreational space.

On average, the conditions of park and recreation amenities are “fair” Amenities that receive a “poor” rating should be prioritized for short-term improvements and upgrades.

GENERAL ISSUES, GOALS & OBJECTIVES

GENERAL ISSUES

Based on community outreach exercises, discussions with the project steering committee and Village staff, the following issues and themes relevant to park, trail and school ground facilities emerged:

Additional Parkland

As a fully-built community, an increase in the quantity of parkland or public recreational acreage will generally be limited to areas that undergo redevelopment. Therefore, augmenting existing quantity of parkland acreage will require creative strategies endorsed by the Village. Opportunities to acquire path, trail or shoreland easements in conjunction with private redevelopment should be prioritized as a requirement by the Village in development submissions, if applicable. Public plazas and outdoor gathering spaces should also be promoted within redeveloping areas of the Business District, as well.

Park and School Ground Funding and Maintenance

Budgets for park and school ground development must competitively vie with other capital improvement projects at the municipal, school district and county levels. While funding of park and school grounds maintenance occurs on an annual basis, the majority of efforts focus on retaining the existing level of service and quality. In some cases, the existing level of service is inadequate. Overall, a substantial quantity of park amenities has outlived their functional use, and are in need of replacement.

Section 5



Trail Connectivity and Design

Shorewood residents are fortunate to have access to regional trail systems that traverse the western portion of the Village. The Milwaukee County Oak Leaf Trail and the Milwaukee River Greenway afford recreation opportunities for commuters and recreationists. While the segment of the County's Oak Leaf Trail within the Village is fully developed, the Trail -- which follows a former rail corridor -- terminates its off-road segment north of the Village. Milwaukee County is actively investigating potential to extend the off-road segment northward, and the Village should support this effort to improve regional connectivity along this route. Additionally, the Milwaukee River Greenway -- a nature path which navigates the River's shoreland zone -- provides a pedestrian connection between Glendale and the Cambridge Heights neighborhood (Milwaukee). Connectivity and continued formalization of these "through routes" remains an important local and regional issue to consider.

Most park spaces include internal path systems that direct users to amenities. In some cases, the design or configuration of the paths do not provide a circuit or "loop," which limits access and potential to fully explore a park site.

An issue that resonated throughout the planning process concerned the lack of connectivity between the Milwaukee County Oak Leaf Trail and both (1) residential districts and (2) public park spaces.

Active Team Sports Fields

Active sports fields that include soccer, baseball and softball, are located in several parks and school grounds. Participants and sponsors of active sports indicated the current number and sizes of fields are insufficient to meet existing and growing interest in activities such as little league baseball, softball and soccer. While soccer activities may occur within the outfields of baseball diamonds during the fall season, they must forfeit use of ball fields during the spring season when baseball activities commence. This limitation places hardships on soccer uses.

Additionally, the inadequate quality of field turf, moderate level of maintenance and limited ability to rotate field use was also voiced by recreation users. Additionally, soccer, baseball and softball facilities are dispersed throughout the community, thereby creating obstacles to field maintenance and scheduling.

Design Quality

The design of park spaces does not consistently incorporate high quality materials or construction. Overall, there appears to be variance in the quality and condition of park furnishings, such as lighting, benches,



trash receptacles and signage. Moreover, there is a general absence of noteworthy built features or seasonal flora within park spaces.

Shoreline Access

Water bodies and riparian corridors that abut park spaces in the Village represent a valued resource. While the water's edge is generally reachable by means of paths or trails, there is a need to improve access through trail development, wayfinding signage and path amenities.

Natural Resource Restoration and Protection

The majority of park and open space facilities within the Village are characterized by natural resource components, such as riverine and beach environments, woodlands, wetlands, and bluff features. Major portions of Hubbard Park, Estabrook Park, Atwater Park and the Nature Conservancy are designated as Primary Environmental Corridors by the Southwest Regional Planning Commission (SEWRPC), and are further regulated by State and Federal environmental mandates. Additionally, parklands that abut the Milwaukee River are afforded an extra measure of protection and regulation through the *Village Shoreland Ordinance* (Ordinance No. 1917, October 2006) . Therefore, protection and restoration of ecological integrity should remain an important objective of future parkland management.

Special Use Facilities

A “wish list” of special-use facilities was developed throughout the planning process, and included a skate park, beach house, baseball/softball fields, soccer fields, a batting cage, and boating facilities. Future implementation of a portion of these facilities will rely on partnerships between the Village, Milwaukee County, special interest and not-for-profit organizations.

Future Redevelopment of Private Parcels

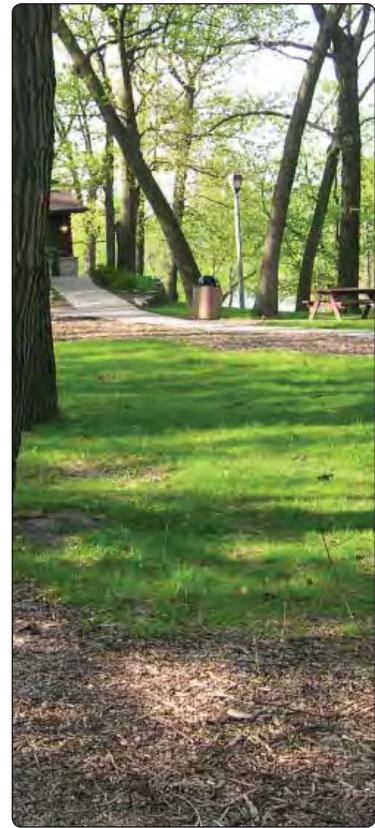
As the Village of Shorewood undergoes redevelopment, several recreational facilities may potentially be adversely impacted by development scenarios.

GOALS AND OBJECTIVES

This section includes a series of goals and objectives that are designed to guide park, school ground and recreational facility development in the Village of Shorewood.

Goals : broad statements that describe general aspirations and desired future outcomes

Objectives : measurable and specific actions that typically occur within a specified timeframe





GOAL 1: PARK DEVELOPMENT

A range of recreational opportunities that serve the passive and active needs of citizens and visitors in the Village of Shorewood is supported through facility design and recreational programming.

Objectives

1.a. Ensure that a variety of recreational elements and spaces accommodate the needs and desires of different age groups and skill levels.

1.b. Support the development of a detailed site plan for each park, trail or school ground facility that includes the design development, construction drawings, cost estimates and a maintenance budget.

1.c. Construct and maintain athletic facilities within existing park and school ground site to meet local demands for active sport uses and to provide high quality facilities.

GOAL 2 : PATH ACCESS AND CONNECTIVITY

Pedestrian and bicycle connectivity between parks, regional trails and the Village is enhanced through improved access, trail development and maintenance.

Objectives

2.a. Work with Milwaukee County to increase formal access locations to the Oak Leaf Trail from public parks and residential districts that are adjacent to the pathway corridor.

2.b. Promote the concept of pedestrian and bicycle linkages between the County Oak Leaf Trail and the Central Business District through signage and improved access at logical locations.

2.c. Work with private property owners and developers to acquire easements which enable increased connectivity between the Oak Leaf Trail and (1) residential districts and (2) Hubbard and Estabrook Park.

2.d. Ensure that future development and redevelopment of parcels that lie contiguous to the County Oak Leaf Trail provide for public access to this regional pathway system.

2.e. Work with adjacent communities to promote trail connectivity and compatible trail uses along nature paths within the Milwaukee River corridor, and formalize specific “preferred social” paths for enhanced linkages.

2.f. *If feasible, evaluate the potential to extend trail connections to neighboring communities, including areas west of the Milwaukee River via bridge infrastructure.*

2.g. *Support the development of a Village-wide bicycle transportation plan to preserve and enhance the bicycling network and to improve the safety and viability of cycling as a legitimate transportation alternative.*

GOAL 3 : DESIGN STANDARDS

The standards of park and recreational facility design achieve a high level of aesthetic and functional quality.

Objectives

3.a. *Promote a unified design theme throughout the parks that is represented by signage, fencing, furnishings, lighting, construction materials and techniques, and landscape treatment that is consistent and committed to quality.*

3.b. *To the greatest extent possible, ensure that the design of landscape and ornamental features, such as stairs, walls, entry monuments and paving are of high quality and durable natural materials that remain timeless in their appeal.*

3.c. *Incorporate more extensive use of vegetation in park spaces that contribute to aesthetic appeal, benefit wildlife, and provide greater interest of the ground plane.*

GOAL 4 : UNDERUTILIZED AREAS

Underutilized areas of parks and school grounds -- those which could potentially encourage more intensive use -- are activated through facility upgrades and development.

Objectives

4.a. *Where appropriate, maximize the use of open area within school grounds and parklands to accommodate sports fields and associated facilities.*

4.b. *Ensure that public spaces that appear underutilized for recreational purposes are not undermined by issues related to security or the perception of unsafe conditions.*

4.c. *Improve wayfinding signage and pedestrian and bicycle access, where appropriate, to encourage greater use of areas that are identified as underutilized.*



4.d. Consider facility development within underutilized areas, as appropriate, for implementation. An emphasis could focus on new recreational amenities that cater to youth and young adult populations, such as a skatepark.

4.e. Encourage public awareness of nature areas, such as the Conservancy, for passive recreational uses and natural resource stewardship.

GOAL 5 : NATURAL ENVIRONMENT

Components of the natural environment associated with park sites and trail corridors are protected, enhanced and restored.

Objectives

5.a. Protect natural areas of parks that are of high ecological value from future recreational use and facility development.

5.b. Ensure that active recreational facilities are designed so that their normal use does not degrade natural resources components.

5.c. Actively promote and fund removal and obliteration of non-native and invasive flora in park areas and corridors that are candidates for ecological restoration.

5.d. Restore ecological health in natural areas through planting of native species that contribute to aesthetic qualities and benefit wildlife.

5.e. Recognize the importance of environmental features, such as blufflands, wetlands, woodlands, and shorelands.

GOAL 6 : CULTURAL RESOURCES

Historic structures and cultural landscape features are retained and restored to their traditional condition for the benefit of future generations.

Objectives

6.a. Recognize, protect, and rehabilitate unique historic and cultural resources in parks that contribute to the historic character of Shorewood.

6.b. Interpret historically significant areas, stories or features in parks through wayside or exhibit signage.



GOAL 7: PARK MAINTENANCE

Maintenance of the park and trail system is supported through appropriate levels of staffing and funding.

Objectives

7.a. Ensure that the Village Capital Improvements Program and Fund allocates sufficient funding for maintenance and development of park and school ground sites.

7.b. Evaluate maintenance staffing levels and increase as required to ensure that proper care of park facilities is implemented.

7.c. Make use of water wise landscape principles, such as using low water demand plants, installing efficient irrigation systems and improving soil with adequate organic material.

7.d. Ensure that specific park designs consider long-term maintenance costs and water costs.

7.e. Improve athletic field maintenance in order to reduce the risk of injuries and prolong seasonal use.



GOAL 8 : COOPERATIVE RELATIONSHIPS

Cooperative relations between the Village and various other entities enables facility development, use and programming.

Objectives

8.a. Establish a permanent “park commission” or “park ad hoc committee” to oversee park improvements, and to champion the Plan.

8.b. Continue to partner with the Shorewood School District and Milwaukee County Parks in the provision of existing and new recreation uses, and to maximize the value of capital expenses.

GOAL 9 : SAFE FACILITIES

Recreational facilities within the Village are perceived as safe environments.

Objectives

9.a. Replace deteriorating recreation equipment and furnishings that ensure longevity and safety of users.

9.b. Evaluate the need for night lighting of park and pathway facilities to ensure that recreational spaces to improve the perception of safety.

9.c. Work with Milwaukee County Parks Department to improve surveillance and visibility within the Oak leaf Trail corridor, while maintaining natural resource and vegetation values.

9.d. Enhance formal, signed access to the Oak Leaf Trail from neighboring streets and public parks.

9.e. Involve Public Safety officers and Village Staff in the review of park and trail design plans to ensure that safety issues have been addressed.

9.f. As warranted, increase Village police presence through bicycle or foot patrols in areas where safety concerns are perceived or have been identified.

GOAL 10 : FUNDING

Economic sustainability and stability of parks is afforded through efficient use of financial resources.

Objectives

10.a. Ensure that sufficient funding of park improvements that afford opportunities to seek matching monies through grant awards is allocated in the municipal Capital Improvement Fund on an annual basis.

10.b. Aggressively seek matching funding sources for park and school ground improvements through local, state and federal means.

10.c. Seek appropriate private and not-for-profit sponsorship opportunities for developing specific features within public parks.

10.d. Work with local sports organizations, the Shorewood School District, and Milwaukee County to define mutually compatible facility needs and mechanisms for the development, construction, operation and maintenance of these facilities.

10.e. Investigate the feasibility of establishing a not for profit foundation to seek and receive funds for the support of park development and maintenance.



EVALUATION & RECOMMENDATIONS

Section 6

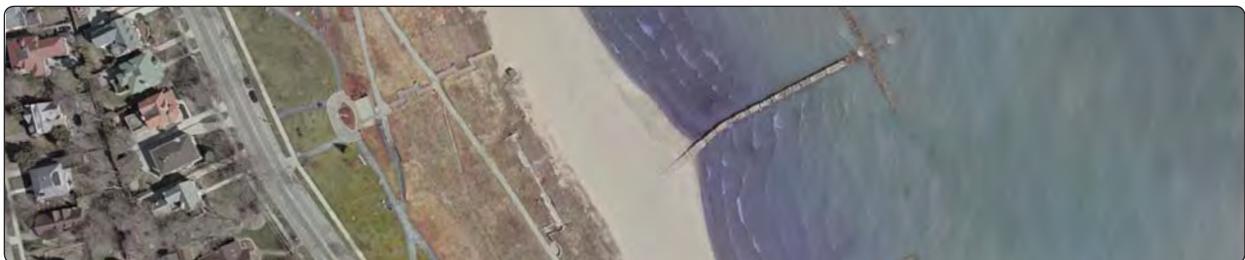
The evaluation of park and recreational facilities considers a number of factors, such as use levels, facility quality, presence or absence of user amenities, recreational trends, and human observation. Instead of utilizing a traditional “demand and needs” quantification to evaluate park facilities, this critique represents a qualitative appraisal that is more suited to the conditions and constraints inherent to Shorewood.

Recommendations for park enhancements follow the descriptive evaluation of park sites. Individual recommendations are illustrated on accompanying concept plans found at the end of this section.

ATWATER PARK EVALUATION

UPPER TERRACE STRENGTHS

Flexibility of the space. In general, the upper terrace is simplistic and informal in its design layout. The terrace affords opportunities for self-actualized forms of recreation, such as picnicking, scenic viewing, and walking. The only programmed space is found in the northern area of the park (children’s playground).





High visibility and accessibility. The upper terrace represents the smallest section of the park (approximately the same surface area as a football field), but supports the greatest concentration of activity and use. The average depth of the terrace (street-to-bluff) is 110 feet, and therefore allows for good visual access throughout the ground plane. The park is sited along one of the most heavily traveled street corridors in the Village, and is viewed by numerous passers-by daily (128,000 vehicles per day, annual average daily traffic, 2004).

Unobstructed views to the lake. The primary attraction of the upper terrace is the view to the lake and shoreline. Atwater Park is the only public space within the Village that affords unobstructed visual access to these natural resources (the Conservancy provides for access, but the views are more limited from the upper elevations).

Playground Area. The existing tot-lot is equipped with contemporary and operable play apparatus, and is sited in an appropriate location. Additionally, the play area is a short and convenient distance from the street. As the only programmed space within the upper terrace, the location allows for active play without disrupting more tranquil areas of the park that are utilized for passive uses, such as viewing scenery and sitting.

UPPER TERRACE WEAKNESSES

Existing “centerpiece” of the park. The overlook platform (veteran’s memorial), flagpole, paved plaza and walkways that lead to these elements comprise the primary built features of the upper terrace. These centrally-located built features direct park users to the stairway.

This feature affords spectacular panoramic views of the Lake Michigan environs design perspective. However, this central element is understated and does not serve as a “signature” or compelling feature of the park.

Absence of high quality landscape design. Design details of the park do not reflect high quality materials and craftsmanship observed in neighboring private residences. While it is appropriate that the park remains fairly simple in its design, there is an absence of built features, such as entry monuments and low seating walls that could enhance the function and aesthetic qualities of the park.

Additionally, the upper terrace suffers from a dearth of low plantings that include shrubs (masses), perennial or ornamental grass plantings that would assist to define the limits of the space. In particular, there are few foreground plantings along the street-sidewalk and bluff edge that would contribute to visual interest and diversification of the ground plane.

Outmoded furnishings. The existing bench seats and trash receptacles exhibit signs of wear, and are of low-quality rustic design. The location of trash receptacles within the pedestrian pathway, and anchored-nature of the seating represent substandard details of the park.

Exposure to natural elements. While the upper terrace supports a mixture of small ornamental and shade tree species (approximately 2 dozen), the majority of tree specimens are of young age and do not provide protection from sun. An established overhead tree canopy will eventually evolve, but this will require 20-30 years of growth.

Moreover, there are no built shade structures that provide protection from natural elements.

BLUFF STRENGTHS

Choice of access (stairs or path). Access to the lower beach area is accommodated through two access routes – a direct stairway and a circuitous pathway. Park users may choose which route to utilize, and may select a combination of routes that incorporates both path and stairs.

Path grade. The path grade affords an alternative route that is less strenuous than the stairs, and is especially appropriate for physically-challenged persons and children. Due to the steepness of the stair route, the pathway represents a preferred course to access the beach. The path also allows for maintenance vehicles to access the lower areas of the park.

Native plant restoration. A plan created in the late 1990s which outlines vegetation restoration strategies has partially been implemented. Within certain areas of the bluff, revegetation efforts are succeeding. In areas of established native plantings, the bluff landscape is ecologically meaningful.





BLUFF WEAKNESSES

Stair feature. The stairway represents the central element within the bluff environment. It is characterized by a very steep tread, and is strictly utilitarian in its design. It is likely that many able-bodied beach-goers utilize a combination of paths that includes (1) the asphalt pathway to the intersection of the stairs at mid-bluff, then (2) the stairs to the activity zone of the beach. If this method of obtaining access to the lower areas of the park is verified, then the upper portion of the stair feature becomes of less importance to the circulation system.

Pathway experience. The asphalt pathway (switchback) represents a highly-functional element of the park, but does not provide for interesting “episodes” along its length. While continual views of the lake and lower beach are afforded throughout the duration of the path, there are no opportunities to sit along the pathway to rest or view the lake environment. The entire stretch of trail is exposed to sun and natural elements. The pavement exhibits cracking due to soil creep.

Design of the pathway entrance (upper area). The entry area of the path and stairway is flanked by permanent chain link fencing and gating that prevents vehicles (other than for maintenance purposes) from accessing the beach. The fencing is of a low standard, and generates confusion for pedestrians that wish to access the pathway or stair.

Bluffland restoration. While revegetation efforts have been and continue to be implemented, there are significant portions of the bluff that are characterized by non-desired and non-native plant species. In addition to low ecological value, these areas do not contribute in a positive manner to visual aesthetics. Efforts to restore the bluff are severely constrained by lack of adequate funding for materials, equipment and labor.

A visually-delineated property boundary. The park boundaries that abut neighboring private residences are marked by the absence of a tree canopy, as the former tree species were clear-cut to the park border. This severe visual delineation does not imply “natural,” and appears to contradict intense efforts to establish a native plant palette within the bluff environment.

BEACH STRENGTHS

An accessible beach. The beach environment is relatively level, and is approximately 2 acres in size. During the summer season, the sand surface is graded, and a sporadic measure of success has been achieved in reducing the deleterious effects of decomposing cladophora and bacteria associated with stormwater runoff.

Seclusion. The steep backdrop of the bluff provides a sense of remoteness for beach users, and affords a somewhat “natural experience” within the confines of the most densely-developed municipality in the State of Wisconsin.

BEACH WEAKNESSES

Absence of shade and user amenities. The beach area is without permanent or semi-permanent (dismountable) structures that would otherwise provide “creature comforts” or “drawing cards” for park users. In particular, there are no shade structures or facilities that afford a retreat from exposure to the sun. Moreover, restroom facilities are provided only seasonally via a portable toilet.

The playground apparatus has undergone significant wear and tear, and offers little refuge from summer sun.

Location of path (asphalt) terminus. The grade of the asphalt pathway that provides access to the beach (maintenance vehicles and pedestrians) leads to the south end of the beach in a zone that is not highly active by visitors. It is likely that many beach users traverse the bluff via the pathway to the point where it intersects with the stairs, and then continue their pace via the staircase. However, this does not provide a feasible option for small children, parents with strollers, or physically challenged persons.

Pier deterioration. The breakwater structures or piers that extend from the beach into Lake Michigan are constructed of stacked concrete masonry units, and exhibit signs of corrosion. While these features have been constructed for the purpose of protecting the beach and shoreline from erosion, they are visually unappealing and detract from the physical environment of the beach.

Water and Beach Quality. Use of the beach during warm season is often hindered due to poor water quality, physical presence and odors of decaying algae. While stormwater overflow within the Village occurs in the vicinity of Kensington Avenue, other factors such as invasive mussel species contribute to detrimental qualities of the beach.

Adverse impacts generated by poor water and beach quality not only discourage use of the shoreland, but also negatively influence air quality within the park’s upper terrace and bluff environment.



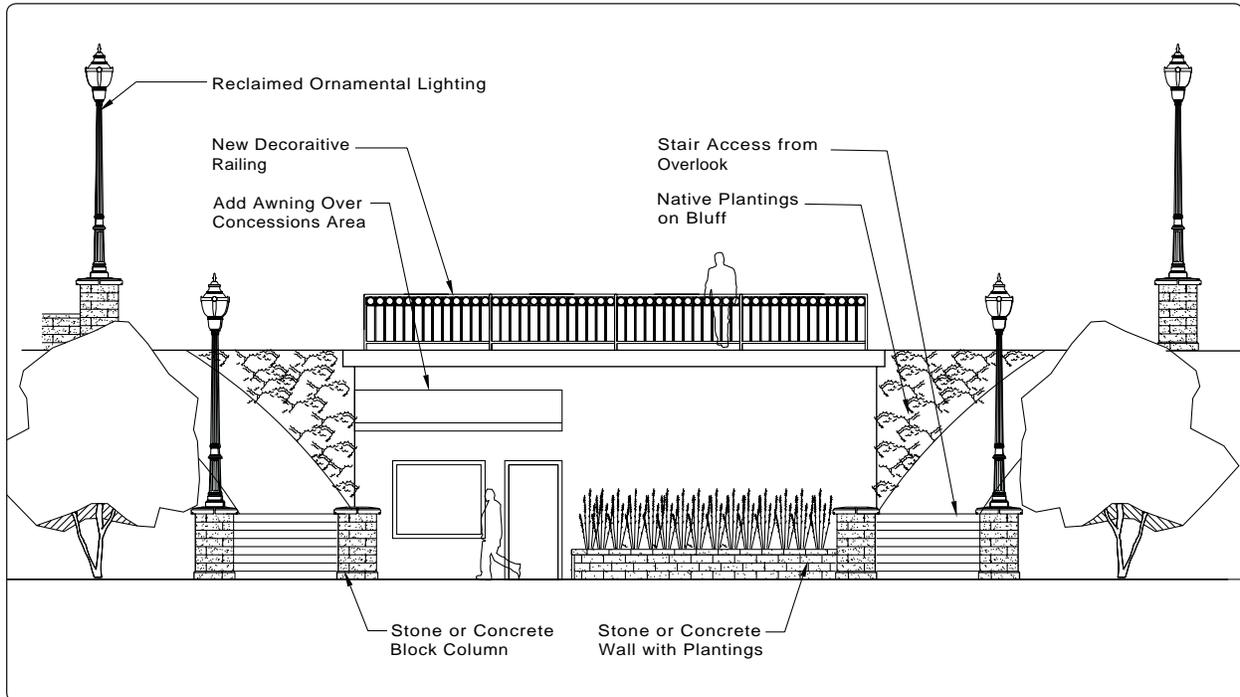
ATWATER PARK RECOMMENDATIONS

UPPER TERRACE

- 1) **Remove and reconstruct the inner pathways** that lead to the overlook feature to provide a slightly less formal and rigid configuration of the path.
- 2) **Expand the existing overlook feature**, that builds upon the current viewshed, and establishes a more prominent “signature” element within the upper terrace. The design should employ curvilinear forms that are represented by the pathway system, provide for seating along portions of the overlook, and utilize high quality railing elements. An elegant stairway feature should flank the walls of the overlook, and direct pedestrians to the lower pathway.
- 3) **Construct entry gateway features (4)** adjacent to the north and south pathways that formalize entry into the park environment. The design of the monuments should incorporate natural materials and should be contextually-fit with the neighborhood residences.
- 4) **Construct low wall features consisting of natural materials (14”-18”)** along existing pathways to accommodate seating and demarcate the edge of the upper bluff. Wall features should not be continuous along one side of the pathway, but should exchange sides of the path to avoid a strict edge-effect.
- 5) **Redesign seating nodes (2)** that employ high quality pavement and plant materials and provide for visual interest. Bench and trash receptacle furnishings should be strategically sited within the nodes.
- 6) **Construct permanent shade / arbor structures (2) at seating nodes** located at the northernmost and southernmost areas of the upper terrace. The shade structures should employ high quality materials and design details that are of enduring value.
- 7) **Replace benches (22) and trash receptacles (6)** with more comfortable and durable prototypes. Benches and trash receptacles should be affixed to concrete pads that afford greater durability. The design of 2-3 seating areas should incorporate plantings and low walls that help establish a sense of privacy and variety.
- 8) **Connect the seating overlook area to the existing path** to provide for a more accessible linkage than currently exists.

- 9) **Install shrub and perennial plantings** along the periphery of the lawn area. Plantings would continue to provide unobstructed views into the upper terrace, yet assist to define the space through limited natural means.

Potential Design for Expanding the Overlook Feature



BLUFF

- 10) **Remove the chain link security fencing and install removable bollards** that limit access for vehicles.
- 11) **Construct viewing/seating deck overlooks (2) along the outer edge of the pathway.** Decks would afford opportunities to rest, and provide opportunities for interpretive signage and views along the pathway. Consideration should be given to utilizing temporary (seasonal) canopies that offer shade during summer months of use. Interpretive signage should also be incorporated along the pathway to communicate the social and natural history of the site.
- 12) **Construct seating nodes on the inner path (2) along the western edge (hillside) of the asphalt pathway, near the intersection of the stairway and the path.**



- 13) Restore and maintain native vegetation on the bluff** and aggressively manage invasive species (burdock, garlic mustard and Canada thistle). Install appropriate irrigation infrastructure (temporary) to ensure successful establishment of native plant species. Ensure that fruit-bearing shrubs which enhance foraging habitat for migratory birds and included as a component of the plant palette.

Seek both municipal and external funding to finance restoration efforts over a five-year period. Incorporate an above-grade irrigation system that is paramount for restoration success, especially along the lower sections of the bluff.

Establish signage that serves to education park users and raise awareness about restoration efforts.

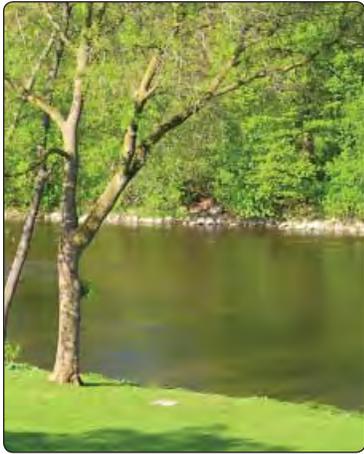
FUTURE OPTION: Consider relocating or reconstructing the stair feature and siting it along the northern area of the bluff so that it no longer (1) commands visual attention within the bluff environment and (2) is shaded by trees along the park periphery. The redesign of the stairway should provide opportunities to sit and view the scenery through appropriately sized and sited deck features.

BEACH

- 14) Construct a boardwalk between the asphalt pathway and the beach** that directs pedestrian traffic to a more active area. The boardwalk should diverge from the path at the remnant stairway feature of the obliterated beach house, and follow the extant concrete foundation in a northward direction.
- 15) Erect a permanent shade structure** (arbor or pergola) on the remnant foundation of the former beach house. The structure should not conceal views of the water from the upper terrace, and be constructed to withstand severe environmental conditions of the beach setting.
- 16) Install seasonal tensile shade structures** (3) at the beach to encourage use of the shoreline. Canvas canopies supported by metal pole structures would be appropriate, especially if this sheltering “theme” is repeated along the path.

- 17) **Construct and install seasonal above-grade deck platforms** (3) near shade structures to provide a hard-surface for seating or beach equipment storage.
- 18) **Relocate the sand volleyball facility** to the north, thereby helping to cluster recreational uses near the base of the existing stairway.
- 19) **Construct privacy screening around the portable toilet** (seasonal) located at the beach.
- 20) **Investigate the impact of that a reconstruction of the breakwater/pier structure** would have on improving the beach's quality and accessibility for park users. Depending on the outcome of that investigation and the availability of needed funding, proceed with the reconstruction of the breakwater/pier structure.





HUBBARD PARK EVALUATION

DEVELOPED AREA STRENGTHS

Non-programmed nature of the space and solitude. The simplicity of Hubbard Park provides a refuge from urban environments, and represents a hallmark of this space.

Unobstructed views and access to the river's edge to the river. The views to the Milwaukee River corridor from the lower and upper terraces of the park, accompanied by the natural setting of the site, are perhaps the most valued characteristic of the park. Access to the water's edge in the vicinity of the lower terrace and along the nature path allow park users to experience the water resource in an informal fashion.

Cluster of historic built features. The "grouping" of four historic structures and cultural landscape features that embody railroad development and Works Progress Administration efforts from the 1930s represent important components of the built park environment that possess greater potential for interpretation and public uses.

DEVELOPED AREA WEAKNESSES

Pedestrian access from adjacent parks and trails. Although Hubbard Park may be accessed via tunnel systems (pedestrian and vehicles) that connect to the adjacent neighborhood, there is no direct access between Hubbard Park and the adjacent Oak Leaf Trail or River Park.

Inability to "wayfind". The linear configuration of park acreage, limited means of accessing the site, and arrangement of paths and buildings is somewhat "unordered", and may generate confusion for persons that visit the park. In particular, the pathway configuration within the lower terrace terminates at the boat (storage) house, and the nature trail that extends northward along the river's edge often goes unnoticed.

Dearth of bench seating in lower levels. Even though the most commanding views of the River occur from the upper area of the park, the lower terrace provides for a distinctive feeling of enclosure and offers a private experience near the water's edge. However, bench seating is limited in this portion of the park.

Privatized nature of the Upper Terrace. While park structures, which include the Hubbard Park Lodge and the River Club, represent community destinations, there is a sense that the upper terrace of the park is "reserved" for private uses affiliated with these buildings. A lack of seating facilities in the upper terrace does not encourage public use of this area of the park.

NATURAL AREA STRENGTHS

Integrity of ecological components. The presence of mature stands of black oaks, “high order” ground-level vegetation and limited invasion from non-native plant species represents a stable and very uncommon natural environment within the urbanized area of Milwaukee.

Ability to traverse the river’s edge. Within the Village of Shorewood, Hubbard Park affords easy access to the Milwaukee River. The nature trail along the River that extends northward to Estabrook Park is also an appreciated resource.

NATURAL AREA WEAKNESSES

Visual presence of the nature trail. The nature trail, while informal, is only discovered by happenchance. There is no signage or logical connections that enable for ease of wayfinding.

Unrecognized natural merits. Hubbard Park supports high-order flora, but is not promoted as a special feature of the park.



HUBBARD PARK RECOMMENDATIONS

“Developed” Area

- 1) **Work with Milwaukee County Parks to construct a path between the Oak Leaf Trail and the Lower Terrace** that mirrors the primary entrance to River Park on the east side of the trail. At present, a mountain bike “spur” is found in this location. The trail into Hubbard Park should closely follow the existing path that runs alongside the northeast face of the Youth Pavilion. Trail development will require the following treatment measures:
 - Embankment stabilization
 - Signage and barriers that discourage social trail development within the upland environment of the bluff (boulders/ natural fencing)
 - Path stabilization and surface hardening (porous pavement)
 - Signage/entry monument at intersection with the Oak Leaf Trail
 - Extension of the trail that directs pedestrian and bike traffic through the lower lawn area
- 2) **Establish entry monument / sign at the new pathway at the intersection with the Oak Leaf Trail.**
- 3) **Construct a paved path extension within the lower terrace area** that diverts from the Scout Pavilion toward the river’s edge and connects to the existing concrete path at the base of the terraced slope. Benches should be installed along this curved sidewalk path to encourage more use of this area of the park.
- 4) **Install shrub and perennial plantings in the lower terrace** on the south side of the concrete pathway extension, to define the ground plane and provide habitat for urban wildlife that utilize the site. While this will require elimination of some open turf area, the uses for visitors in this area is somewhat limited at present.
- 5) **Construct a multi-purpose overlook platform and canoe launch at the river’s edge.** Establish a formal path connection to the cul-de-sac drop off to facilitate loading and unloading of watercraft. Strongly consider the use of native stone materials and a natural configuration of the overlook to resemble a natural rock outcropping.
- 6) **Construct a stone fishing / viewing platform** that provides river access to the north of the proposed river overlook feature.



- 7) **Excavate the limestone retaining wall near the Youth Pavilion** at the base of the bluff to the north. Expose the limestone and remove invasive plants, thereby commemorating this historic landscape (railroad) feature. This area should be restored with native groundcovers.
- 8) **Construct concrete bench pads and install new bench seating (5)** in the lower terrace along the existing sidewalk in the vicinity of the limestone retaining wall.
- 9) **Stabilize and formalize the nature path** along the side of the river that extends northwards to Estabrook Park and southwards to the City of Milwaukee along the river frontage. The pathway should be “natural” in its surfacing, and could be constructed of gravel or wood chips. In the process of formalizing the nature path, work with adjacent communities to promote trail connectivity and compatible trail uses. within the Milwaukee River corridor. Additionally, engage private property owners and developers of acreage north of Hubbard Park so as to acquire trail easements which afford a seamless linkage between public lands that abut the River.
- 10) **Replace luminaries / light portions of park lamp fixtures (12)** with a design that is more contextually fit with the Hubbard Park Lodge (1930s).
- 11) **Fabricate and install interpretive signage (3)** and a park map that allows visitors to understand the cultural and natural history of park resources.
- 12) **Construct a modest courtyard in the upper terrace area** between the Hubbard Park Lodge and Shorewood River Club that provides for bench seating. The courtyard space should be constructed with a minimal surface area of porous pavement, and augmented with native planting along the courtyard periphery.
- 13) **Replace wooden stairs and seating benches, as appropriate.** Ensure that deteriorating wood is either restored, or that the replacement of these features ensures long-term durability.

Natural Areas

- 14) **Remove invasive and unhealthy vegetation** (such as buckthorn) to improve ecological condition of the bluff and river edge environments, and revegetate with native, fruit-bearing shrubs to enhance bird and wildlife habitat. Awarded funds could be provided to DPW, as they are extremely familiar to the park and conduct the

maintenance. Remove “hazardous” or unhealthy trees to allow for sunlight to reach the ground plane.

- 15) Supplement native vegetation in areas of disturbance,** including along portions of the river’s edge to discourage Canada geese from accessing the lower turf area. Establish perennial beds and native shrubs to further deter unwanted wildlife.

- 16) Install “restoration in progress” signage in discrete locations along the lower nature trail,** thereby discouraging foot traffic along the bluff slope and alerting bikers to consider the ecological sensitivity of the riverine environment.

RIVER PARK EVALUATION

STRENGTHS

Well-maintained sports fields. River Park provides high-quality facilities for young adult and youth active sports. The park maintains excellent turf play fields (baseball / soccer) that are irrigated and programmed for both practice and game play. Support facilities include a shelter, restrooms and a pavilion structure.

Access to the Oak Leaf Trail. River Park is easily accessed via the Oak Leaf Trail, and provides a direct connection the Oakland Avenue business district through the southern section of the park.

WEAKNESSES

Lack of turf area for soccer use. River Park represents the only Village-managed recreation space that accommodates soccer uses for practice, game play and clinics. At present, soccer is played in the open field area within the western area of the park, and is limited to two soccer fields (U7/U8). Dual use of the baseball outfield (removeable fencing) for soccer uses affords opportunities for use of the outfield during the fall season, but not in the spring season. Although public schools provide use of playfields for soccer league play, schoolgrounds are also utilized by programs managed though the School District Recreation and Community Services Department.

Lack of additional ball diamonds. As the Village's premier baseball facility (Spector Field), River Park provides a high quality level of service for competitive Little League games. However, the absence of a second baseball diamond prevents consolidation of local baseball activity within a single park site.

Absence of a circuit pathway system. Although the existing path affords a direct connection between Oakland Avenue and the Oak Leaf Trail, it does not provide for a "circuit" that allows park users to access the park from various locations.

Underutilized acreage. The southwest corner of the park is marked by "remnants" of an earlier park design, and includes the shuffleboard court (pad), covered picnic shelter and small paved path. These features are not fully integrated into the remainder of the park design, nor are they of high-quality design.

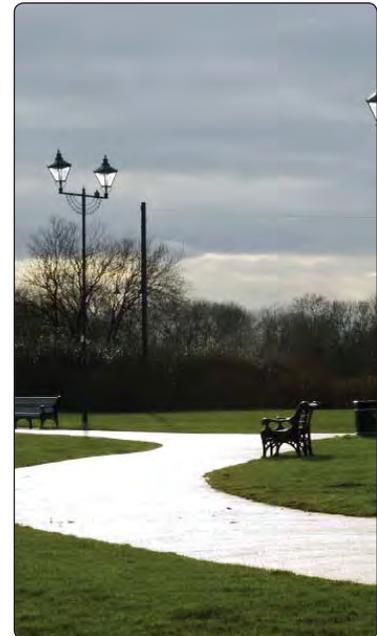


Lack of diverse park offerings. River Park provides well maintained active sports fields for youth, but diverse recreation offerings for other age groups is currently limited.

Feeling of exposure. The openness of the sports field acreage creates a feeling of exposure to the natural elements. Although the western perimeter of the park is enclosed by a vegetation buffer, the northern area of the park is ill-defined against a backdrop of large buildings or vehicular parking lots.

RIVER PARK RECOMMENDATIONS

- 1) **Construct a circuit-path (8' width) around the western edge of the sports fields** that enables park users to travel the periphery of the park, and gain access along a choice of entry points. The path should link to the existing sidewalk near the multi-family housing complex. Since the majority of the wooded area along the western portion of the park is marked by invasive and unhealthy vegetation, selective clearing will afford generous space to construct a path within the existing wooded area.
- 2) **Clear invasive vegetation (western edge) between the Oak Leaf Trail and park**, and restore with native vegetation.
- 3) **Remove the southernmost trail access point to the Oak Leaf Trail** in the vicinity of the Shorewood-Milwaukee municipal boundary. Eradication of this point-of-entry will eliminate a trail safety hazard, and channel pedestrian/bicycle traffic to the primary entrance of the park.
- 4) **Construct a boardwalk stairway to the Hubbard Park parking lot** that provides formal access from the northern portion of the soccer field area. The lower terminus of the boardwalk stairway should continue northward via a paved path to the juncture of Menlo Avenue and Morris Street.
- 5) **Remove the planting node** along the existing path near the open shelter and replace with bench seating.
- 6) **Remove the shuffleboard court** and replace with turf. Create a semi-private seating area in the location of the shuffleboard court.
- 7) **Extend the circuit path** into the wooded area in the southwest corner of the park.
- 8) **Install benches along the entire circuit path.**
- 9) **Install lighting along the entire circuit path.**
- 10) **Plant street tree vegetation (buffer)** along the northern perimeter of the baseball field and soccer field to provide for visual screening of the urban environment to the north.
- 11) **Install additional planting along the Oakland Avenue pedestrian entry.**



- 12) Establish entry monument / sign** at the new path access location.
- 13) Relocate the open picnic shelter** to a location adjacent to the northwest face of the existing enclosed pavilion.
- 14) Construct a skatepark in the southwest corner of the park** to the west of the open picnic shelter.

FUTURE OPTIONS

Construct a small tot lot playground near the existing ball diamond (to the east of the concession/restroom facility), and ensure that seating and shade is provided for caregivers.

Construct a permanent batting cage facility in the vicinity of the concession/restroom area.

ESTABROOK PARK EVALUATION

STRENGTHS

Diversity of active and passive recreational uses. Estabrook Park maintains significant natural areas along the bluff and upland areas, and accommodates passive and active recreational uses through sports fields, picnic areas, sand volleyball courts, an in-line hockey, court, playgrounds, a nature trail, and paved (10' wide) bicycle/pedestrian route.

WEAKNESSES

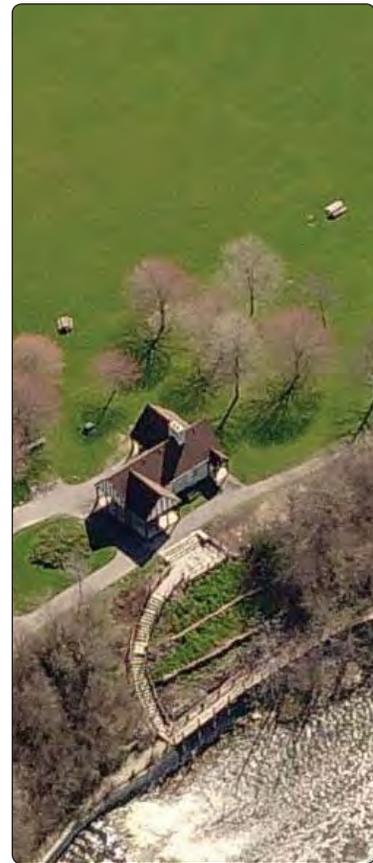
Pedestrian and bicycle access from the Village and the Oak Leaf Trail. Due to its location along the western periphery of the Village, and barriers such as Wilson Drive, convenient access to the Park is complex. In particular, there is only one “formal” access from the Oak Leaf Trail that traverses the park’s eastern boundary, and two formal access points from the Village (E. Congress Street tunnel and the sidewalk on Capitol Drive).

Lack of visitor use during some seasons. Like many outdoor recreation areas, Estabrook Park is most heavily used during summer months, and on weekends. Although there are reserveable picnic sites in the park, there are no covered picnic shelters that typically generate greater demand and use.

Deterioration of Building Structures. Estabrook Park was established during the 1930s, and retains both building and landscape features that constructed as part of the Works Progress Administration (WPA). Three buildings of historic interest (southern restroom facility, lower falls restroom/pavilion, maintenance/restroom building) are underutilized (and often closed to use) due to deterioration and risks of vandalism.

Invasive Plants. Estabrook Park is characterized by pockets of high quality vegetation, intermingled with zones that support substantial invasive plant species. In particular, buckthorn and garlic mustard are common.

Overlapping and Shared Boundaries. Estabrook Park is owned and managed by Milwaukee County, yet the park acreage lies within the municipal boundaries of three communities -- the Villages of Shorewood, and Whitefish Bay and the City of Milwaukee. The southern two-thirds of the park (between the lagoon feature and Capitol Drive) lies within the Village of Shorewood. The northern portion of the park (Lower Falls fishing area as well as the parking lot that serves this facility) is within the boundaries of the City of Milwaukee. Furthermore, the west bank of the Milwaukee River corridor, falls within the jurisdictions of both the Cities of Glendale and Milwaukee. The complexity of municipal boundary configurations that overlay this County-owned park may represent an obstacle to creating municipal partnerships that assist with implementation of park improvements.



ESTABROOK PARK RECOMMENDATIONS

The Village of Shorewood should establish a cooperative relationship with Milwaukee County Parks in pursuing the following projects within Estabrook Park:

MAINTENANCE BUILDING AREA

- 1) **Construct a path connection between the lagoon feature in Estabrook Park and West Glendale Avenue in Shorewood.** at the intersection of Wilson Drive. Crosswalk design should be implemented to reduce conflicts between vehicles and pedestrians.
- 2) **Strengthen pedestrian access at Congress Street** and Estabrook Park that includes at-grade crossings as well as pedestrian tunnel rehabilitation.
- 3) **Secure a trail easement and construct a path at West Olive Street** that extends between the Village and the Oak Leaf Trail in the vicinity of the existing radio tower.
- 4) **Restore the front portion of the maintenance building** for community uses.
- 5) **Restore the restrooms** (seasonal use) near the maintenance building.
- 6) **Rehabilitate the exterior landscape of the building** to impart community value, and enhance the building's setting.
- 7) **Construct a shelter / pavilion at the southern end of the lagoon.**
- 8) **Remove out-building structures at the rear of the maintenance building** to accommodate construction of the trail linkage.



LOWER FALLS RECREATION AREA

- 9) **Restore the existing pavilion for community uses.**
- 10) **Restore the restrooms** (seasonal use).
- 11) **Rehabilitate the exterior landscape** to impart community value, and enhance the building's setting.
- 12) **Improve turf quality and drainage of the open field** to the north of the building to accommodate greater active sports uses.

- 13) **Construct a covered picnic shelter** in the vicinity of the large parking lot to help activate this space for other uses.
- 14) **Remove the northern portion of the asphalt parking surface** to accommodate recreational facilities. Retain the remainder of the existing parking to accommodate approximately 120 vehicles.
- 15) **Construct tennis courts (4)** within a portion of acreage that has been reclaimed from parking lot uses.
- 16) **Construct a skate park** that is accessible from the multipurpose pathway and parking facilities, and is visible from the roadway
- 17) **Expand the existing baseball diamond for adult leagues.**
- 18) **Obliterate the in-line hockey court.**
- 19) **Formalize social paths along the River,** and include wayfinding signage.



SOUTH PICNIC AREA

- 20) **Restore existing restroom** (seasonal use).
- 21) **Construct a covered picnic shelter** to help activate this space .
- 22) **Regrade the existing soccer fields** in the southern portion of the park to accommodate larger fields for active play than currently exist.

NATURAL AREAS THROUGHOUT THE PARK

- **Remove dense understory shrubs surrounding parking lots and open areas, including picnic areas.** Most of these shrubs are characterized as invasive species (e.g., honeysuckle, common buckthorn). In addition to improving the ecological benefits of the sites, vegetation removal will afford greater visibility into common space.
- **Target the higher-quality woods along the Milwaukee River and in the central portion of the park for management,** mainly in the form of invasive species control. Some plantings of native shrubs and trees along woodland edges, such as native ornamental tree species, should also be implemented. This entire corridor that abuts the Milwaukee River represents a candidate for grant funding potential as it is important, well-known bird and wildlife habitat.



OAK LEAF TRAIL EVALUATION

STRENGTHS

High quality standard of trail design. The Trail follows the original grade of the rail line, and is of adequate width for commuter and recreational uses. Anticipated extension of the Trail to the northern Milwaukee County line will likely generate greater use of the Trail through Shorewood.

WEAKNESSES

Access to and from Village destinations. At present, very limited access between the Trail and the Village are provided. There is only one primary access point south of Capitol Drive (River Park), and one primary access point north of Capitol Drive (Congress Street Tunnel). Other points of entry are substandard or have been established as dirt paths.

Additionally, the Trail, as well as Estbrook Park, is not accessible from Capitol Drive -- the primary east-west corridor within the Village.

Visibility and the Perception of Hazards. Most of the Trail corridor that extends through Shorewood is visually screened by vegetation or by the rear faces of buildings. Much of the vegetation alongside the corridor is of poor quality, and is marked by invasive species and unhealthy tree specimens. Perceptions of danger and unsafe conditions are a result of poor visual access to the Trail.

OAK LEAF TRAIL RECOMMENDATIONS

The Village of Shorewood should establish a cooperative relationship with Milwaukee County Parks in pursuing the following projects related to the County Oak Leaf Trail:

- 1) **Construct new trail connections between the Village and the Oak Leaf Trail** at the following locations:
 - **Hubbard Park (I)** - Construct a formal connection that provides access from the Oak Leaf Trail to the lower portion of Hubbard Park. The location of this intersection should mirror the location of the primary access point to River Park.
 - **E. Olive Street (I)** – Work with willing private land owners along the west side of Wilson Drive to secure a trail easement that extends between the Village and the Oak Leaf trail in the vicinity of the existing radio tower (see above, Estabrook Park).
 - **Congress Street (I)** - Construct a trail connection that extends from the Oak Leaf Trail to Glendale Street (to the east) and Estabrook Park (to the west). The trail alignment will benefit from removing outbuildings adjacent to the existing park maintenance building, and reconfiguring the rear boundary of the maintenance yard fence.
- 2) **Remove invasive vegetation within the trail corridor.**
- 3) **Install and maintain native vegetation within the trail corridor.**

ATWATER SCHOOL EVALUATION

STRENGTHS

High visibility, access, and diversity of uses that accommodate school and community recreational programs. The central location of the school within the Village, and proximity to the commercial district promotes the site for community (after-school) uses. The school grounds provide facilities that are shared between school and community.

WEAKNESSES

Irregular Design of the Kindergarten Tot-lot. The Kindergarten tot-lot that faces Capitol Drive is sizeable by normal standards (24,000 sq. ft. or .5 acre), yet is basic in its offering for both structured play and opportunities for discovery. The playground site possesses great potential to accommodate a noteworthy recreational facility for the community and school that incorporates site-specific design, interaction with nature, accessibility and dramatic play, and customized climbing features.

Drop-off lanes at the Kindergarten Wing. The existing drop-off feature remains closed to vehicles due to poor design and hazardous conditions. The acreage that accommodates the drop-off is therefore underutilized. At present, curb-side drop-off is not a viable and safe option during school hours.

Poor Condition of Sports Fields. The multi-purpose/soccer field to the rear of the school is characterized by a poor and uneven soil substrate that does not support healthy growth of turf. This condition generates a safety hazard, especially for soccer participants.

Dearth of shade within playgrounds. There is not sufficient protection from sun within the Kindergarten (east) and Elementary (west) playgrounds.



ATWATER SCHOOL RECOMMENDATIONS

- 1) **Construct a new tot lot playground** adjacent to the Kindergarten Wing as the “premier” community facility for small children. Due to its visibility, accessibility, and sizeable area, this location is appropriate for developing an exemplary recreational area that includes a variety of “stations” along a circuit path, and encourages children’s play on standard play equipment and on equipment customized for self-discovery. Ensure that seating and play equipment is sheltered by shade during the warmest periods of the day.

- 2) **Upgrade the existing rear turf playfield** through regrading, soil amending and irrigation. Ensure that the quality of the turf is adequate for both game and practice purposes. Utilize for a combination of the following field dimensions:
 - Two U7/8 fields*
 - OR
 - Two U7/U8 fields and one U9/U10 field*

- 3) **Upgrade the existing ball diamond** and realign peripheral fencing to accommodate bleacher seating.

- 4) **Install bench seating /bleachers at the ball diamond** (2 rows, 2 sections) along the north and west edge of the field.

- 5) **Reconstruct the existing vehicular drop-off lane** and the Kindergarten entry court. Construct a curb-side drop-off facility that accommodates 9-10 vehicles, and reconfigure the sidewalk along the edge of the curb.

- 6) **Modify the existing parking and loading area** north of the Kindergarten Building to provide for 15 parking spaces. Reconfiguration of the driveway and parking area could potentially accommodate an additional 10-14 spaces to be rented to Village residents, and generate a constant stream of revenue for improvements of the Atwater School grounds.

- 7) **Install shade trees within the west paved playground area.**

- 8) **Install shrub plantings along the west edge of the front entry lawn.**

FUTURE OPTION: Irrigate turf field.





LAKE BLUFF SCHOOL EVALUATION

STRENGTHS

Diversity of uses that accommodate school and community recreational programs. Lake Bluff Elementary school grounds provides facilities that are shared between school and community, and include sports fields, playgrounds, and tennis courts.

Sizeable expanse of open turf for active sports. Other than River Park – which was designed primarily for active sports uses – the school grounds at Lake Bluff Elementary accommodate the most intensive uses for baseball, softball and soccer. Although the field area of the grounds is primarily used for sports practice, the acreage has potential to be greatly improved for game use.

WEAKNESSES

Inefficient field configuration and poor drainage. The existing ball and soccer field area comprises a large percentage of the school ground acreage. However, use of the field area is constrained by poor drainage (lower terrace). Moreover, the configuration and intensity of use of ball and soccer fields is limited by the changes in elevation that occur throughout the site.

Deterioration of tennis courts. The two tennis courts that lie at the northwest corner of the school grounds remain in a fair-to-poor condition due to decline of the court surface quality.

LAKE BLUFF SCHOOL RECOMMENDATIONS

- 1) **Reconstruct tennis courts (2)** in the northeast section of the school ground.
- 2) **Remove and reconstruct the warming hut and garage structure** to the south.
- 3) **Regrade existing sports fields to a single gradient**, which extends from the existing basketball courts to the west boundary of the school grounds. This will require excavating the uppermost terrace area by 3-4', and filling the lowermost terrace area by 3-4'. The existing middle terrace would remain unchanged in terms of elevation. Sloping grades will not require the use of retaining walls, and would be stabilized by geotextile materials and turf. The turf area should be engineered for maximum turf quality, and irrigated during summer months. The large, level expanse that is constructed through via this scenario will provide for:

Ballfields : 2 Little League or Girl's Softball Fields

Soccer Fields: two to three U7/8 fields, and one U9/10 field

- 4) **Reconfigure the staff parking lot** to accommodate relocation of the tennis courts. It is anticipated that a total loss of 22 parking stalls will be lost under this scenario.
- 5) **Implement pedestrian entryways along the north boundary** of the site.

FUTURE OPTION: Irrigate turf field



TABLE 9 : PROPOSED SOCCER FIELD SUMMARY

Park or School Ground	Existing	No.	Proposed	No.
RIVER PARK	U7/8	2	U7/8	2(game)
			U9/10	1(fall only)
			or	or
			U7/8	2(game)
ESTABROOK PARK	U9/U10	1	U9/10	2(1 game, 1 practice)
	U11/12	2	U11/12	2(1 game, 1 practice)
			U12/13	1(practice)
ATWATER SCHOOL	U6	2	U6	2(game)
			or	or
			U6	2(game)
			U7/8	1(fall only)
LAKE BLUFF SCHOOL	U7/8	1	U7/8	2(practice; 1 fall only)
	U9/10	1	U9/10	1(practice)

TABLE 10 : PROPOSED BALL FIELD SUMMARY

Park or School Ground	Existing	No.	Proposed	No.
RIVER PARK	Little league	1	none	1
ESTABROOK PARK	Softball	1	Enlarge to Sr. League dimensions	1
ATWATER SCHOOL	Little league (practice)	1	Retain; enhance with bleachers	1
	Girl's Softball			
LAKE BLUFF SCHOOL	Midget league	1	Little league and/or Girl's softball	2
	Little league	1		

POTENTIAL INTERPRETIVE TOPICS

Effective interpretive themes help to cohesively develop meaningful ideas, and encourage park visitors to understand and appreciate a specific park site. Interpretation of park resources may be revealed through a variety of tools that include wayside signage, maps, and on-site lectures. The following are potential topics that will assist park visitors to link a tangible resource to an intangible – or interpretive – meaning.

TABLE II : POTENTIAL INTERPRETIVE TOPIC

Atwater Park

- Reclamation : The evolution of a Disposal Ground to a Treasured Park
- Leisure on the Sand :The History of Beach Culture at Atwater Park
- Wading in the Water :The Fragile Ecological System of Lake Michigan
- A Rebounding Bluff : Native Restoration Efforts

River Park

- The Transient Nature of Transit :The Milwaukee Electric Railway & Light Company (Oakland Car Station)

Hubbard Park

- The Craft of the Works Progress Administration
- A River Runs Through It : The Ecological Merits of the Milwaukee River
- The River as a Recreational Resource
- Milwaukee Beer Barons & Leisure Gardens (Lueddemann’s-on-the River)
- River City : Mechanicsville (1836) [Built on the east bank of the Milwaukee River, just south of the present Capitol Drive bridge]
- Trails of Old :The Sauk Indian Trail Corridor

Estabrook Park

- The Craft of the Works Progress Administration
- The Legacy of Alfred Boerner : County Landscape Architect

Oak Leaf Trail

- Rails-to-Trails : Conversion and Establishment of the Oak Leaf Trail
- All Aboard :The Establishment of the Northwestern Union Railway

COST ESTIMATES & PROJECT PRIORITIES

Section 7

The following cost estimates outline basic expenditures for design, labor and materials required to implement various park enhancement projects. Priorities are noted in the highlighted (yellow) rows, and should be given primary consideration when developing budgets and submitting grant applications.

Park / Facility	Estimated Costs
Atwater Park	\$405,500
Hubbard Park	\$174,500
River Park	\$372,750
Estabrook County Park *	\$854,600
Oak Leaf Trail *	\$16,700
Atwater Elementary School	\$254,000
Lake Bluff Elementary School	\$385,699
TOTAL ESTIMATE	\$2,463,749 *

* Costs associated with improvements to Milwaukee County sites would potentially be cost-shared between the Village of Shorewood and Milwaukee County. Approximately \$414,100 of costs affiliated with restoration of the “Lower Falls Recreation Area” of Estabrook County Park would potentially be shared with the City of Milwaukee due to its inclusion in the City’s boundaries. Other municipal partners could include the City of Glendale and the Village of Whitefish Bay, as these municipalities border portions of Estabrook Park and the Oak Leaf Trail.

Section 7 : COST ESTIMATES

ATWATER PARK		
	UPPER TERRACE	
1	Remove and reconstruct inner path to overlook feature	\$13,900
2	Expand overlook feature	\$56,000
3	Construct entry gateway features (4)	\$31,700
4	Construct low wall features	\$28,500
5	Redesign seating nodes (2)	\$13,500
6	Construct permanent shade / arbor structures (2)	\$10,000
7	Replace benches (22) and trash receptacles (6)	\$30,400
8	Connect seating overlook area to existing path	\$2,700
9	Install shrub and perennial plantings	\$5,200
	BLUFF	
10	Remove chain link fence/ install removable bollards on path	\$1,500
11	Construct viewing/seating deck overlooks on outer path (2)	\$14,500
12	Construct seating nodes on inner path (2)	\$17,500
13	Restore and maintain native vegetation on bluff	\$28,500
	BEACH	
14	Construct boardwalk between path and beach	\$42,000
15	Erect permanent shade structure on former beach house foundation	\$15,000
16	Install seasonal tensile shade structures (3)	\$3,600
17	Construct and install seasonal deck platforms (3)	\$2,500
18	Relocate sand volleyball facility	\$300
19	Construct privacy screen around portable toilet	\$1,000
20	Reconstruct breakwater/pier structures	Undetermined
SUBTOTAL		\$318,300
DESIGN	15%	
CONTINGENCY	10%	\$36,900
TOTAL		\$405,500

HUBBARD PARK		
1	Construct path between Oak Leaf Trail and Lower Terrace	\$13,300
2	Establish entry monument/sign at new path access location	\$2,500
3	Construct paved path extension within lower terrace area	\$14,700
4	Install shrub and perennial plantings in lower terrace	\$3,000
5	Construct multi-purpose overlook platform/canoe launch at river edge	\$40,900
6	Construct stone fishing/viewing platform at river edge	\$2,500
7	Excavate limestone retaining wall near Youth Pavilion	\$2,500
8	Construct bench pads and install new bench seating in lower terrace (5)	\$6,700
9	Stabilize and formalize nature path along river (north)	\$6,400
10	Replace luminaries/light portion of park lamp fixtures (12)	\$6,000
11	Fabricate and install interpretive signage/park map (3)	\$7,500
12	Construct courtyard in upper terrace area	\$25,000
13	Remove invasive and unhealthy vegetation	\$2,000
14	Supplement native vegetation in areas of disturbance	\$3,000
15	Install "restoration in progress" signage	\$1,000
SUBTOTAL		\$137,000
DESIGN	15%	\$21,600
CONTINGENCY	10%	\$15,900
TOTAL		\$174,500

RIVER PARK		
1	Construct circuit path (8' width) around western edge of sports fields	\$23,100
2	Clear invasive vegetation (western edge); restore with native vegetation	\$3,000
3	Remove southernmost trail access (Oak Leaf Trail)	\$2,700
4	Construct boardwalk stairway to Hubbard Park parking lot	\$14,200
5	Remove planting node along existing path	\$1,000
6	Remove shuffleboard court and replace with turf	\$1,600
7	Extend circuit path into wooded area (southwest corner of park)	\$13,400
8	Install benches along entire circuit path (10)	\$16,000
9	Install lighting along path	\$62,500
10	Plant street tree vegetation (buffer) along northern perimeter	\$10,300
11	Install additional planting along Oakland Ave. pedestrian entry	\$2,900
12	Establish entry monument/sign at new path access location	\$2,500
13	Relocate/reconstruct open picnic shelter	\$20,000
14	Construct a skatepark in the southwest corner of the park	\$80,000
	OPTIONAL: construct small tot lot playground near existing ball diamond	\$15,000
	OPTIONAL: construct permanent batting cage facility	private funding
SUBTOTAL		\$298,200
DESIGN	15%	\$44,730
CONTINGENCY	10%	\$29,820
TOTAL		\$372,750

ESTABROOK PARK		
	MAINTENANCE BUILDING AREA	
1	Construct path connection between the lagoon feature and W. Glendale Avenue	\$29,200
2	Rehabilitate underground pedestrian tunnel (Congress Street)	\$2,000
3	Secure trail easement and construct path at W. Olive Street	\$6,500
4	Restore maintenance building for community uses	\$100,000
5	Restore restrooms (seasonal use)	\$25,000
6	Rehabilitate exterior landscape of building	\$14,700
7	Construct shelter/pavilion at south end of lagoon	\$10,000
8	Remove out-buildings at rear of Maintenance Building	\$6,000
	LOWER FALLS RECREATION AREA	
9	Restore existing pavilion for community uses	\$30,000
10	Restore restrooms (seasonal use)	\$25,000
11	Rehabilitate exterior landscape and install bench seating	\$48,200
12	Improve turf quality and drainage of open field (north of pavilion)	\$4,000
13	Construct covered picnic shelter	\$45,000
14	Remove portion of asphalt parking surface to accommodate recreation facilities	\$16,900
15	Construct tennis courts (4)	\$150,000
16	Construct skate park	\$80,000
17	Expand existing baseball diamond to accommodate adult league	----
18	Obliterate in-line hockey court	\$9,700
19	Formalize social paths along River	\$6,000
	SOUTH PICNIC AREA	
20	Restore existing restroom (seasonal use)	\$25,000
21	Construct covered picnic shelter	\$45,000
22	Regrade existing soccer fields to accommodate greater use	\$12,000
SUBTOTAL		\$683,700
DESIGN	15%	\$102,500
CONTINGENCY	10%	\$68,400
TOTAL		\$854,600

OAK LEAFTRAIL		
1	Construct new trail connections (3) at Hubbard Park, Olive Street and Congress Street	(see costs, "Hubbard Park" and "Estabrook Park")
2	Remove invasive vegetation within trail corridor	\$7,000
3	Install and maintain native vegetation within trail corridor	\$8,200
SUBTOTAL		\$15,200
DESIGN	NA	--
CONTINGENCY	10%	\$1,500
TOTAL		\$16,700

ATWATER ELEMENTARY SCHOOL GROUND		
1	Construct new tot lot playground	\$58,900
2	Upgrade existing turf playfield	\$26,200
3	Upgrade existing ball diamond	\$6,500
4	Install bench seating/bleachers at ball diamond (2 rows, 2 sections)	\$9,900
5	Reconstruct vehicular drop off and Kindergarten entry court	\$35,000
6	Modify existing parking and loading area (north of Kindergarten Bldg)	\$40,900
7	Install shade trees within west paved playground	\$3,600
8	Install shrub plantings along west edge of front entry lawn	\$6,400
	OPTIONAL: Irrigate turf field	\$12,000
SUBTOTAL		\$199,400
DESIGN	15%	\$31,500
CONTINGENCY	10%	\$23,100
TOTAL		\$254,000

LAKE BLUFF ELEMENTARY SCHOOL GROUND (OPTION B)		
1	Reconstruct tennis courts (2)	\$80,000
2	Remove and Reconstruct Warming Hut and Garage Structure	\$100,000
3	Regrade existing sports fields to single gradient	\$47,100
4	Reconfigure parking lot	\$41,000
5	Implement pedestrian entryways along north site boundary	\$24,800
	OPTIONAL: Irrigate turf field	\$12,000
SUBTOTAL		\$304,900
DESIGN	15%	\$45,735
CONTINGENCY	10%	\$35,064
TOTAL		\$385,699

IMPLEMENTATION

This *Comprehensive Outdoor Recreation Plan* sets forth a bold “road map” for future recreation facility development and open space acquisition for the Village of Shorewood. The planning process that enabled the development of the *Outdoor Recreation Plan* commences with the adoption of this document. The following section highlights several next steps that should be undertaken to begin the process of plan implementation. These include:

- Utilize the plan on a daily basis;
- Ensure that municipal funds for recreation facility improvements are included in the annual municipal budget;
- Promote cooperation and participation among various agencies, organizations, community groups and individuals;
- Prepare annual goals;
- Explore possible funding sources and implementation techniques.

USE THE PLAN ON A DAILY BASIS

The *Plan* serves as a resourceful inventory of public recreation spaces, and represents the Village’s official guide for park and recreation improvements. It is essential that the *Plan* is used as a reference tool among Village staff when considering policies and actions that directly and indirectly involve the management, maintenance, security, and development of public recreational spaces.

Section 8



ENSURE ALLOCATION OF CAPITAL IMPROVEMENT FUNDS

The strongest tool for implementing the *Plan* is the Capital Projects Fund. It establishes schedules and priorities for park improvements annually. Although funding of recreational facility improvements will rely on various extramural sources and partnerships, inclusion of park enhancements within the Capital Projects Program is paramount for *Plan* success.

PROMOTE COOPERATION AND PARTICIPATION

The Village of Shorewood should assume a primary leadership role in providing recreational experiences within the community. However, to carry out some of the recommendations set forth in this *Plan*, the Village will need to rely on cooperation from other groups and organizations. In order for the *Plan* to be successful it must be based on a strong partnership between the Village, the School District of Shorewood, Milwaukee County, other public agencies, programming affiliates, neighborhood groups and organizations, and the private sector. The Village should lead and promote the cooperation and collaboration required to implement the new *Plan*. The Park District's "partners" should include:

- Other governmental and service districts, such as the City of Milwaukee, City of Glendale, Village of Whitefish Bay, Milwaukee County Parks and Recreation Department, and School District of Shorewood
- Affiliate organizations, such as the Friends of Atwater Beach, the Friends of Estabrook Park, the Cambridge Woods Neighborhood Association, the River Revitalization Foundation, Friends of Milwaukee's Rivers, The Park People
- Independent recreation organizations such as the Shorewood Kickers (soccer), Shorewood Little League, Shorewood Girls Softball, School District of Shorewood Recreation and Community Services Department
- Builders and developers that undertake redevelopment projects on parcels contiguous to park sites, trail corridors or river environments
- Village residents that participate in on-going park and school ground planning and budgeting processes
- Property owners, who control acreage that affords opportunities to improve pedestrian and bicycle access to parks, trails and river environments

PREPARE ANNUAL GOALS

The Village, in conjunction with a permanent “ad hoc park committee” should continue to develop annual goals as part of the implementation for this *Plan*. Each of this *Plan*’s recommendations will entail a multi-step process that should be recognized and addressed. The annual goals will serve as an implementation “action agenda” which highlights the improvements, developments, designs and other activities to be undertaken during the next few years.

In order to remain current, the “action agenda” should be updated once a year as part of the annual update to the *Comprehensive Outdoor Recreation Plan*.

EXPLORE FUNDING SOURCES AND IMPLEMENTATION TECHNIQUES

The recommendations of the plan vary greatly in financial considerations necessary to implement and to develop facilities. Since many of the projects and improvements called for in the *Plan* will require matching funds, others will require sources, such as bonding, or special technical and/or financial assistance.

The Village should continue to explore and consider the wide range of local, state and federal resources and programs that may be available to assist in the implementation of the *Plan*’s recommendations.

FUNDING

Section 9

There are a number of potential funding sources available to help finance implementation of recreation facilities. The Village should also coordinate efforts with other units of government, governmental departments and public agencies and private and non-profit agencies to help fund and implement the recommendations presented in this *Plan*.

In addition to extramural funding, costs associated with recreation facility improvements and maintenance should be incorporated in Village Capital Improvement plans and programs.

GRANT PROGRAMS

The Knowles-Nelson Stewardship Program was established by the Wisconsin Legislature in 1989 for a ten-year period. The program was renewed for an additional ten years as part of the 1999-2001 Wisconsin State Budget. The goals of the Stewardship Program are to protect and restore nature-based outdoor recreation areas and areas having scenic or ecological value. Nature-based can best be described as activities where the primary focus or purpose is the appreciation or enjoyment of nature. The Stewardship Program is financed through the issuance of general obligation bonds and is expected to distribute about \$80 million annually statewide for the ten-year period of the program. The Wisconsin Department of Natural Resources (DNR) administers the Stewardship Program. The Stewardship Program is an umbrella for a number of subprograms, each with its own goals, priorities, and criteria, which are summarized below. Projects submitted for grants under the Stewardship Program must be included in a locally-adopted park plan.

Aids for the Acquisition and Development of Local Parks (ADLP)

is a regional allocation program which provides up to 50 percent matching grants to local and county units of government and nonprofit conservation organizations (NCOs) to provide assistance for the acquisition and development of local and county parks. NCOs can use these funds for the acquisition of land or easements only. County and local governments may use ADLP funds for the purchase of land and easements and the development of outdoor recreation areas for nature-based outdoor recreation purposes. [Application deadline - May 1 of each year; \$4.0 million distributed annually statewide]

Urban Green Space (UGS)

is a Statewide program which provides up to 50 percent matching grants to local and county units of government and NCOs to acquire or protect scenic, ecological, or other natural features within or near urban areas and provide land for nature-based outdoor recreation, including noncommercial gardening. These funds can be used for the acquisition of land only. [Application deadline - May 1 of each year; \$1.6 million distributed annually statewide]

(The DNR defines “nature-based” outdoor recreation as activities where the primary focus or purpose is the appreciation or enjoyment of nature. Such activities include hiking, bicycling, wildlife or nature observation, camping, nature study, fishing, hunting, picnicking, cross-country skiing, canoeing, and multi-use trail activities. Playgrounds are also considered “nature-based” facilities. Support facilities such as access roads, parking, signs, utility and restroom buildings, and habitat restoration are also eligible for funding under the Stewardship program).

Urban Rivers (URGP)

is a Statewide program which provides up to 50 percent matching grants to local and county units of government and NCOs to purchase land or easements, or to develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas. This program is intended to preserve or restore urban rivers or riverfronts for the purpose of revitalization and nature-based outdoor recreation activities. NCOs can use these funds for the acquisition of land or easements only. [Application deadline - May 1 of each year; \$1.6 million distributed annually statewide]

Acquisition of Development Rights

program is a Statewide program which provides up to 50 percent matching grants to local and county units of government and NCOs to acquire development rights (conservation easements) in areas where restrictions on residential, commercial, or industrial development would help protect natural, agricultural, or forestry values and enhance nature-based outdoor recreation. [Application deadline - May 1 of each year; \$0.8 million distributed annually statewide]

The Land and Water Conservation Fund (LAWCON) program was established by the U.S. Congress in 1964 to provide funding for the acquisition of land for park or open space preservation purposes and the development of outdoor recreation facilities. In Wisconsin, LAWCON funds are administered by the DNR. Up to 50 percent of project costs are eligible for funding under this program. For the 2005 fiscal year, a portion of this amount is available to local and county units of government for the acquisition of land and the development of parks and trails. The “nature-based” restriction in the Stewardship Program does not apply to LAWCON funds. [Application deadline - May 1 of each year; \$1.6 million to the State of Wisconsin allocated by Congress, 2005]

The National Recreational Trails Act (RTA) grant program provides funds through the transfer of Federal gas taxes paid on fuel used by off-highway vehicles. These funds are used to develop and maintain recreational trails and trail-related facilities for both motorized and non-motorized trail uses. The program is administered by the DNR. Funds are available to county and local units of government, State and Federal agencies, school districts, and qualified trail organizations. Motorized and non-motorized projects have been allocated \$202,500 each and diversified trail projects have been allocated \$270,000 in fiscal year 2005. Matching grants for up to 50 percent of the cost of a recreational trail project are available. [Application deadline - May 1 of each year]

The Urban and Community Forestry Grant Program provides grants of up to 50 percent to county and local units of government and nonprofit conservation organizations for urban forestry activities. Eligible activities include development of an urban forestry plan or urban open space program, development of a tree ordinance, development of a public awareness program, conducting street tree inventories, and tree planting and maintenance. Reimbursement is limited to \$25,000 per project. [Application deadline - October 1 of each year; \$0.6 million distributed annually statewide]

The River Protection Grant Program, administered by the DNR, is intended to protect or improve rivers and natural river ecosystems, including water quality, fisheries habitat, and natural beauty. \$300,000 is distributed annually statewide. The program includes the following two subprograms:

River Planning Grants. This program provides grants of up to 75 percent to county and local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include river organization development, educational efforts, assessments of water quality and aquatic life, and non-point source

evaluations. Reimbursement is limited to \$10,000 per project. [Application deadline - May 1 of each year]

River Management Grants. This program provides grants of up to 75 percent to county and local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include purchase of land or easements, development of local ordinances, and restoration of in-stream or shoreland habitat. Reimbursement is limited to \$50,000 per project. [Application deadline - May 1 of each year]

The Federal Transportation Equity Act for the 21st Century (TEA-21), (formerly ISTEA) continues the integration of bicycling and walking into the transportation mainstream. It enhances the ability of communities to invest in projects that can improve the safety and practicality of bicycling and walking for everyday travel. TEA-21 provides funding, planning, and policy tools to create more walkable and bicycle-friendly communities.

TEA-21 provides funding for bicycle and pedestrian facilities under a variety of programs. Bicycle projects must be principally for transportation, rather than recreational, purposes, and must be designed and located pursuant to the transportation plans required of the State and Metropolitan Planning Organizations. The following programs are administered by the Wisconsin Department of Transportation. Each program is summarized below:

Transportation Enhancement Program. (part of the Statewide Multi-modal Improvement Program (SMIP) Transportation Enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. The transportation enhancements program provides up to 80 percent matching grants for the implementation of a variety of non-traditional transportation projects, including the restoration of historic transportation facilities, bicycle and pedestrian facilities, landscaping and scenic beautification, and mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways and former rail trails, for example), paved shoulders, bicycle lanes, bicycle route signage, bicycle parking, and overpasses or underpasses.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of Federal funds on trails that allow motorized vehicles, except snowmobiles. TEA-21 expanded the definition of transportation enhancement eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly stated under ISTEA. [\$8.97 million distributed annually Statewide between this program and the Surface Discretionary Program].

Surface Discretionary Grant Program. (part of the Statewide Multimodal Improvement Program (SMIP) . This program provides up to 80 percent matching grants to local governments and transit commissions in communities with a population of 5,000 or more residents. Priority is given to projects that promote alternatives to single-occupancy vehicle trips. Funding has gone evenly to transit and bicycle/pedestrian projects in past years. Nearly every bicycle project eligible under the Transportation Enhancement program is also eligible for this program, unless the project will clearly not reduce single-occupant vehicle trips. Funding for bicycle and pedestrian planning is also eligible under this program. [\$8.97 million distributed annually Statewide between this program and the Transportation Enhancements Program (as previously described).]

Congestion Mitigation and Air Quality Improvement Program. (CMAQ). The purpose of the CMAQ program is to provide up to 80 percent matching grants for projects and programs that reduce motor vehicle travel and/or emissions in areas that have failed to meet air quality standards for ozone, carbon monoxide (CO), or small particulate matter. Bicycle and pedestrian projects are eligible for CMAQ if they reduce the number of vehicle trips and vehicle miles traveled. Almost all bicycle projects eligible for Transportation Enhancement and the Surface Discretionary grant programs are likely to be eligible, but a higher burden of proof that the project will reduce air pollution is required. Non-construction activities such as maps and brochures are also eligible for funding. [\$12.5 million distributed annually to non-attainment areas].

Hazard Elimination Program. This program provides up to 90 percent matching grants and focuses on projects to improve the safety of locations that have a documented history of crashes. Bicycle and pedestrian projects are eligible for this program. [\$10.4 million distributed annually Statewide].

Surface Transportation Funds. (Urban) These funds provide up to 80 percent matching grants and can be used on a variety of improvement projects, including bicycle and pedestrian projects. These funds have generally been used to provide bicycle and pedestrian improvements when streets or highways are constructed or reconstructed. [\$31.2 million for the Milwaukee and Madison urbanized areas; \$8.4 million for urbanized areas with a population from 50,000-200,000 persons; \$947,236 for urban areas with a population from 20,000-50,000 persons; and \$3.5 million for urban areas with a population from 5,000-20,000 persons; allocated and distributed annually.].

Incidental Improvements. Bicycle and pedestrian projects are broadly eligible for funding from most of the major Federal-aid programs. One of the most cost-effective ways of accommodating bicycle and pedestrian

improvements is to incorporate them as part of larger reconstruction, new construction, and some repaving projects. Generally, the same source of funding can be used for the bicycle and pedestrian accommodation as is used for the street or highway improvement, if the bicycle and pedestrian accommodation is “incidental” in scope and cost to the overall project. Most bicycle and pedestrian accommodations within Wisconsin are made as incidental improvements.

APPENDIX

SUMMARY OF PUBLIC WORKSHOPS ATWATER PARK PLAN (Friends of Atwater Beach)

SYNOPSIS OF PUBLIC COMMENTS

Park Planning for Shorewood

Open House Event, May 16, 2007

This analysis provides an overview of comments gathered at the Public Open House Event as part of the Park Planning project. This outline supplements the “summary of comments” that was sent to Park Planning Committee member prior. This document highlights ideas that were not considered or illustrated in draft plan concepts, and should therefore be examined to determine if they should be included in the revised versions of the concepts.

ATWATER PARK

Park Conditions. Most of the ratings of park features fell within the “good” to “fair” categories. The upper terrace environment is viewed more favorably than the bluff. The beach environment, including amenities and lake water quality, was ranked the lowest of the three park zones.

The rating of the overlook/central plaza element in the upper terrace was split between those that perceive this feature as “excellent,” “good,” and “fair.” The stairway along the bluff received an average score of “fair”, as did the asphalt path along the bluff.

Priorities for enhancements. Enhancement opportunities within all three park zones were cited by meeting participants. Accessibility within the park was the focus of many suggestions. Additionally, seating and shade were noted as important needs that warrant consideration in the design of the park. Improving water quality and beach quality, improving accessibility, adding lifeguards and shade (beach area) were noted as important priorities that would result in beneficial impacts to the park.

Oppositions to Concept Elements. A few comments were opposed to ideas illustrated in the draft concept plan for the park. These included (1) opposition to removing the stairs and (2) opposition to relocating/obliterating the flagpole-plaza feature.

Ideas requiring further consideration. The proposed shade structures (canvas) within all zones of the park were questioned as being potentially difficult to maintain or monitor (from fire [July 4th fireworks], vandalism or theft). Additionally, the shade structure proposed as part of the existing overlook was doubted, since the park is often cooled by natural breezes.

Other ideas to consider included night lighting, a skateboard park, bathrooms and changing rooms/outdoor rinsing stations and a skateboard park.

Some comments encouraged that more attention in the plan be given to (1) ongoing restoration of the bluff, (2) improving the beach environment, (3) considering reuse of the beachhouse relic at the base of the bluff, (4) upgrading the asphalt pathway along the bluff, and (5) methods of policing the park.

RIVER PARK

Park Conditions. Only a few meeting participants responded to the “existing feature” evaluation section of the survey for River Park. Due to the specific uses of this recreational site, it appears that residents of Shorewood are either (1) very familiar or (2) not familiar with the park. Of ratings, “seating” was viewed as “poor”, while the baseball diamond was rated as “excellent.”

Priorities for enhancements. Various ways to improve River Park were cited by meeting participants and generally concern (1) improving soccer field quality and creating more field space (2) improving pedestrian/bicycle circulation, (3) including an additional baseball diamond and (4) adding seating.

Oppositions to Concept Elements. One comment voiced opposition to building a tot-lot in the southwest corner of the park. There is a perception that there are already enough facilities for young children in the Village.

Ideas requiring further consideration. One consideration that was not illustrated in the draft concept plans relates to the existing cul-de-sac along the northern portion of the park. The dimension and location of this roadway feature represents an obstacle that prevents creating another baseball diamond. It was questioned if the design of the cul-de-sac was efficient and if it could be reconfigured to benefit park uses.

Other considerations include (1) adding a skatepark, (2) eliminating soccer use on the baseball field and (3) providing more parking for park users.

Addition paths, including circuit paths were generally favored. Consideration for a connection between the park and the intersection of Menlo/Morris Streets was also stated. Potential user conflicts (soccer players and walkers) along a circuit path were also noted as a design concern.

HUBBARD PARK

Park Conditions. A need to activate Hubbard Park while retaining the passive, natural characteristic was an overriding theme of many comments. Some respondents recognized that the Park is underappreciated.

Priorities for enhancements. A number of comments focused on leisure activities that could be accommodated by (1) replacing existing bench seating, and (2) incorporating new benches within the park. Others voiced the need to improve maintenance of vegetation, and there was overall support for enhancing the native flora through restoration and new plantings. One idea encouraged naturalization of the river embankment, which would potentially help deter Canada Geese populations that presently gather on the lower grass area.

Oppositions to Concept Elements. Only a couple of comments were collected which stated divergent opinions from the draft concept plan recommendations. These comments focused on trail and path elements proposed by the concepts, and included (1) non-support for a path along the river (perhaps due to potential environmental degradation or user conflicts) and (2) non-support for bicycle access from the Oak Leaf Trail.

One comment suggested the need to fully understand how the park is used for private events (weddings, dining at the lodge), and how an increase in park use would adversely impact these types of private venues.

Ideas requiring further consideration. The majority of new ideas not illustrated in the draft concept plans recommended additional elements to include in a new park design. Some of the ideas were fairly modest, such as (1) including educational gardens, (2) removing boundary fence along north and south property lines of the park, (3) encouraging picnic use through the construction of a covered shelter. Other ideas were bolder, such as (1) providing for winter uses such as an ice skate rink and sledding facility and (2) constructing a playground.

ESTABROOK PARK

Park Conditions. The majority of responses that rated existing park features fell within the “good” and “fair” category. Facilities that received the highest marks related to the quality of the natural environment and the park (bike) path. Playfields, picnic facilities, and playgrounds were ranked “fair” and “poor.” Accessibility by bike or by foot received the lowest rankings.

Priorities for enhancements. Comments regarding potential enhancements ranged from (1) improving paths and access, (2) upgrading existing sports fields and (3) including new recreational facilities.

Oppositions to Concept Elements. None were voiced.

Ideas requiring further consideration. Ideas related to pedestrian and bike circulation, vehicular parking and new facilities were expressed by a number of meeting attendees. Suggestions included (1) improving the river-side nature trail and associated elements such as the lower falls stair feature, (2) installing signage and maps along trails and paths, (3) considering the need to establish numerous access points into the park from the Wilson Drive/residential district.

Sports field rehabilitation and enlargement was the focus of some comments. Suggestions included expansion of soccer use and facilities, better maintenance and design of existing fields and a full-size baseball diamond (11th and 12th grade).

A few comments noted the need to evaluate the intensity of use of existing parking lots. If use is sparse, then consideration should be given to converting underutilized asphalt parking surfaces to recreational greenspace. A parking study during the summer season (weekdays, weekends) would help quantify use of the parking areas.

Other comments related to facility needs not currently provided in the Village, but could potentially be accommodated at Estabrook Park included a sledding hill, ice skating rink, skate parks and full-sized baseball diamond.

OAK LEAF TRAIL

Trail Conditions. Respondents evaluated experience of biking, walking and access. The Oak Leaf Trail is primarily viewed as a facility for cycling, while walking is considered a secondary use. Access to the trail was regarded as “fair” to “poor.”

Priorities for enhancements. Trail connectivity, access and safety were the focus of most comments. Improving visibility – both from the trail and to the trail from neighboring areas – was viewed as a beneficial impact. Access from/to the trail was also mentioned numerous times. The need for safety and signage elements were also voiced by meeting attendees.

Oppositions to Concept Elements. The concept plan for the Oak Leaf Trail suggested establishing an access point into the upper terrace of Hubbard Park for “limited hours of use.” However, one comment was opposed to this concept since it would restrict public right of entry during normal park hours.

Ideas requiring further consideration. Various comments suggested more specific measures to improve safety, visibility and wayfinding within the 1.6-mile segment of the Oak Leaf Trail that traverses Shorewood. Ideas included safety call boxes, pavement markings, directional signage, and more access points from residential streets that terminate at Wilson Drive.

ATWATER ELEMENTARY SCHOOL

Schoolground Conditions. Overall, ratings related to various elements that characterize the Atwater Elementary Schoolground were, on average, “fair.” The quality of the soccer/playfield received the lowest ratings, while the baseball field was viewed as the best facility within the schoolground.

Priorities for enhancements. A number of comments voiced the need to redesign the Kindergarten tot-lot, while another suggestion recommended relocating the existing Kindergarten tot-lot to an area north of the Kindergarten Wing. Other comments related to playground features suggested reducing the amount of hard surfacing of the west playground (grades 1-6).

Upgrading the playfield/soccer field was noted as a pressing need by several meeting attendees. Additionally, reclaiming greenspace by eliminating the Kindergarten drop-off feature was also mentioned as a high priority project.

Several comments were related to the need to improve the landscaped setting of the school. While enhancements to the landscape will occur as part of the streetscape project, other ways of improving the schoolground setting included green roofs and reclaimed green space.

Oppositions to Concept Elements. None were voiced.

Ideas requiring further consideration. Additional design elements were suggested as ways to improve the schoolgrounds. Some of these included adding concrete ping pong tables and bench seating, replacing fencing throughout the site, and installing a green roof on the 2nd floor library. Other comments recommended obliterating the Kindergarten “wing” and upgrading the tennis court surface. Winter recreational facilities (ice rink or sledding hill) as well as of a skatepark were also noted as recommendations.

LAKE BLUFF ELEMENTARY SCHOOL

Schoolground Conditions. Most of the ratings of existing features of Lake Bluff Elementary Schoolground were within the “good” to “fair” range. The Kindergarten playground was viewed as the best facility, followed by the tennis courts and elementary-age playground. The sportfields (soccer and baseball) received low quality ratings.

Priorities for enhancements. A range of comments related to potential enhancements of the schoolground were provided by meeting attendees. The most often comment focused on regrading/consolidating/improving the active sportsfield features and constructing “support facilities” such as bleachers and storage space. Other suggestions associated with active sports included (1) improving tennis courts, (2) constructing basketball courts, and (3) installing sand volleyball courts.

Other suggestions included (1) providing for urban agriculture and adding a greenhouse, (2) improving the east lawn through landscape design, and (3) incorporating natural vegetation and benches.

Oppositions to Concept Elements. Opposition to draft concept plan ideas included the following: (1) opposed to leveling the terraces to create a large playfield/sportsfield surface and (2) opposed to relocating the tennis courts (rather, they should either remain or be removed completely).

Ideas requiring further consideration. A primary “reconsideration” noted that a loss of parking (2 spaces, Option A; 22 spaces, Option B) would not be feasible (both for staff and for rental purposes). As illustrated in concept “Option B”, the parking lot would be reduced significantly to provide space for tennis courts (relocated). However, this would result in a loss of approximately two-dozen parking stalls.

Other facilities that should be considered in the design included (1) a circuit path around the entire school property and a (2) a circuit path around the upper playground. The addition of more seating, concrete tables, a skateboard park, an ice rink, and sledding hill were also mentioned.

Connectivity to streets along the north end of the school property was also cited as a concern that should be addressed.

ELEMENTARY SCHOOL YOUTH OUTREACH SESSION

Planning for Shorewood Parks

Class	Ms. Lindsey Jorgenson's (Atwater) Ms. Pat Hildebrandt's (Lake Bluff)
Participants	40 Students total
Age	4 th Grade Students (Ages 9-10)
Location	Atwater and Lake Bluff Elementary Schools
Date	May 21 & 23, 2007
Format	<p>Student Questionnaire: Students were given a two-page questionnaire to fill out asking them to describe which parks they used the most while giving opinions on how well they liked using the respective parks.</p> <p>Visual Design Preference Survey: Students were shown a series (30) of slides depicting various places in Shorewood's Parks as well as images from other parks. Each student rated each slide on a score sheet in order to indicate which images they preferred the most. Following the survey some of the slides were posted again, with a discussion held with the group regarding their opinions.</p> <p>Park Design Exercise: Students were divided into six small groups and given an aerial photo of a park site in Shorewood. At Atwater School, three groups were given Atwater Park to work on while the other three groups were given the Atwater School grounds. For Lake Bluff School, three groups were given River Park, while three were given the Lake Bluff grounds. Each group worked together to map changes they would like to see in their respective parks and used colored markers to draw ideas on the aerial photos. When the exercise was completed each group gave a presentation of their ideas to the class.</p>

Summary of Results

1. Student Questionnaire

Park Usage: While students utilized all parks to a certain degree some parks had higher use rates than others.

- Atwater Park and the Oak Leaf Trail had higher use levels while the Conservancy and Hubbard Park had the lowest levels. Many students had never been to the Conservancy or knew about it.
- River and Estabrook Parks had medium levels of usage.
- As expected, both school grounds were highly utilized by the respective students.

Park Quality Ratings: Most parks were rated fair to excellent by the students.

- Very few "poor" votes were registered; however, Atwater School grounds received the most "poor" marks.
- The Conservancy received a high number of "no opinion" votes.
- Estabrook Park and the Oak Leaf Trail received a high number of "excellent" responses.
- The other parks did not receive as many "excellent" votes but still scored well.
- The Lake Bluff school grounds received higher scores than the Atwater school grounds.

2a. Visual Design Preference Survey: Atwater School

Out of the 30 images presented the following slides were the highest-rated by students at Atwater School:



Top left: This image depicts the play structure at Atwater Park. The students felt that the structure offered many things to do and they enjoyed the view of the lake and the proximity of the beach

Top right: The ball field at River Park received high marks because of the field of play, base paths and pitchers mound are all well defined and in good condition.

Bottom left: While generally the students did not visit Hubbard Park as much as some of the other Shorewood Parks, they liked the entrance portal (including the sound voices make on the inside).

Bottom right: In this photo, access to the river was the quality appreciated by the students.

2b: Visual Design Preference Survey: Lake Bluff School

Out of the 30 images presented the following slides were the highest-rated by students at Lake Bluff School:



Top left and top right: The Lake Bluff students had high regard for the playground at their school. Especially appreciated were the slides and the fact that there were benches to sit on. They also like that there were shade trees under which to rest.

Bottom left: This image, showing access to the river at Estabrook Park, was liked by the students because of the overlook area, which gives a great view of the falls. Students also mentioned they liked the sound of the water when they were here.

Bottom right: This image is of the front tree-shaded lawn of Lake Bluff school. Students liked the picture-postcard quality of the front of the school grounds.

2c. Discussion Comments: Following the Preference Survey, students were asked to give general comments regarding the parks. Comments are summarized as follows

Comments on school grounds

- Students at both schools said that they wished the play equipment in the play areas was sized bigger for them, and was more challenging.
- Slides and swings are very popular. Some additional apparatus to climb on would be welcomed.
- Safety of the playgrounds and equipment was important to the students. They stressed the importance of quickly fixing loose pieces, wobbly slides, etc.
- Some students would prefer to see a rubber surface under play equipment rather than the wood chips, which can skin knees and elbows.
- Students would like to see more tire swings at Lake Bluff Elementary School
- Students at both schools wished there were working drinking fountains in the play areas.
- Install longer lasting chains rather than nets for the hoops on basketball courts
- Create more permanent/defined soccer fields were desired at both schools, including permanent lines, netting and spectator seating
- Improve the baseball fields at Lake Bluff (flood often) should fix and add grass to infield, not just one large dirt surface.
- The rock climbing wall at Atwater School is not challenging enough
- The little and big kids playgrounds at Atwater should be connected somehow-perhaps a path between them
- While some students wanted ball fields to have more permanent features, other students preferred a more simple approach that wasn't so use-specific.
- Play equipment at Lake Bluff should be painted different colors other than blue, perhaps school yellow and purple colors.
- Keep slides and equipment graffiti-free. Students were very concerned about the presence of graffiti. It indicates disrespect or possible safety concerns.

Comments on other parks/trails

- The Oak Leaf trail is used by many children. Most of the time they ride with their parents or by themselves during the day. Students mentioned they did not ride it at night as there were safety concerns. The presence of graffiti creates a perception problem that there could be crime.
- The Oak Leaf Trail should be wider, so that it is easier to pass. Bike racks and drinking fountains would be useful at points along the trail.
- Uneven grass cutting at Estabrook and River Park makes it sometimes difficult to use ball fields.
- The stair down to the falls at Estabrook is nice but sometimes there are homeless people around. The fishing area is nice but the water should be kept cleaner (trash, color, etc.)
- The net on the batting cage at River Park should be replaced by a heavier chain link enclosure. The baseball field at River Park should have easier access to those using it when no games are in session-currently users jump the fence.

3. Park Design Exercise

Many creative and useful ideas were generated by the students as they designed their park or school grounds. Some of the main ideas are summarized below.



Atwater School Grounds

- Install a fence around the baseball field, add bases, bleachers for fans.
- Add skateboarding facilities to grounds
- Fix up the warming house and open it up for use
- Add a pond/fountain/water feature to the grounds
- Utilize the roof for recreational activities (pool, play area, student lounge)
- Utilize the roof for parking, replace the current surface parking lot with more playground/green space
- Plant more trees on the grounds
- Add grade changes for climbing (berms, tunnels, bridges, etc.)
- Add more playground equipment sized for 4th graders
- Add soccer field to grounds
- Add a rope wall for climbing
- Put special paving on the street at the intersection of Capitol and Maryland like the one near the Milwaukee Public Market. Students suggested the paving pattern should be a sun emblem
- Provide new kickball area so ball doesn't hit parked cars
- Add more gardens or plantings, too many hard surfaces.

Atwater Park

- Plant some shade trees at the bottom of the hill near the beach
- Add sand volleyball areas and nets near the beach
- Provide more piers out into the water, add a swimming raft
- Need more things to do on the beach-provide a concession stand, bathrooms, more play equipment including climbing apparatus
- Add a tire swing to the playground on the top of the hill
- Provide more ways to get down to the beach-ramp is long and it takes a long time to walk down it
- Add more flowers and plants at the top area of the park
- Build a water feature (waterfall down bluff, fountain, water slide, etc.)
- Put benches along the winding path or a seating area/lookout point halfway down the ramp
- Provide lifeguards
- Put picnic tables along beach
- Add a pool/wading area at the beach for little kids
- Ramp/pathway should end up at the middle of the beach, not at the south end
- Make existing dock structures higher in the water
- Add a sauna/steam room building to beach

Lake Bluff School Grounds

- Replace the soccer field north of the parking lot with a skate park-this field is not used much
- Move the tennis courts to replace the soccer field north of the parking lot-expand the grass fields into the space where the tennis courts were.
- Take out the paved area where the U.S. map is-replace with a soccer or ball field.
- Provide a hedge maze
- Provide a football field
- Add a fence around the baseball field, replace dirt infield with grass

- Make interior courtyard more useful-add ping pong tables or some other fun activities so more kids would use the area
- Add a climbing wall to the rear playground area
- Add a climbing apparatus (pirate ship!) where the U.S. map currently is
- Flip locations of north soccer field and parking lot. Put green space next to school, parking on north edge of site
- Put a bike parking area on the east side of the building
- Add student gardens to the green space in front of the school
- Add tether balls to the playground
- Add mist fountains to asphalt play area northwest of the school building
- Use one of the small buildings for a concession stand where school groups could sell snacks to raise money.
- Add a dog park area for neighborhood residents to use
- Put outdoor gym mats at edge of playground for yoga and other activities
- Add things to do in the winter

River Park

- Make the concession stand larger
- Improve and enlarge the batting cage
- Replace the shuffle board courts with basketball courts
- Provide a little and big kids play area
- Add a skating area for winter activity
- Provide a pathway to link elderly housing to park activities. Provide shade trees and benches along the path
- Provide a mini-golf area
- Move roadway turn-around circle east to provide space for an additional play area.
- Add more padding to the top of the outfield fence of the baseball field
- Add a rock climbing wall
- Replace one of the parking lots along Oakland Ave with a garden to make a more inviting entrance
- Add a big "River Park" sign along Oakland Ave. where the existing historical sign is
- Make entrances from the Oak Leaf Trail more visible-add some signs or thin out trees for better visibility

INTERMEDIATE SCHOOL YOUTH OUTREACH SESSION

Planning for Shorewood Parks

Class	Donna Greutzmacher, Life Sciences
Participants	14 Students
Age	7 th Grade Students (Ages 12-13)
Location	Shorewood Intermediate School
Date	May 18, 2007
Format	<ul style="list-style-type: none">▪ Questionnaire / Survey▪ Short Discussion about Needs-for-Youth in Parks▪ Design Charette (2 groups)

Summary

Intermediate school youth (ages 12-14) represent an age-group that has attained a modest degree of independence, but is not yet considered “self sufficient young adults.” They appear to epitomize a “transitional age” that appreciates structured recreation (active sports) yet enjoys spontaneous activities in outdoor spaces.

Activities during “free time.” Intermediate school-aged participants indicated that they spend their “free” or spare time in various ways. Time spent outdoors typically occurs as part of organized sports, such as soccer and baseball. “Hanging out” activities also include making use of outdoor space in both private and public areas.

Access to Parks. Most of the students bike or walk to park sites with friends or families.

Park Use. No specific park appeared to be heavily used by intermediate school-aged participants. The reason could be due to the fact that (1) intermediate school-age youth spending a fair amount of time in indoor places to recreate; or (2) there is a general lack of recreational facilities that target the intermediate school-age cohort. Of survey responses, approximately one-third (1/3rd) of responses indicated that middle-school aged students visit parks/schoolgrounds “often or sometimes”; two-thirds (2/3rds) of the responses suggested that parks are visited “rarely or never” by 12 to 13 year-old students.

Rating of Park Quality. The quality of Shorewood’s seven parks and one trail were scored by the intermediate school-aged participants. Approximately 30% of responses indicated “excellent to good quality,” 20% suggested “average quality,” and 23% implied “low to poor quality.” Over one-quarter of responses indicated “no opinion.”

The Nature Conservancy represents a very unappreciated site, as identified by intermediate school-aged participants. Few of the students had visited this “nature park” and therefore could not rate it in terms of quality or safety. However, there does seem to be an appreciation for and interest in natural environments, as long as there is (1) a facility that accommodates use [such as a formal trail or benches] or (2) an amenity that piques visitors’ interest [such an interpretive signage].

Park Needs for Youth. When asked how to improve parks and open spaces so that they are more appealing to intermediate school-aged youth, a number of ideas were suggested on the survey and during dialogue with the students. The most common responses that generated excitement included: (1) a Skateboard Park and (2) a BMX Bike Course.

Interestingly, the intermediate school-aged cohort expressed interest in playgrounds that included challenging or unique types of play apparatus, such as swings and merry-go-rounds. It is likely that existing playgrounds on school properties continue to serve as a drawing card for this age group. Perhaps playgrounds on school properties symbolize a “meeting place” for friends, allow for unstructured “play” and are considered very safe environments.

Other non-traditional ideas that would generate appeal amongst intermediate school-aged youth included: (1) an outdoor paintball maze/labyrinth, (2) an ice hockey rink, (3) food concessions within a park site that range from a coffee shop to seasonal food vendors.

HIGH SCHOOL YOUTH/ YOUNG ADULT OUTREACH SESSION

Planning for Shorewood Parks

Class	Mike Gregornik, Adventure Education
Participants	17 Students
Age	11 th -12th Grade Students (Ages 16-18)
Location	Shorewood High School
Date	May 23 & 25, 2007 (two sessions)
Format	<ul style="list-style-type: none">▪ Questionnaire / Survey▪ Discussion about Parks and User Needs

Summary

An interested and vocal group of 17 high school-aged students participated in two sessions to suggest recommendations for improving parks and recreational facilities in the Village of Shorewood. The majority of the workshop participants were reared in Shorewood, and therefore represented a collective “institutional memory” of how parks and schoolgrounds are utilized.

Park Use, High School Ages. The most frequently visited sites by high school-aged participants were Atwater Park and Lake Bluff School Ground. Several parks, including Hubbard and Estabrook were visited “sometimes and rarely”. River Park and the Atwater Elementary School Ground were the least visited sites.

Park Quality Ratings. In general, park quality was scored in the “good to average” category. The majority of the students could not provide a rating for the Nature Conservancy, due to the infrequency of use.

Park User Groups. High School-aged students perceived that parks cater to specific age groups. In general, children of kindergarten-elementary school ages -- as well as middle-aged adults -- are commonly observed in parks. There was a split opinion regarding frequency of use of intermediate school-aged users. However, high school and college-aged single adults appear to be the most infrequent users of parks.

Adventure Recreation Opportunities. The participants are actively engaged in outdoor recreation, and generally participate in activities in locations beyond the Village proper. Recreating at Atwater Beach (kayaking, swimming, volleyball and beach games, relaxing) sparked a high level of interest amongst the high school-aged participants. The discussion of Atwater Park was focused on the beach environment, with less attention given to the upper terrace that represents the main appeal for many other users.

The students noted that there are limited opportunities to provide for “adventure recreation” in Shorewood. However, it was suggested that open water kayaking in Lake Michigan, rope climbing, hiking and canoeing could be explored as recreational offerings.

Improvement Opportunities. The participants provided recommendations for improving the various park/schoolground sites. Suggestions included facility development, bike and pedestrian accessibility, signage, safety and security features, and aesthetic enhancements. (see attached survey responses for detailed recommendations, pages 5-7 of this section of the document).

Safety and Security. Overall, park and schoolgrounds were viewed as fairly safe. As with the intermediate school-aged students, the schoolgrounds were viewed as the safest park environments in the Village. Estabrook Park was observed to be slightly less safe than other park facilities.

The Oak Leaf Trail was viewed as the least safe of all facilities evaluated, and the majority of survey respondents characterized the trail as “unsafe to very unsafe.” Dialogue regarding safety issues (perceived and real) were primarily limited to the Oak Leaf Trail. Besides issues of accessibility, the remainder of the comments were related to improving visibility, wayfinding, solving user conflicts – all of which are relevant to safety concerns.

DISCUSSION COMMENTS, HIGH SCHOOL

Are there opportunities for adventure recreation in Shorewood's parks?

- Open water kayaking (Lake Michigan)
- Canoeing (river)
- Ropes Course
- Rockwall for "bouldering" (more horizontal than vertical wall)
- Swimming on Lake Michigan (Atwater Park + Beach)

List qualities, issues and recommended strategies to solve issues in various park sites:

ATWATER PARK

Qualities

- Upper terrace views
- Well-kept playground
- Sufficient seating
- Overlook area provides the best view to the lake, beach, bluff

Issues

- The building below the overlook platform is obsolete
- The beach is neglected
- The landscape of the upper terrace is not colorful, and needs flowers
- Stairs are not interesting or manageable for some users
- The bluff pathway terminates to "nowhere"

Recommendations

- Improve the water quality and beach quality, and determine wave-dynamics needed to flush-out rotting algae
- Reconstruct or remove pier structures
- Encourage a variety of "beach games" – volleyball, paddleball, others
- Establish a beach-concession for food and rentals
- Establish a major attraction, such as a beach house, within the beach environment
- Make the bluff environment more interesting by adding elements such as look-out seating
- Revegetate and restore bluff
- Add floral interest in the upper terrace

RIVER PARK

Qualities

- Good fields and maintained turf quality
- Facility to have picnics under a roof (shelter)

Issues

- Turf quality suffers from soccer use
- There is no floral interest in the park
- Sports uses are limited to only baseball and soccer (non-diverse)
- Shuffleboard pad is obsolete
- There are no public restrooms or bubblers for use outside of ballgames

- The batting cage is poor quality

Recommendations

- Construct publicly accessible (private) batting cage
- Open restrooms
- Diversify sports that could include “independent field users” (ex., lacrosse) or basketball (need courts)
- Consider skateboard facility (this is difficult to gauge how much it would be used, since there is no skate park on the North Shore, and therefore use levels cannot be observed locally)

HUBBARD PARK

Qualities

- The park is an “undiscovered gem”
- Architectural qualities of buildings

Issues

- There is a lack of activity. Some of the activity diminished when the library facility was moved from the park
- The youth pavilion is an underutilized / undervalued resource
- Canoeing is difficult in this stretch of the river, due to shallow depth; once canoe departs Hubbard Park, it is difficult to return upstream

Recommendations

- Establish an attraction that can be marketed, and therefore enhances levels of use
- Take advantage of the river resource for canoeing, fishing, interpreting, views, educational study
- Retain the park’s passive nature; Be sensitive to “opening the park” to masses off people and uses
- Avoid cluttering the park with facilities, such as a playground (playgrounds at schools are underutilized during non-school hours, anyway)
- Encourage greater educational use of building spaces
- Incorporate signage to identify trails and help wayfinding
- Add more entries (formalized) for bikes and pedestrians that link Hubbard Park and the Oak Leaf Trail
- Install bike racks so that cyclists can park and walk the site and the nature trail
- Consider working with the Urban Ecology Center to establish a portaging service that allows canoes to “put in” at Hubbard (or Estabrook) Park, and “pull out” at Riverside Park
- Work with new Horizons (alternative school with an environmental focus) to participate in outdoor recreation and resource management of Hubbard Park
- Explore repelling opportunities (talk to Urban Ecology Center, re: liabilities and monitoring)

OAK LEAF TRAIL

Issues

- Perception that the trail is not safe, especially during certain hours
- The trail vegetation is too enclosed and promotes an unsafe feeling
- The absence of signage makes it difficult to “find the way”
- There are user conflicts, especially between bikers and dog-walkers or bikers and small children (random movements of dogs and children create conflict)

Recommendations

- Widen trail surface
- Evaluate the pros and cons of striping or non-striping of pedestrian and bike lanes
- Improve vegetation quality within the corridor
- Create some open views (clearings) to the Milwaukee River
- Improve access between the Village and the trails
- Add lighting to promote security (summer events in Milwaukee draw residents downtown on bikes during evenings)
- Add safety devices, such as phones
- Formalize the entry at Capitol Drive to allow for policing (police car access)

ESTABROOK PARK

Issues

- There is both real and perceived “indecent activities” that occur in parking lots
- Need for additional ballfield
- No “home field” for 8th grade level and older
- Need tennis course, as most within the Village are “booked”

Recommendations

- Create a “sports hub” with ballfields that radiate from a central locus, divided by volleyball pits and soccer fields
- Provide concession near the lower falls for fishermen
- Construct picnic shelters next to a playground and sportsfield to maximize opportunities for use/rental

ATWATER BEACH CONCEPT PLAN

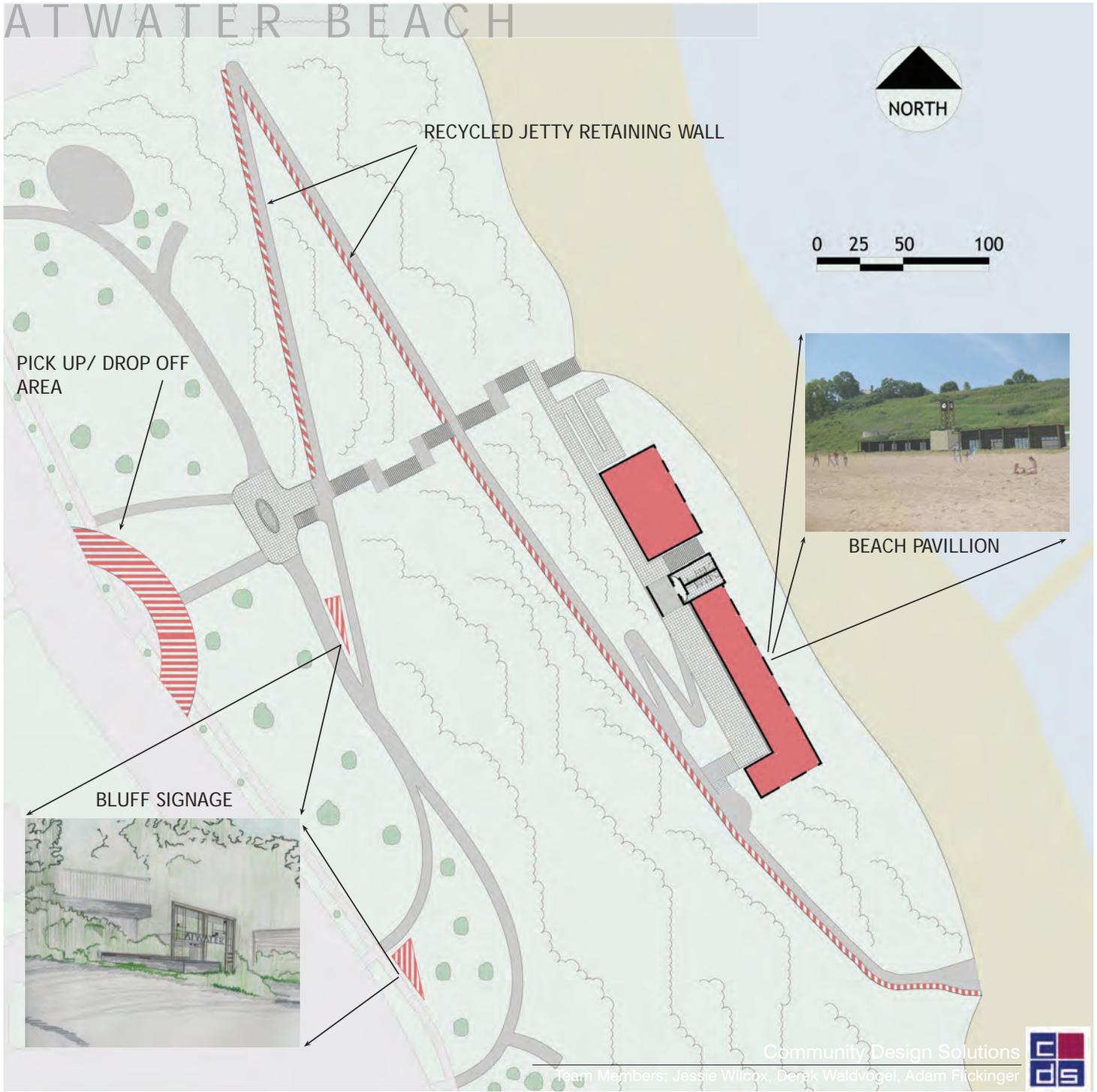
The Friends of Atwater Beach (FAB)
Center for Design Solutions (University of Wisconsin-Milwaukee)

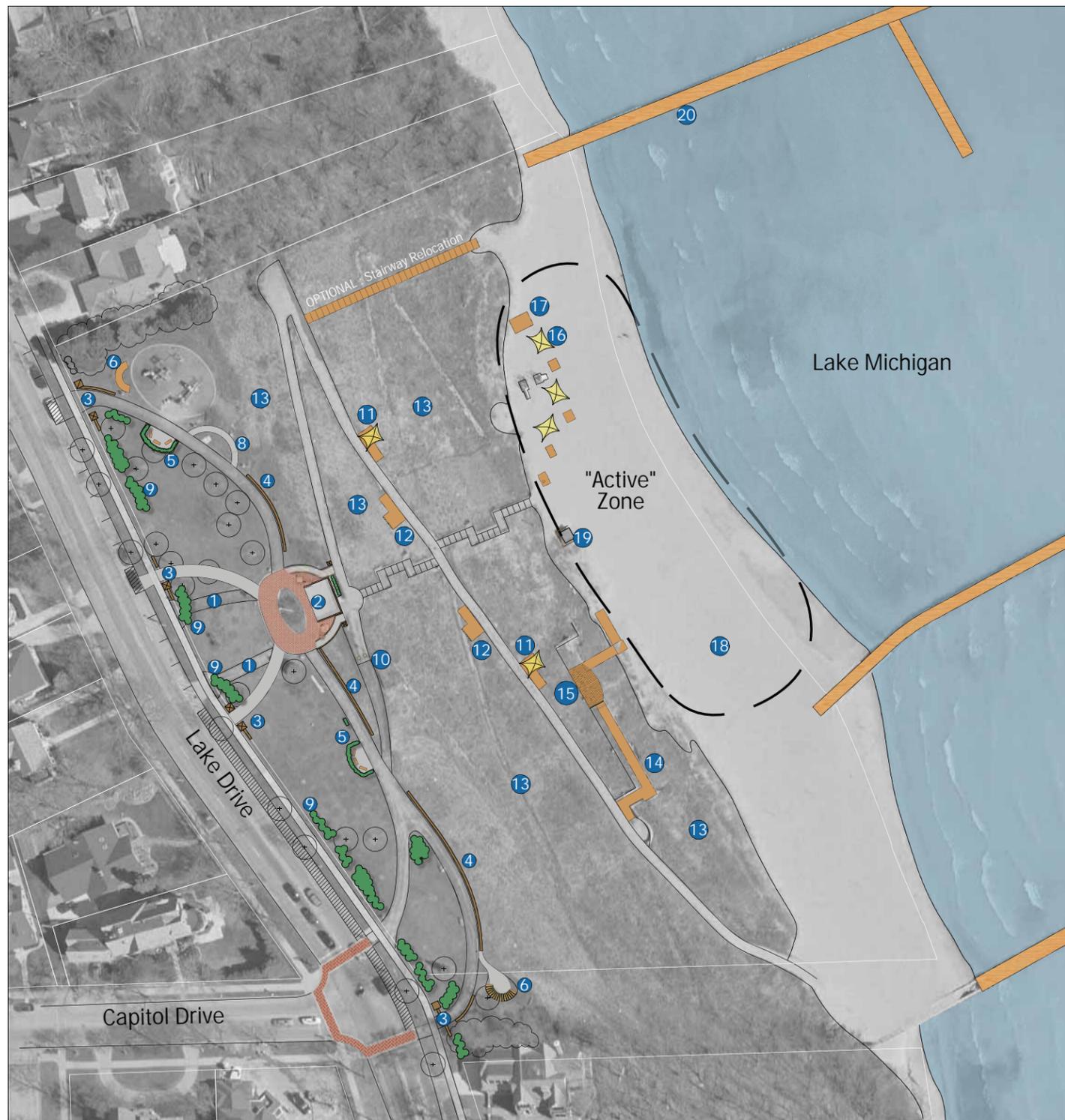
The Friends of Atwater Beach (FAB) worked in collaboration with the Center for Design Solutions (a University of Wisconsin-Milwaukee Idea Initiative) to develop a concept plan for Atwater Beach. Conceptual ideas focus on the beach environment of the park, as well as park elements that provide access to the beach. FAB was established in 2007 to help finance and bolster support for beach rejuvenation.

FAB was an active participant in the development of this Comprehensive Outdoor Recreation Plan, although design concepts expressed in the following illustration were generated through the collaboration with UWM's Center for Design Solutions.

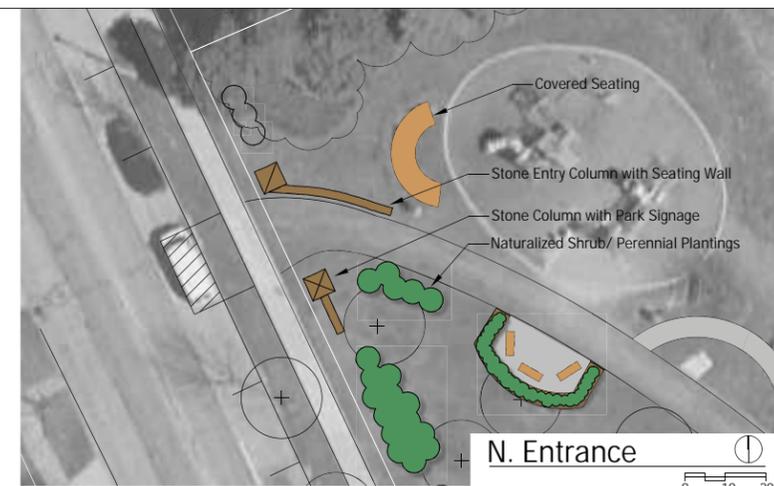
Atwater Beach Concept Plan

Friends of Atwater Beach
Center for Design Solutions, University of Wisconsin-Milwaukee
September 2007

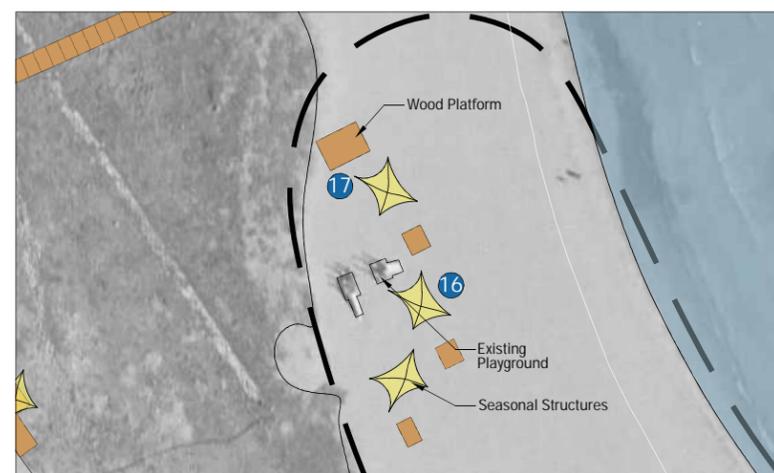




Park



N. Entrance



Beach "Active" Zone

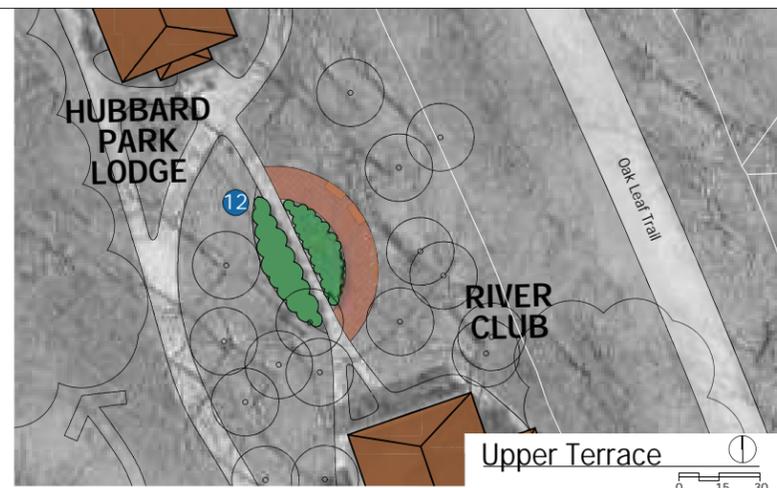


Central Overlook

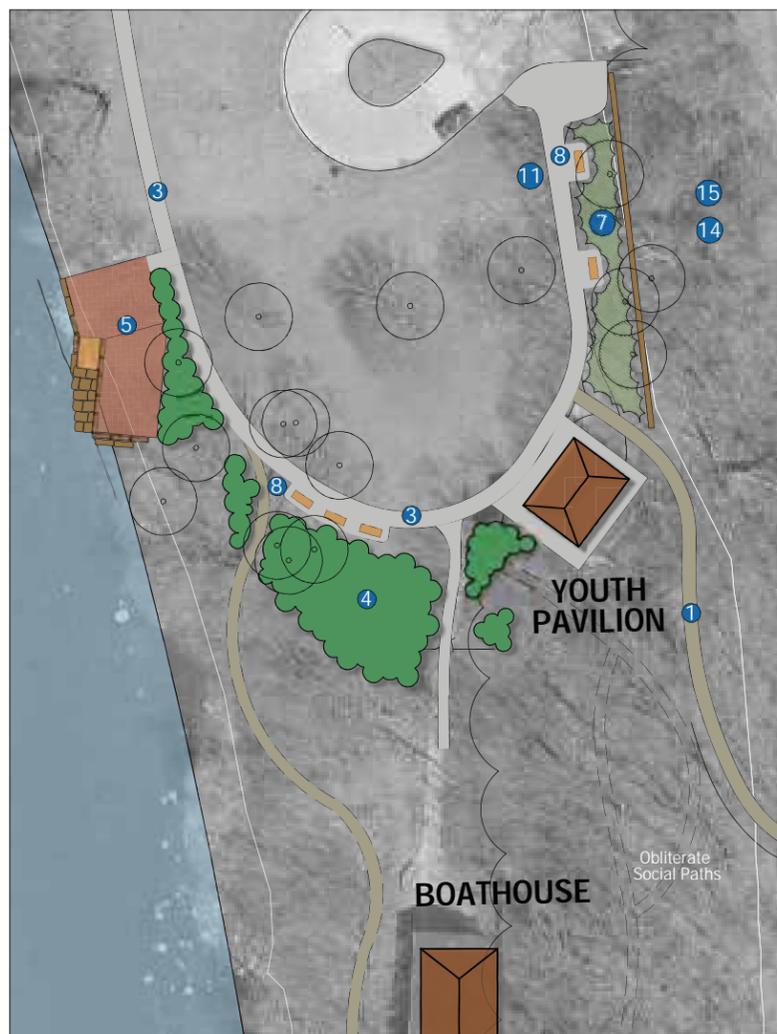
- 1 Remove & reconstruct inner path to overlook feature
- 2 Expand overlook feature
- 3 Construct entry gateway features (4)
- 4 Construct low wall features
- 5 Redesign seating nodes (2)
- 6 Construct permanent shade structures (2)
- 7 Replace benches (22) and trash receptacles (6)
- 8 Connect seating overlook area to existing path
- 9 Install shrub & perennial plantings
- 10 Remove chain link fence/ install removable bollards on path
- 11 Construct viewing/seating deck overlooks on outer path (2)
- 12 Construct seating nodes on inner path (2)
- 13 Restore & maintain native vegetation on bluff
- 14 Construct boardwalk between path & beach
- 15 Erect permanent shade structure on former beach house foundation
- 16 Install seasonal tensile shade structures (3)
- 17 Construct & install seasonal deck platforms (3)
- 18 Relocate sand volleyball facility
- 19 Construct privacy screen around portable toilet
- 20 Reconstruct breakwater/pier structures



Park
0 25 50

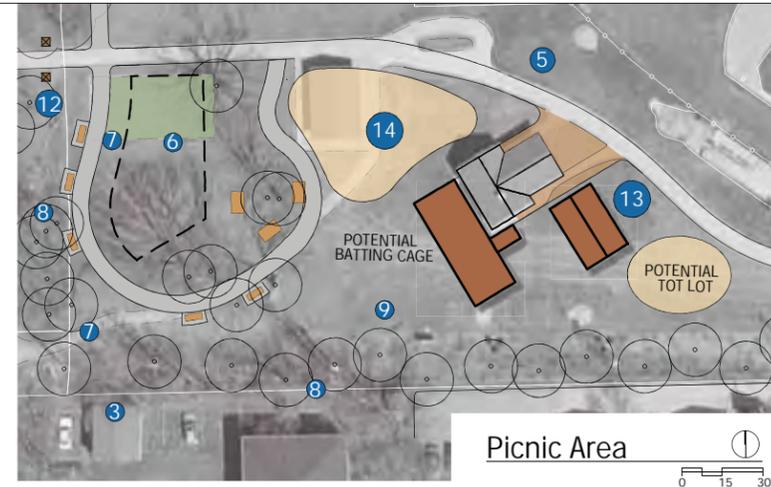
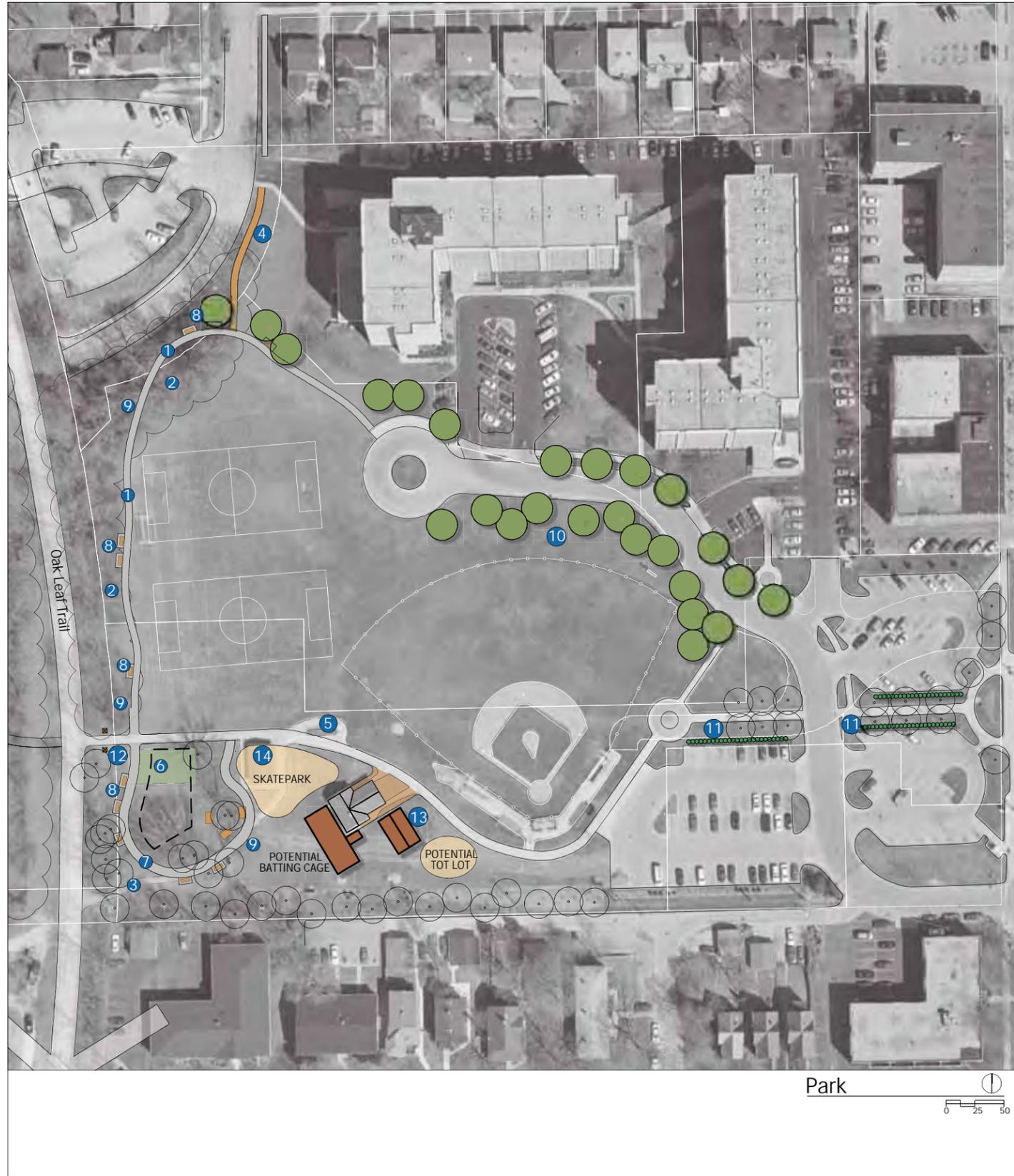


Upper Terrace
0 15 30



Lower Terrace
0 15 30

- 1 Construct path between Oak Leaf Trail and Lower Terrace
- 2 Establish entry monument/sign at new path access location
- 3 Construct paved path extension within lower terrace area
- 4 Install shrub and perennial plantings in lower terrace
- 5 Construct multi-purpose overlook platform/canoe launch at river edge
- 6 Construct stone fishing/viewing platform at river edge
- 7 Excavate limestone retaining wall near Youth Pavilion
- 8 Construct bench pads and install new bench seating in lower terrace (5)
- 9 Stabilize and formalize nature path along river (north)
- 10 Replace luminaries/light portion of park lamp fixtures (12)
- 11 Fabricate and install interpretive signage/park map (3)
- 12 Construct courtyard in upper terrace area
- 13 Replace wooden stairs and seat benches
- 14 Remove invasive and unhealthy vegetation
- 15 Supplement native vegetation in areas of disturbance
- 16 Install "restoration in progress" signage



- 1 Construct circuit path (8' width) around western edge of sports fields
 - 2 Clear invasive vegetation (western edge); restore with native vegetation
 - 3 Remove southernmost trail access (Oak Leaf Trail)
 - 4 Construct boardwalk stairway to Hubbard Park parking lot
 - 5 Remove planting node along existing path
 - 6 Remove shuffleboard court and replace with turf
 - 7 Extend circuit path into wooded area (southwest corner of park)
 - 8 Install benches along entire circuit path (10)
 - 9 Install lighting along path
 - 10 Plant street tree vegetation (buffer) along northern perimeter
 - 11 Install additional planting along Oakland Ave. pedestrian entry
 - 12 Establish entry monument/sign at new path access location
 - 13 Relocate the open picnic shelter
 - 14 Construct a skatepark in the southwest corner of the park
- OPTIONAL: construct small tot lot playground near existing ball diamond
- OPTIONAL: construct permanent batting cage facility



Park
0 150 300



Lower Falls Recreation Area
0 40 80

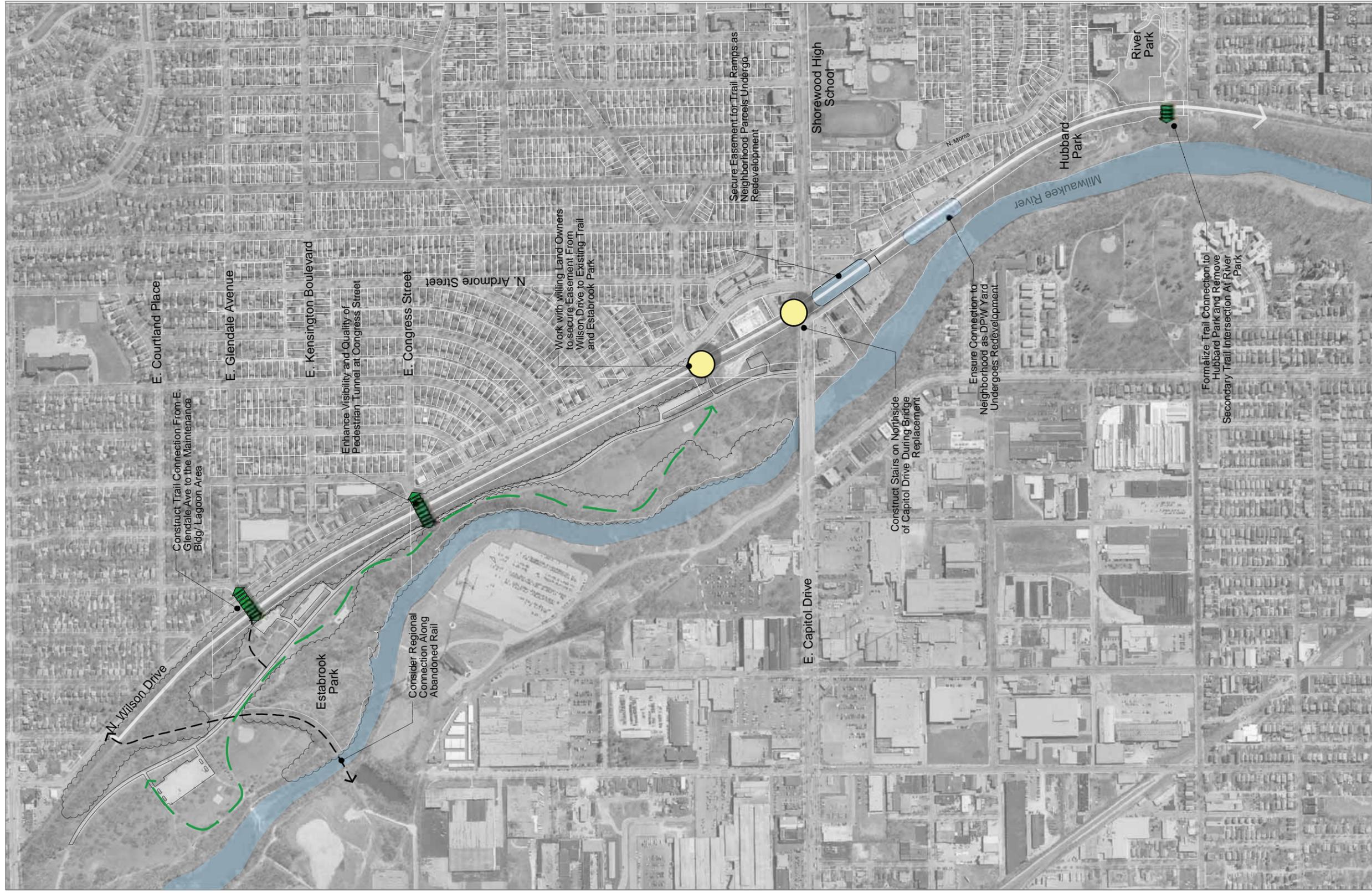
- 1 Construct path connection between the lagoon feature and W. Glendale Avenue
- 2 Rehabilitate underground pedestrian tunnel (Congress Street)
- 3 Secure trail easement and construct path at W. Olive Street
- 4 Restore maintenance building for community uses
- 5 Restore restrooms
- 6 Rehabilitate exterior landscape of building
- 7 Construct shelter/pavilion at south end of lagoon
- 8 Remove out-buildings at rear of Maintenance Building
- 9 Restore existing pavilion for community uses
- 10 Restore restrooms
- 11 Rehabilitate exterior landscape and install bench seating
- 12 Improve turf quality and drainage of open field (north of pavilion)
- 13 Construct covered picnic shelter
- 14 Remove portion of asphalt parking surface to accommodate recreation facilities
- 15 Construct tennis courts (4)
- 16 Construct skate park
- 17 Expand existing baseball diamond to accommodate adult league
- 18 Obliterate in-line hockey court
- 19 Formalize social paths along River
- 20 Restore restroom
- 21 Construct covered picnic shelter
- 22 Regrade existing soccer fields to accommodate greater use

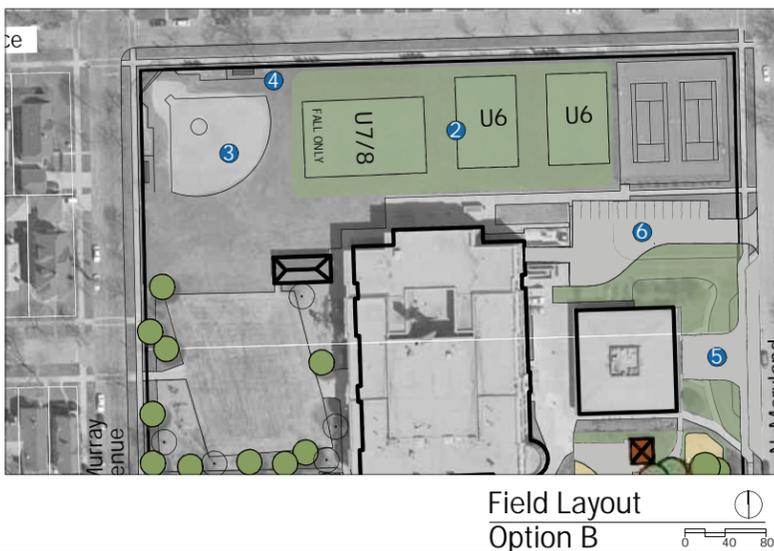
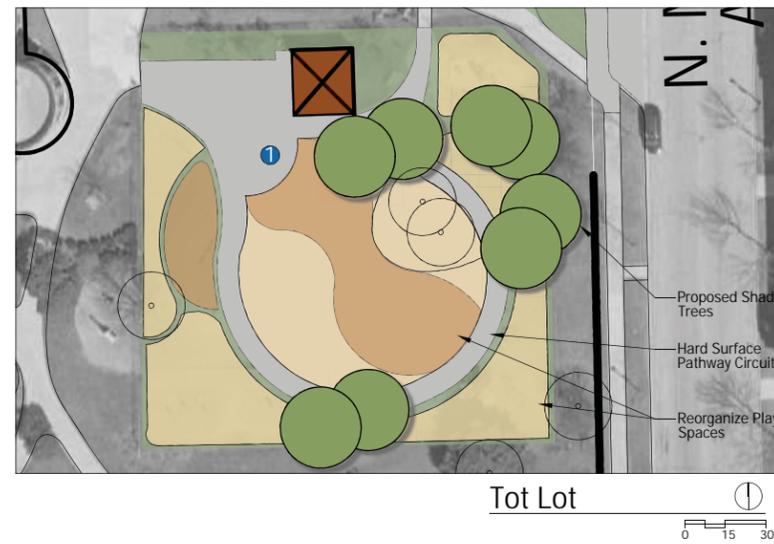
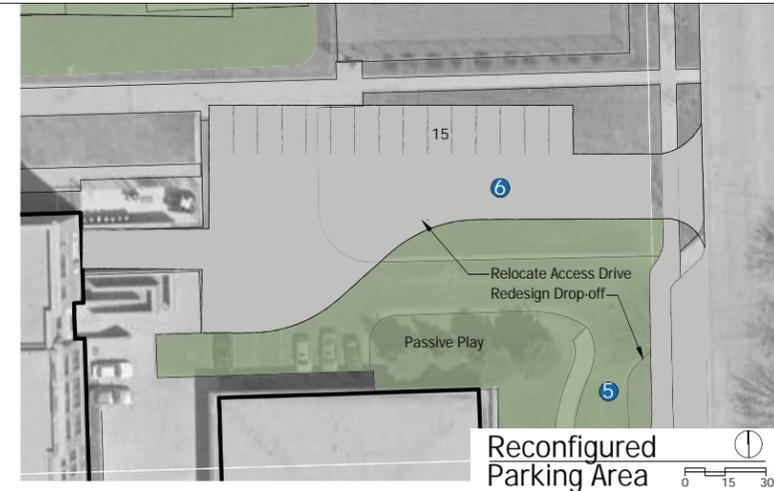


South Picnic Area
0 40 80



Maintenance Building Area
0 30 60





- 1 Construct new tot lot playground
 - 2 Upgrade existing turf playfield
 - 3 Upgrade existing ball diamond
 - 4 Install bench seating/bleachers at ball diamond (2 rows, 2 sections)
 - 5 Reconstruct vehicular drop off and Kindergarten entry court
 - 6 Modify existing parking and loading area (north of Kindergarten Bldg)
 - 7 Install shade trees within west paved playground
 - 8 Install shrub plantings along west edge of front entry lawn
- OPTIONAL: Irrigate turf field



School Ground



Option A

Option A

- A** Relocate Existing Tennis Courts
- B** Relocate Warming Hut and Garage Structure
- C** Regrade existing sports fields to single gradient
- D** Reconfigure parking lot
- E** Implement pedestrian entryways along north site boundary



Option B (Preferred)

Option B

- 1** Reconstruct tennis courts (2)
 - 2** Remove and Reconstruct Warming Hut and Garage Structure
 - 3** Regrade existing sports fields to single gradient
 - 4** Reconfigure parking lot
 - 5** Implement pedestrian entryways along north site boundary
- OPTIONAL: Irrigate turf field