

COMPREHENSIVE OUTDOOR RECREATION PLAN

PARK, TRAILS, OPEN SPACE AND SCHOOL GROUNDS



July 6, 2015

VILLAGE OF SHOREWOOD

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Comprehensive Outdoor Recreation Plan

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INTRODUCTION

Section 1

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. This plan is an update of the 2007 Comprehensive Outdoor Recreation Plan, adjusting for improvements realized since its adoption.



ATWATER PARK BLUFF

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 and identified recreational needs.

Examination of existing acreage that accommodates active sports, such as baseball and soccer, was investigated during the original planning process and updated. The original plan identified underutilized open areas in parklands that were also considered for providing for additional field space for active sports. The number and scale of baseball/softball and soccer fields were deficient in accordance with needs in 2007. The Village was encouraged to continue collaborations with the Shorewood Kickers, Little League, School District and others regarding sports field development and improvements.

This plan represents an update of the 2007 plan. Shorewood's previous park plan dated back to 1992. 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.

PLANNING PROCESS

The 2007 plan involved 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 PDI. As part of that planning process, representatives from organizations and interested citizens were invited to participate.

Updating the plan involved the Village, Parks Commission, and various stakeholders. Following approval of the updated Vision 2025 Plan early 2014, the Village embarked on creating a Strategic Management Plan and is in the process of formulating an Implementation Plan which will contribute to park improvement priorities in 2015.

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 13,162. 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.

Hubbard Park skating pavilion, built 1936



To the credit of the Village, Milwaukee County, and 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 1: PARK DEVELOPMENT HISTORY

SITE		FORMER USE
Atwater Park	Reclaimed	Lakeshore bluff environment that historically functioned as a "dumping ground" prior to being dedicated for recreational uses
River Park	Reclaimed	Acreage that once accommodated the Oakland Avenue Railyard (Milwaukee Electric Railway & Light Company)
Humble Park	Reclaimed	Acreage (1960s) that accommodated a service station facility
Oak Leaf Trail	Reclaimed	A converted rail corridor(1990s) for recreational use
Triangle Park	Residential Acreage	Residual residential parcel in the Kensington Heights neighborhood
Nature Conservancy	Acquired	Lakeshore bluff environment that represents an assembly of private residential parcels (1979)
Hubbard Park	Converted	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	Established	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

Since the adoption of the 2007 Park Plan, subsequent related plans were also adopted. This update incorporates recommendations from the 2009 River Riparian Plan and 2010 Atwater Park Master Plan. Recommendations in these plans have not been fully implemented. It remains likely that budgetary constraints, competition for capital improvement funds, and insufficient staff hours committed to park management have impeded intentions to enhance park facilities. Since the 2007 plan adoption, a Parks Commission was formed to assist in prioritizing and implementing recommendations.



RIVER PARK

CENTRAL DISTRICT MASTER PLAN (2006)

The Central District Master Plan (CDMP) provided a vision for how Shorewood's central business district could grow and change in the future. It set a new direction for the District with residential, commercial, and mixed-use opportunities as well as enhanced parking and open space. Parks included in the planning area include River, Hubbard, and the Atwater School Grounds. The Village updated that plan in 2015.

River Park

The 2006 CDMP proposed a redevelopment on the site of the parking lots along Oakland Avenue. A new green space should 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 2015 CDMP removed River Park as a potential redevelopment opportunity, but supports a comprehensive design for any future park improvements.

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 and south of Capitol Drive within the B-4 River District. An assisted living and memory development is scheduled for completion late 2015.

Atwater School Grounds

The 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. The streetscaping completed in 2010 in this section of Capitol Drive, included raised landscaped beds and biofiltered recessed vegetation beds, to enhance the Garden District theme.

VISIONING 2025

The purpose of the plan was to create a community-wide overall vision for Shorewood and was updated in 2014 with input from focus groups and at public workshops. Input was focused on what the community valued about living in Shorewood, what the concerns are 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 parks were referenced in a general sense.

RIVER DISTRICT RIPARIAN RESTORATION & TRAIL PLAN (2009)

A Riparian Plan was adopted in 2009 that addresses restoration of the bluff along the Milwaukee River extending from Hubbard Park to East Capitol Drive. The plan also develops a trail system. Three parcels along the river in the B-4 River District are privately owned. Two of the parcels were combined for a senior assisted living development that will be completed by late 2015. The bluff along those two parcels was dedicated to the Village. The Village supports redevelopment of the third parcel with a goal that the bluff would be conveyed to the Village and the riparian plan could be fully implemented.

ATWATER PARK MASTER PLAN (2010)

The Atwater Park Master Plan presented site improvement alternatives for the upper terrace, bluff and beach. The plan recommended greater amenities to accommodate a diverse group of users, focusing on accessibility and recreation.

Parklands, Open Space and Trails



- 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

Section 3

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 within the Village.

POPULATION FORECASTS

The population served by the parks and open space facilities in the Village of Shorewood is approximately 13,162 (as of the US Census, 2010). This figure represents a population decline of 4% since 2000.

However, given new housing development since the last Census and planned development in the Village, the population is anticipated to increase. Over the next ten years, it is estimated that the population will increase by approximately 500 persons. The Wisconsin Department of Administration recently forecasted a decrease in population in 2015 and then small increases the following 10 years.

TABLE 2: PROJECTED POPULATION, VILLAGE OF SHOREWOOD

1980	1990	2000	2005	2010	2015	2020	2025
14,116	13,956	13,763	14,155	13,162	13,130	13,300	13,180

Prepared by Demographic Services Center, Wisconsin Department of Administration, 2014

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.

The population of the Village decreased by approximately 600 persons between 2000 and 2010. While population decreased, some age groups increased. The largest increases were seen in the 20-29 and 60-69 age groups. The largest decreases were seen in the 40-49 and 70-79 age groups. The following graph shows the change in age structure for Shorewood and Milwaukee County.

TABLES 3: SHOREWOOD AGE GROUP DISTRIBUTION, 2000 - 2010

Age Group	2000		2010		2000-2010
	Number	%	Number	%	Percent change
Under 5 years	668	5%	658	5%	-1%
5 to 9 years	802	6%	648	5%	-19%
10 to 14 years	871	6%	777	6%	-11%
15 to 19 years	783	6%	699	5%	-11%
20 to 29 years	2081	15%	2610	20%	25%
30 to 39 years	2110	15%	1669	13%	-21%
40 to 49 years	2283	12%	1716	13%	-25%
50 to 59 years	1702	12%	1859	14%	9%
60 to 69 years	953	7%	1347	10%	41%
70 to 79 years	930	7%	664	5%	-29%
80 years and over	580	4%	515	4%	-11%
TOTAL	13,763	100%	13,162	100%	

Census Bureau, 2000 and 2010

HOUSING

The total number of occupied housing units within the Village (2010) 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 rental market. The diversity of housing in the Village of Shorewood is characterized by a high concentration of renter-occupied housing (53.4%) in 2010. This trend is largely due to the Village's proximity to the University of Wisconsin-Milwaukee and Downtown Milwaukee and availability of rental housing for young urban professionals. There is a growing demand for multifamily housing versus purchasing a single-family home for some population sectors.

IMPLICATIONS OF POPULATION TRENDS

- The Village of Shorewood witnessed a slight but steady decrease in population between 1980 and 2010. Based on market trends, the Village anticipates an increase of 500 persons to the population base between 2010 and 2020. Therefore, use and demand of public recreational spaces will likely increase.
- The American Community Survey estimates that nearly two-thirds of Shorewood residents have moved in during the last decade. Although Shorewood's population continues to decrease slowly, the Village is attracting and losing specific demographic groups.
- The 59.4% increase in residents aged 20-24 is significant, as is the 74% jump in residents aged 60 to 64 (American Community Survey 2007-2011). The growth in baby boomers is a national trend, but Shorewood is keeping/capturing more than all comparable communities except for Whitefish Bay (75.5%)
- Between 2000 and 2010, 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 a 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 probably focus on high-density 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

A review of the Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2011-2016 indicates similar findings with national trends related to nature-based outdoor recreation activity. According to the 2005-2009 National Survey on Recreation and the Environment, the biggest change in Wisconsin has been the migration of rural populations to urban centers, which is reflected in increased demand for urban-based recreational activities. The top growth in Wisconsin recreation activities by percent is in outdoor handball or racquetball, soccer, kayaking and surfing.

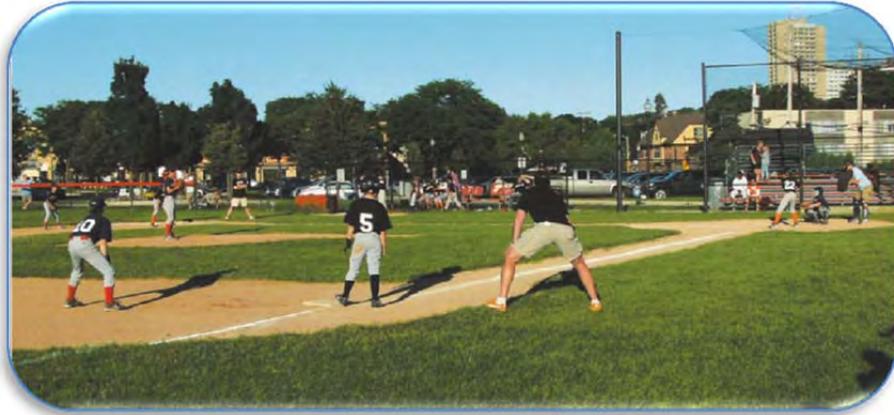
The following table was taken from the Wisconsin Outdoor Recreation Plan, projecting recreation trends that considered the percentage changes in recreation participants, as well as industry forecasts and opinions from recreation professionals, to suggest which activities will be popular in the future. These observations are made for a five year period, and therefore reflect the most pressing demands on recreation in the immediate future.

TABLE 4: PROJECTED TRENDS IN WISCONSIN OUTDOOR RECREATION ACTIVITIES

Increasing Demand 	Adventure racing	Popular as both an individual and a group activity.
	Driving for pleasure	An easy activity for the aging baby boomer generation.
	Developed/RV camping	Baby boomers are a continued driving force for this growth.
	Kayaking	Cheaper entry points have attracted more participants.
	Visit a dog park	Urban residents continue to demand more of these areas.
	Soccer outdoors	Youth growth is still strong in urban areas.
	BMX biking	X Games popularity may be driving this growth.
	Climbing	Indoor climbing walls have led to an outdoor resurgence.
	Stand up paddling/paddleboarding	A fast growing water sport sweeping the country.
	Triathlon (on- and off-road)	Varying distance events have allowed for growth.
	Off-highway vehicle driving	Post recession growth continues.
Gardening or landscaping for pleasure	The "grow local" concept is taking hold at many levels.	
Stable Demand 	Walk for pleasure	Market saturation does not allow for large growth.
	Running or jogging	Gen Y is replacing the baby boomers for this activity.
	Water parks	Recession may have caused this growth to slow.
	Motorboating	Still easy access in a water-based state.
	Day hiking	Popular with many generations.
	Golf	Time constraints do not allow for growth.
	Tent camping	Continues to be stable, but growth is illusive.
	Snowboarding	May have peaked after 20 years of growth.
	Trail running	A stable niche activity with Gen Y.
	View/photograph wildlife	An easy activity that spans generations.
	Bicycling (road and non-paved)	Popular with many generations – access is still key.
	Snowshoeing	After large growth, this has stabilized.
Decreasing Demand 	Hunting	Continues to struggle with generational loss and private access.
	Inline skating	A large decrease in the last six years, the bottom may be near.
	Skateboarding/skate parks	Gen M is free-skating with longboards.
	Horseback riding on trails	Recession impacts have caused this to decrease with no rebound.
	Softball	Baby boomers continue to leave this sport.
	Downhill skiing	Gen Y does not have the numbers to replace aging baby boomers.

Comprehensive Outdoor Recreation Plan

Recreation associations in Shorewood, such as the Shorewood Kickers, Shorewood Boys Youth Lacrosse Club 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.



RIVER PARK

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 136 acres of public outdoor recreation space within the Village of Shorewood. The Village, Shorewood School District and Milwaukee County own and manage publicly-accessible recreation acreage in the community. Partnerships between the Village and other recreation management authorities represent 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	33.7	24.6%
Milwaukee County	93.6	68.4%
Shorewood School District	9.5	7.0%
TOTAL	136.8	100%

Village of Shorewood Park Facilities

Although Village parks represent only 24% 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, which holds seven percent of outdoor public space, 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, the intermediate school and high school 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 (68%) 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 regional 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
High School/Intermediate School	School Ground	6.6
TOTAL		136.8

PARK AND RECREATION STANDARDS

The National Recreation and Park Association (NRPA) have 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).

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, inventory of the existing facility base was completed in 2007 and updated. This analysis examines park, open space, trail and school grounds. The following table lists primary recreational uses within specific sites:



RIVER PARK

TABLE 7: INVENTORY OF PRIMARY PARK USES

Facility	Primary Recreational Uses	
Atwater Park	Scenic viewing /Leisure Resting/Public Art Walking Children's Play	Volleyball (sand) Picnicking Swimming (beach)
Hubbard Park	Scenic viewing /Leisure resting Walking Picnicking Beer Garden	Fishing (river) Canoeing Special community events
Humble Park	Leisure resting	
Triangle Park	Leisure resting Unstructured play	
River Park	Baseball/Soccer Picnicking	Walking Leisure Resting
Nature Preserve	Walking Nature viewing	
Estabrook County Park	Baseball/Softball Soccer Volleyball (sand) Disc Golf Unstructured field-play Cross-country skiing	Fishing (river) Walking/Jogging Bicycling Picnicking Nature Viewing Dog Park
Oak Leaf Trail	Bicycling Walking/Jogging	Inline Skating
Atwater Elementary School	Children's Play Soccer Baseball/Softball	Tennis Unstructured field-play
Lake Bluff Elementary School	Children's Play Soccer Baseball/Softball	Unstructured field-play Ice skating
High School and Intermediate School	Track Football Tennis courts	Open space Baseball Soccer

Recreational facilities maintained by the Village represent a fraction of total facilities available to Shorewood residents. 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.

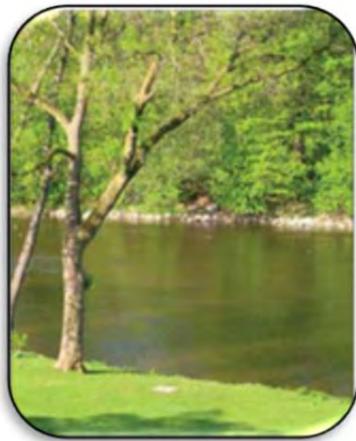
TABLE 8: SUMMARY OF ACTIVE SPORTS AMENITIES AND ORGANIZED PLAY AREAS

Sports Amenities	Quantity TOTAL	Village	Schools	County
Baseball/Softball Diamond (youth)	5	1	4	1
Soccer Fields	9 2 (U6) 3 (U7/U8) 2 (U9/U10) 2 (U11/U12) 0 (U13)	2	4	3
Tennis*	7	-	7	-
Children's Play	8	2	4	2
Volleyball (sand)	4	2	-	2
Skatepark	0	-	-	-

*2012 two courts were removed from Lake Bluff Elementary and planned replacement

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:



HUBBARD PARK

Atwater Park

Recreation 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		
Restrooms	x		x		Locked
Public Art	x	x			Private donation of <i>Spillover II</i> by Jaume Plensa Sculpture, 2010, installed on terrace
Seating wall	x	x			New limestone seating wall along southern upper path
PLAY APARATUS					
Upper	1	x			Replaced 2015
Lower	1	x			Replaced 2013
SITE FURNITURE					
Bench	16	x	x	x	Quality varies; 3 different bench designs (2 new)
Bike Rack	2	x			
Trash Receptacle	10	x			Regular and recycle bins; 1 cement at restroom poor condition
Drinking Fountain	1		x		
LIGHTING					
Pathway	6		x		Poles along street curb. No lights directly in park
WALKS					
Public Sidewalks	x	x			
North beach boardwalk	x	x			Constructed 2011
Int. walks (paved)	x	x	x		Terrace and upper path good. Lower switchback fair.
Southern connection	x			x	Grid-like short path connection between 2 paths near sculpture
LANDSCAPE					
Trees in mowed turf	x	x			
Shrub plantings	x		x		
Natural area	x		x		Some revitalized; annual bluff maintenance after 2011 and removal of invasive species
Annual/perennial	x	x	x		Requires higher level of maintenance
OTHER					
Signage	1			x	Entrance sign is outdated and obscure due to low height
Path gate	1	x			Installed at top of switchback 2012 to prevent access after park closes

Comprehensive Outdoor Recreation Plan

Hubbard Park

Recreation Features & Amenities	Present/Quantity	Condition			Hubbard Park Comments
		Good	Fair	Poor	
SPECIAL SITE FEATURES					
Boat House	x	x			Graffiti present
Youth Pavilion	x		x		graffiti present
Hubbard Pk. Lodge	x	x			Leased space for restaurant uses
River Club	x	x			Leased/reservable space for public/private events; Beer Garden opened 2014 as part of lodge with bike amenities and access off of Oak Leaf Trail
Parking Lot	x	x			
Utility facility	x			x	
SITE FURNITURE					
Bench	25		x		Brown and green wooden benches have experienced deterioration. 1 new bench, . 4 bench styles total.
Trash Receptacle	11			x	cement with wood or metal covers
Flagpole	1		x		
LIGHTING					
Pathway	5		x		On section of unused path
Parking Lot	4	x			
WALKS					
Public Sidewalks	x	x			
Int. walks (unpaved)	x		x		Some surficial erosion
Int. walks (paved)	x		x		Stairs are significantly deteriorated; drainage issues and stormwater pooling in sections of walkway
LANDSCAPE					
Trees in mowed turf	x	x			
Shrub plantings	x		x		
Natural area	x		x		Invasives are present
Annual/perennial	x	x			
Retaining walls	x	x	x	x	various walls and various materials
Erosion	x			x	On natural path, hillside and southern bluff area
OTHER					
Fencing	x		x		Chain link fence along rail corridor to permit park access from Oak Leaf Trail; damaged in places
Signage park entry	x	x			Replacing Menlo Blvd monument sign 2015; Hubbard Lodge sign parking lot

River Park

Recreation 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			Permanent structure
Soccer Field	1	x			Visible wear near goals, need storage area for goals
SPECIAL SITE FEATURES					
Bleachers	2	x			
Restrooms	1				Locked
Shelter/Gazebo	1		x	x	Posts are warping/twisting & footings are heaving
Pavilion	1	x			
Picnic tables	7			x	
Parking Lot	x		x		Some cracking/heaving in front lots
SITE FURNITURE					
Bench	5		x		need more shade, update, over painted
Trash Receptacle	4		x		
Drinking Fountain	2	x			Turned off during winter
LIGHTING					
Parking Lot	16		x		Some bases are damaged
WALKS					
Public Sidewalks	x	x			
Int. walks (paved)	x	x			
LANDSCAPE					
Trees in mowed turf	x	x	x		
Natural area	x	x			
Annual/perennial	x	x			
Center annual bed	1	x			Pavers surrounding circle bed sunken
Irrigation	x	x			
OTHER					
Fencing	x	x			Surrounds diamond and northern park edge
Signage	x		x		No park sign present; hist. marker post damaged

Comprehensive Outdoor Recreation Plan

Estabrook Park

Recreation Features & Amenities	Present/Quantity	Condition			Estabrook Park 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
SPECIAL SITE FEATURES					
Overlook & Stairs	1	x			
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
Beer Garden	1	x			Added in 2012 with access to river, food, restrooms. Not in Shorewood
Dog Park					Built in 2009
PLAY APARATUS					
South playground	x		x		Needs shade
Lower falls playground	x	x			Needs shade
SITE FURNITURE					
Bench	x		x		
Bike Rack	2		x		
Trash Receptacle	x		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
Int. Walks (unpaved)	x		x		Nature trail is well delineated, but erosion could be prevented in some locations
Int. Walks (paved)	x		x		
LANDSCAPE					
Trees in mowed turf	x		x		Oak and crabs are struggling
Shrub plantings	x			x	Overgrown, not maintenance
Natural area	x			x	many invasives, erosion
Erosion	x			x	Along bluff near the river embankment
OTHER					
Signage	x		x	x	

Atwater Elementary School

Recreation 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 court
SPECIAL SITE FEATURES					
Outbuilding	1	x			Well maintained/Used for summer programs
Parking Lot	2	x			Western lot resurfaced 2014
PLAY APARATUS					
Under 8 yrs	x			x	Scheduled replacement 2015
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	

Comprehensive Outdoor Recreation Plan

Lake Bluff Elementary School

Recreation Features & Amenities	Present/Quantity	Condition			Lake Bluff Comments
		Good	Fair	Poor	
FIELDS & COURTS					
Baseball Diamond	2	x		x	Regraded and replaced 2011
Soccer Field	2		x	x	
Basketball Court	2				On asphalt playground
Out Buildings	2		x		Locked
<i>Tennis Courts removed in 2012</i>					
SPECIAL SITE FEATURES					
Ice Rink	1	x			Regraded in 2012
Parking Lot	1		x		Needs surfacing
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		

High School and Intermediate School

Recreation Features & Amenities	Present/Quantity	Condition			Comments
		Good	Fair	Poor	
FIELDS & COURTS					
Baseball Diamond	1	x			
Tennis Court	7	x			
Football/Soccer	1	x			
Concrete Table Tennis	1	x			
SPECIAL SITE FEATURES					
Grand stand	1	x			
Parking Lot east	1	x			
Parking Lot west	1	x			resurfaced 2010
WALKS					
Public Sidewalks	x	x			
Int. Walks (paved)	x	x	x		
LANDSCAPE					
Trees in mowed turf	x		x		
Shrub plantings	x		x	x	
Annual/perennial	x	x			
OTHER					
Field Fencing	x		x		
Signage	x		x		outdated; hard to read

Triangle Park

Recreation Features & Amenities	Present/Quantity	Condition			Triangle Comments
		Good	Fair	Poor	
SITE FURNITURE					
Bench	1			x	
WALKS					
Public Sidewalks	x	x			
LANDSCAPE					
Trees in mowed turf	7	x	x		Kids climb pine trees
Shrub plantings	x		x		some overgrown
Annual/perennial	x		x		
Open space					
OTHER					
Flag pole	1	x			In center of park

Humble Park

Recreation Features & Amenities	Present/Quantity	Condition			Humble Comments
		Good	Fair	Poor	
SITE FURNITURE					
Bench	5		x		
Trash receptacle	1			x	
WALKS					
Public paths	x	x			
LANDSCAPE					
Trees in mowed turf	10	x	x		2 mature, 6 decorative
Shrub plantings	x	x			
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

Section 5

GENERAL ISSUES

There was extensive community outreach during the original plan creation in 2007 which also involved a steering committee. Following approval of the updated Vision 2025 Plan early 2014, the Village embarked on creating a Strategic Management Plan and is in the process of formulating an Implementation Plan which will contribute to park improvement priorities in 2015. The following issues and themes relevant to park, trail and school ground facilities emerged from when the plan was originally adopted and from recent input.



HUMBLE PARK

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.

Since 2007, a section of the bluff along the Milwaukee River directly south of Capitol Drive was conveyed to the Village. The Village's Shoreland Ordinance prevents any construction on the Milwaukee River bluff. A River Riparian Plan was adopted in 2009 and in 2010 the Village adopted a resolution expressing support for the Milwaukee River Greenway Master Plan. In 2014 the Village was awarded the Knowles-Stewardship grant for bluff restoration and trail improvements.

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 parks, park amenities have outlived their functional use, and are in need of replacement. In 2012 the Village created a Parks Donation Program, identifying various park amenities in need of replacement or new amenities.

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 created a four-year implementation plan to extend the off-road trail northward by acquiring the remaining public right-of-way by the railroad. Additionally, the Milwaukee River Greenway -- a nature path which navigates the River's shoreland zone -- provides a pedestrian connection between Glendale and the Cambridge Woods neighborhood (Milwaukee). Connectivity and continued formalization of these "through routes" remains an important local and regional issue to consider. New sections of the Oak Leaf Trail have been implemented between Shorewood and Brown Deer; however, the Oak Leaf Trail still terminates at the northern end of Estabrook Park. Construction began May 2015 to extend the trail, removing old rail beds.

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.

A common concern is the lack of connectivity between the Milwaukee County Oak Leaf Trail and both (1) residential districts and (2) public park spaces. Recent improvements include an enhanced entry into the Milwaukee County Estabrook Park from Shorewood's Wilson Drive and Kensington Boulevard intersection, clearing away brush and adding a chipped path. The construction of the new Oak Leaf Trail Bridge over Capitol Drive in 2010 also added new connections onto Capitol Drive. A new entrance on Oak Leaf Trail was added into Hubbard Park upon opening of a beer garden. The entrance onto the same bike trail at River Park in the 3500 block of Oakland Avenue removed a dual entrance and widened and landscaped the remaining entrance.

Active Team Sports Fields

Active sports fields that include soccer, football, 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 the field turf and moderate level of maintenance of Estabrook Park fields is of concern. In 2011 Lake Bluff Elementary fields were redone, eliminating flooding that often occurred on one of the ball fields.

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 Preserve are designated as Primary Environmental Corridors by the Southeast Wisconsin 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 original 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.



ATWATER PARK

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.



HUBBARD PARK

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. Promote new pedestrian and bicycle linkages to the County Oak Leaf Trail so as to provide expanded 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. Support the implementation of the 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 areas 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.
- 4.e. Encourage public awareness of nature areas, such as the Nature Preserve and the Milwaukee River Greenway trails, for passive recreational uses and natural resource stewardship.



TRIANGLE PARK

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 bluff lands, 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 allocates sufficient funding for maintenance and development of park and open space sites.
- 7.b. Evaluate maintenance staffing levels and increase as required to provide proper care of park facilities is implemented.

Comprehensive Outdoor Recreation Plan

- 7.c. Continue to enhance usage 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. Require 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. Established in 2007, a permanent Parks Commission oversees park improvements and champions the plan.
- 8.b. Continue to partner with the Shorewood School District and Shorewood Recreation Advisory Committee; community groups Friends of Atwater Beach, Friends of Estabrook Park; and Milwaukee County Parks and Milwaukee River Greenway Coalition in the provision of existing and new recreation uses, and to maximize the value of capital expenses.



HUBBARD PARK

GOAL 9: SAFE FACILITIES

Recreational facilities within the Village are perceived as safe environments.

Objectives

- 9.a. Replace deteriorating recreation equipment and furnishings with items that provide longevity and safety of users.
- 9.b. Consider night lighting of park and pathway facilities to increase safety of recreational spaces and 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 will be addressed.
- 9.f. As warranted, increase Village police presence through bicycle or foot patrols in areas where safety concerns 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 is allocated for long term maintenance and operations on an annual basis and to afford opportunities to seek matching monies through grant awards.
- 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.

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 evaluation 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).

Public Art. In 2010 a sculpture by international artist Juame Plensa was donated and placed in Atwater Park. The 2010 Atwater Park Master Plan designated a contemplative area in the southern section of the upper park terrace area.

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 (10,600 vehicles per day, annual average daily traffic, 2013).

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 Nature Preserve provides for access, but the views are limited from the upper elevations).

Playground Area. The upper playground will be replaced in 2015 with a portion ADA accessible. It is sited in an appropriate location, at the northern end of the park and 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.

Seating wall. With the restoration of the bluff and upper path in 2011, a seating wall of large limestone blocks runs adjacent to the southern upper path, allowing for leisure activity and enjoying the views of the lake.

Gate. A decorative iron gate feature was added at the top of the bluff path, connected to the bunker building. The gate was put in place in 2012 to deter access to the beach after the park is closed.



ATWATER PARK

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. The configuration also obstructs set up, views and use of the upper terrace lawn area for large community events.

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 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 exhibit signs of wear and are of low-quality design; however, two benches were recently donated. There are three different styles of benches present.

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 the 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, most notably near the playground.



ATWATER PARK

Absence of technical amenities. Shorewood's annual Chicken Roast and Fourth of July events are held on the terrace; however, there is not an electrical supply to accommodate entertainment venues. The existing irrigation system also prohibits staking tents for events.

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 (switchback) path. 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.

In 2011 the upper portion of the bluff path was replaced due to erosion caused by stormwater runoff. The new path section is ADA compliant, but the remaining lower portion is not.

Native plant restoration. A plan created in the late 1990s which outlines vegetation restoration strategies had been partially implemented up to 2006. Following bluff restoration work in 2011, a five-year plant restoration plan was developed and is being implemented. Revegetation efforts are succeeding and 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. The condition of the stair treads is fair. 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 and lower sections of the path pavement exhibits cracking due to soil creep.

Bluffland restoration. While revegetation efforts have been and continue to be implemented, there are 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.

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 and nearly 900 feet in length. During the summer season, the sand surface is graded weekly, and a sporadic measure of success has been achieved in reducing the effects of decomposing cladophera 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.

Playground and boardwalk. As identified in the 2010 Atwater Park Master Plan, a boardwalk was built in 2010 from the base of the stairs extending north for 160 feet. A new playground was installed in 2012 off the northern edge of the boardwalk, providing new and creative ways for children to recreate at the beach. A shade structure was added on the boardwalk in 2014.

BEACH WEAKNESSES

Absence of shade and user amenities. Except for the one umbrella shade structure added in 2014, 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.



ATWATER PARK

The addition of the playground provides recreation for children but there are no other formal recreational amenities provided for other users, such as permanent volleyball nets and concrete table tennis platforms.

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 down the staircase. However, this does not provide a feasible option for small children, parents with strollers, or physically challenged persons.

Pier deterioration. The three 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 were constructed for the purpose of protecting the beach and shoreline from erosion, they are now visually unappealing and detract from the physical environment of the beach. The public is prohibited from accessing these structures.

Water and Beach Quality. Use of the beach during the warm season is sometimes hindered due to poor water quality, and the presence and odors from decaying algae. While stormwater overflow within the Village occurs, 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. In 2010 an Ecological Study was completed for Atwater Park and water quality testing is completed routinely throughout the summer months.



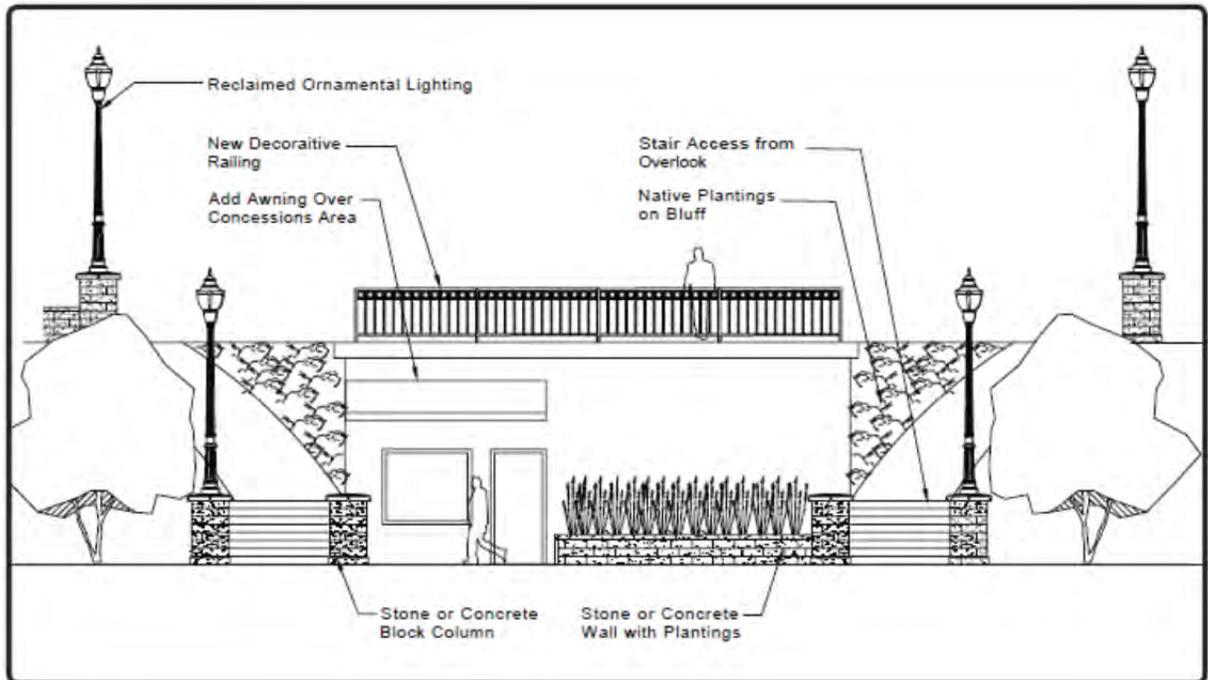
ATWATER PARK

ATWATER PARK RECOMMENDATIONS

UPPER TERRACE

- 1) **Remove the inner pathways** that lead to the overlook feature to open up the park.
- 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. The southern monument must fit with the existing sculpture.
- 4) **Create contemplative area at the south end of the park**, moving the Graves Memorial Rose Garden and Veterans Memorial there in combination with a garden and existing Plensa sculpture.
- 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 and minimize obstructing views of the lake.
- 7) **Replace benches** (14) with more comfortable and durable prototypes. Benches and trash receptacles should be affixed to concrete pads that afford greater durability.
- 8) **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

- 9) **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.
- 10) **Continue to restore and maintain native vegetation on the bluff** and aggressively manage invasive species. Ensure that fruit-bearing shrubs which enhance foraging habitat for migratory birds are included as a component of the plant palette.

BEACH

- 11) **Complete construction of a boardwalk south of the bluff stairs**, between the asphalt pathway and the beach that directs pedestrian traffic to a more active area. A section of the boardwalk was completed in 2011, connecting from the bluff stairs northward. The remaining boardwalk should diverge from the southern path terminus to the base of the stairway.

- 12) **Install seasonal tensile shade structures** for the beach and on new deck platforms to encourage use. Canvas canopies supported by metal pole structures would be appropriate, especially if this sheltering theme is repeated along the path.
- 13) **Complete installation of (2) seasonal above-grade deck platforms** along the toe of the bluff south of the bluff stairs and near shade structures to provide a hard-surface for seating or beach equipment storage.
- 14) **Relocate the sand volleyball facility to the north**, thereby helping to cluster recreational uses near the base of the existing stairway.
- 15) **Supply seasonal portable toilets with a privacy screen.**
- 16) **Investigate the impact 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, consider the reconstruction of the breakwater/pier structure or partial renovation of initial section for seating and viewing the lake.
- 17) **Construct a new pavilion, providing a cafe/concession and overlook, restrooms, a multipurpose room, and equipment storage**, located approximately where the old beach house was.



ATWATER PARK

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. 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.

Maintain summer concert series at lower level of the park.

Continue support of Hubbard Park Lodge and River Club as a private restaurant and outdoor space as a Beer Garden.

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 with one exception. In 2014 a Beer Garden was opened between the Hubbard Lodge and the River Club. During hours of operation, a gate is open from the Oak Leaf Trail. There is also no formal pedestrian access from River Park to the two tunnel entrances.

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.

Pronounced isolation from public and infrequent utilization of the park may deter certain users who perceive the park as unsafe.

Prohibition of meandering between Beer Garden and other areas of the park with beverages. The recently added Beer Garden has been successful but due to how the park is oriented, adults may not leave the upper area with an alcoholic beverage to accompany children who want to explore the river's edge.

Lack of bicycle parking in lower level of park. There are no bicycle racks located in the lower level of the park or the parking lot. Bicycle racks were added in the upper level as part of the Beer Garden in 2014.

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 happenstance. 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.

Degradation of Milwaukee River Bluff. The numerous informal paths which have developed on the bluff are contributing to the bluff's degraded condition including soil compaction and erosion.



HUBBARD 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) **Construct path from River Park to lower vehicle tunnel entrance to Hubbard Park.** In the absence of access from the Oak Leaf Trail at the southern end of River Park, access via the northern end of River Park may be an acceptable alternative. Access by this route would also require signage and a path from the trail.

- 3) **Establish entry monument / sign** at the new pathway at the intersection with the Oak Leaf Trail.



HUBBARD PARK

- 4) **Construct a paved path extension** within the lower terrace area that diverts from the Youth 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.
- 5) **Install native 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.
- 6) **Construct a 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 to resemble a natural rock outcropping.
- 7) **Construct a fishing / access steps** that provide river access at various points in the river.
- 8) **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. Add safety amenities to overpass, deterring recreation at site.
- 9) **Construct concrete bench pads** and install new bench seating in the lower terrace along the existing sidewalk in the vicinity of the limestone retaining wall.

HUBBARD PARK



- 10) **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. Continue working with the Milwaukee River Greenway Coalition.
- 11) **Replace luminaries / light portions of park lamp fixtures** (12) with a design that is more contextually fit with the Hubbard Park Lodge (1930s).
- 12) **Fabricate and install interpretive signage** (3) and a park map that allows visitors to understand the cultural and natural history of park resources and current efforts by the Milwaukee River Greenway Coalition.
- 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.



HUBBARD PARK

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 and trees to enhance bird and wildlife habitat. 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.
- 17) **Protection of ecologically significant plant community** which includes endangered species. Area directly north of Hubbard Park should be managed as a sanctuary so as to protect one of the few remaining high quality plant community remnants in Southeastern Wisconsin.



HUBBARD PARK

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. Pesticides are not used to maintain the fields. Support facilities include a shelter, restrooms and a pavilion structure.

Well-maintained pavilion and restrooms opened to the public during Little League games, offering food and beverages.

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

Permanent batting cage replaced a temporary structure.

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 one soccer field. Although public schools provide use of playfields for soccer league play, school grounds are also utilized by programs managed through 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.



RIVER PARK

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.

Absence of connection from Edgewood Avenue to the southern park path. The park does not have a path or sidewalk at the corner of Edgewood and Oakland that goes into the park and connects with the path that leads to the Oak Leaf Trail. Users accessing the park from the south or directly from the east do not enter by way of the center path. Pedestrians and bicyclists entering at Edgewood walk through the parking lot to access the park.

Underutilized acreage. The southwest corner of the park is marked by remnants of an earlier park design and includes a covered picnic shelter. A shuffleboard was removed in 2009 to help improve the space. The shelter feature is not fully integrated into the remainder of the park design and is not 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, such as a playground.

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

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 and extend into the southern wooded area.
- 2) **Construct a boardwalk stairway and path 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.
- 3) **Remove the planting node along the existing path** near the open shelter and replace with bench seating.
- 4) **Add bike racks in park.** No bike racks exist.
- 5) **Install benches along the entire circuit path.**
- 6) **Install lighting along the entire circuit path.**
- 7) **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.
- 8) **Install additional plantings** along the Oakland Avenue pedestrian entry.
- 9) **Establish entry monument / sign** at the path access location at the Oak Leaf Trail and along Oakland Avenue.
- 10) **Replace the open picnic shelter** at a location adjacent to the northwest face of the existing enclosed pavilion.
- 11) **Construct a small tot lot playground or other playscape** near the existing ball diamond (to the east of the concession/restroom facility), and ensure that seating and shade is provided for caregivers.
- 12) **Construct a skatepark in the southwest corner of the park** to the west of the open picnic shelter.
- 13) **Construct a path from Edgewood Avenue** into the park along the southern park boundary.
- 14) **Replace/improve public parking lot signage.**

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, disc golf, a nature trail, and paved (10' wide) bicycle/pedestrian route.

A dog park was added in 2011 and a Beer Garden in 2012. Both amenities have been very successful, drawing people from around the region and connecting neighbors.

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 limited. In particular, there is only one formal access from the Oak Leaf Trail that traverses the park's eastern boundary, and three formal access points from the Village (E. Congress Street tunnel, E. Kensington 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 were constructed as part of the Works Progress Administration (WPA). Two of the 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) lie 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

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

- **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.
- **Complete a formal hard path between Wilson Drive and Kensington Boulevard** to the Oak Leaf Trail and into the park.
- **Strengthen pedestrian access at Congress Street and Estabrook Park** that includes at-grade crossings.
- **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.
- **Construct a shelter / pavilion at the southern end of the lagoon.**
- **Remove out-building structures at the rear of the maintenance building** to accommodate construction of the trail linkage.

LOWER FALLS RECREATION AREA

- **Improve turf quality and drainage of the open field** to the north of the building to accommodate greater active sports uses.
- **Construct a covered picnic shelter** in the vicinity of the large parking lot to help activate this space for other uses.
- **Construct a skate park** that is accessible from the multipurpose pathway and parking facilities, and is visible from the roadway.
- **Expand the existing baseball diamond** for adult leagues.
- **Remove the in-line hockey court.**
- **Formalize social paths along the River**, and include wayfinding signage.

SOUTH PICNIC AREA

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

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 an 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, access is limited between the Trail and the Village. Before the reconstruction of the Trail bridge over Capitol Drive in 2010, formal trail entrance were at River Park at the south and Congress Street at the north. When the new bridge was constructed, new entry ramps were built on the north and south side of Capitol Drive. A wood chipped path was added at Wilson in 2014. Other points of entry are substandard or have been established as dirt paths.

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. However, the screening creates a natural corridor appreciated by users.

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 (1) - 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.

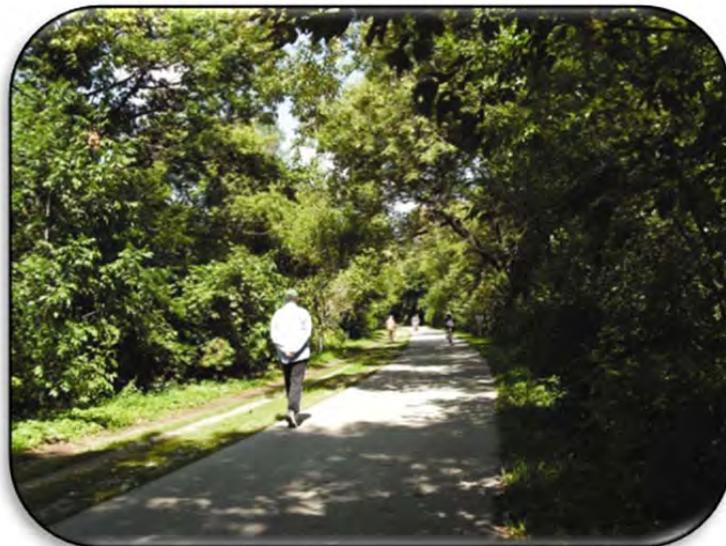
Olive Street (1) - Work with willing private land owners along the west side of Wilson Drive to secure a trail easement that extends between the Village and the Oak Leaf trail in the vicinity of the existing radio tower (see above, Estabrook Park).

Alpine Avenue (1) - Construct a trail connection that extends from the Oak Leaf Trail to Alpine Avenue to the east and Estabrook Park to the west.

Glendale Avenue (1) - Construct a trail connection that extends from the Oak Leaf Trail to Glendale Avenue to the east and Estabrook Park to the west.

Kensington Boulevard (1) - Formalize the trail connection that extends from the Oak Leaf Trail to Kensington Boulevard to the east and Estabrook Park to the west, made of a hard surface.

- 2) **Remove invasive vegetation** within the trail corridor.
- 3) **Install and maintain native vegetation** within the trail corridor.
- 4) **Create signing** at key access points.



OAK LEAF TRAIL

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 at this location is not a viable and safe option during school hours.

Poor Condition of Sports Fields. The multi-purpose soccer and baseball fields 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. In 2015 the School formed a committee to begin discussions for replacing the playground.

- 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.
- 3) **Upgrade the existing ball diamond** and realign peripheral fencing to accommodate bleacher seating.
- 4) **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.
- 5) **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.
- 6) **Install shade trees within the west paved playground area.**
- 7) **Install shrub plantings along the west edge of the front entry lawn.**



ATWATER ELEMENTARY SCHOOL

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 and playgrounds.

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. In 2011 the fields were regraded and repositioned. The two tennis courts were removed as part of the project.

Ice skating rink was regraded for improved use.

WEAKNESSES

Lack of tennis courts. The two tennis courts at the northwest corner were removed in 2011 with an expectation new courts would be constructed in the northeast corner of the school grounds.

LAKE BLUFF SCHOOL RECOMMENDATIONS

- 1) **Reconstruct tennis courts (2)** in the northeast section of the school grounds. Reconfigure the staff parking lot to accommodate relocation of the tennis courts.
- 2) **Remove and reconstruct the warming hut and garage structure** to the south.
- 3) **Implement formal pedestrian entryways** along the north boundary of the site.



LAKE BLUFF ELEMENTARY SCHOOL

HIGH SCHOOL & INTERMEDIATE SCHOOL EVALUATION

STRENGTHS

New athletic field used for track, football, and soccer was completed in 2008. The field utilizes artificial turf. SIS and the Recreation Department also utilize the field when available. Approved 2015 grant for track and field improvements, including repainting track lines, high jump pit installation, pole vault pit installation, and improvements to long jump boards and lines.

Bioswales and rain gardens were added to the Oakland Avenue parking lot when it was resurfaced in 2008, capturing and filtering storm water runoff.

New stadium seating and upper media box was constructed following the new athletic field.

Approved 2015 grant for construction of new concessions, bathrooms and team rooms under current bleachers,



HIGH SCHOOL AND SHOREWOOD INTERMEDIATE SCHOOL

WEAKNESSES

Underutilization of front lawn along Capitol Drive, encompassing 2.8 acres of the high school campus. It spans over 1,000 feet of Capitol Drive and contains swaths of underutilized space. The buildings on the parcel have setbacks in excess of 150 feet from Capitol Drive. This condition de-emphasizes the architectural significance of the school as there is no definitive edge to differentiate the school property from the public way along Capitol Drive. The front lawn is currently used for informal play and various Recreation Department classes.

Limited number of tennis courts is used by the High School and SIS and restricts full access during the boys and girls tennis season.

HIGH SCHOOL & INTERMEDIATE SCHOOL RECOMMENDATIONS

- 1) **Create a defined edge along the lawn** to better define the school property and create additional space for public events, such as by building a series of colonnades along Capitol Drive to create a series of plazas.
- 2) **Screen community gardens** along the eastern side of the campus.
- 3) **Install shrub plantings** along key areas, delineating changes in space, such as between the front lawn and athletic field entrance.

TRIANGLE PARK EVALUATION

STRENGTHS

Appropriately located in the middle of Shorewood's northwest residential one- and two-family neighborhood and has the potential to serve as a play area for neighborhood children. The park is 0.22 acres.

WEAKNESSES

Underutilized and oddly shaped neighborhood park with a flagpole located within the middle of the park.

TRIANGLE PARK RECOMMENDATIONS

- 1) **Relocate flagpole** to edge of park to provide for greater open space.
- 2) **Construct natural or formal playscape** along western section, leaving open space along the eastern section.

HUMBLE PARK EVALUATION

STRENGTHS

Serves as a gateway into the community when entering from the southern border of Shorewood, along Oakland Avenue. Entry markers made of brick and ornate iron arches line both sides of Oakland Avenue as well.

Interior paths match pedestrian foot traffic, crossing the space diagonally at Oakland Avenue and Edgewood Boulevard.

WEAKNESSES

Gateway entrance is asymmetrical without a similar space along the western side of Oakland Avenue.

HUMBLE PARK RECOMMENDATIONS

- 1) **Create landscaped open space along west side of Oakland Avenue** across from Humble Park to enhance Shorewood's southern gateway.



HUMBLE PARK

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 interpretive – meaning.

TABLE 10: 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 *COMPLETED*

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 *SIGN ADDED AT BIERGARTEN*
- The Legacy of Alfred Boerner: County Landscape Architect

Oak Leaf Trail

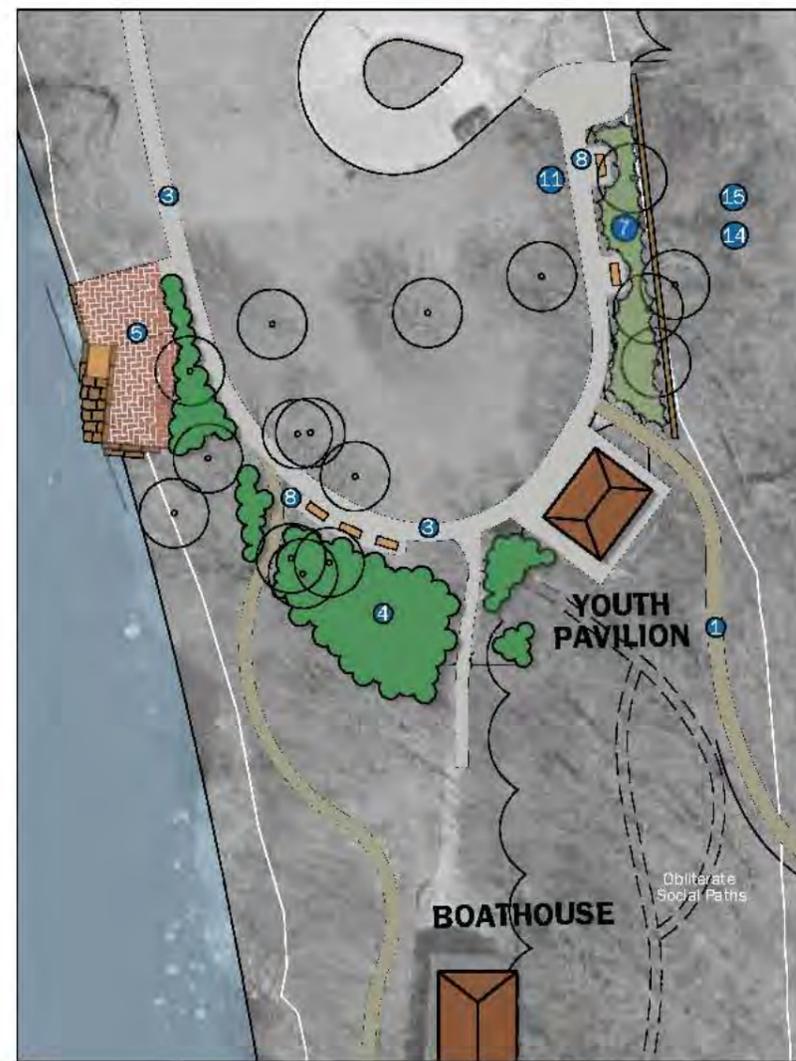
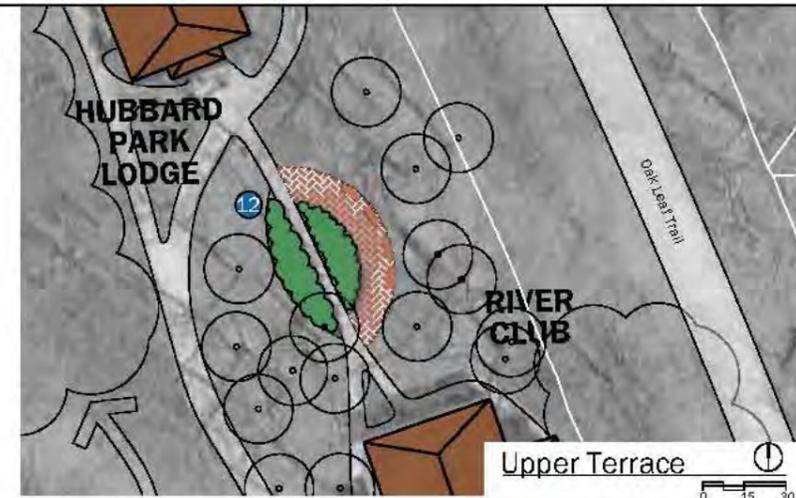
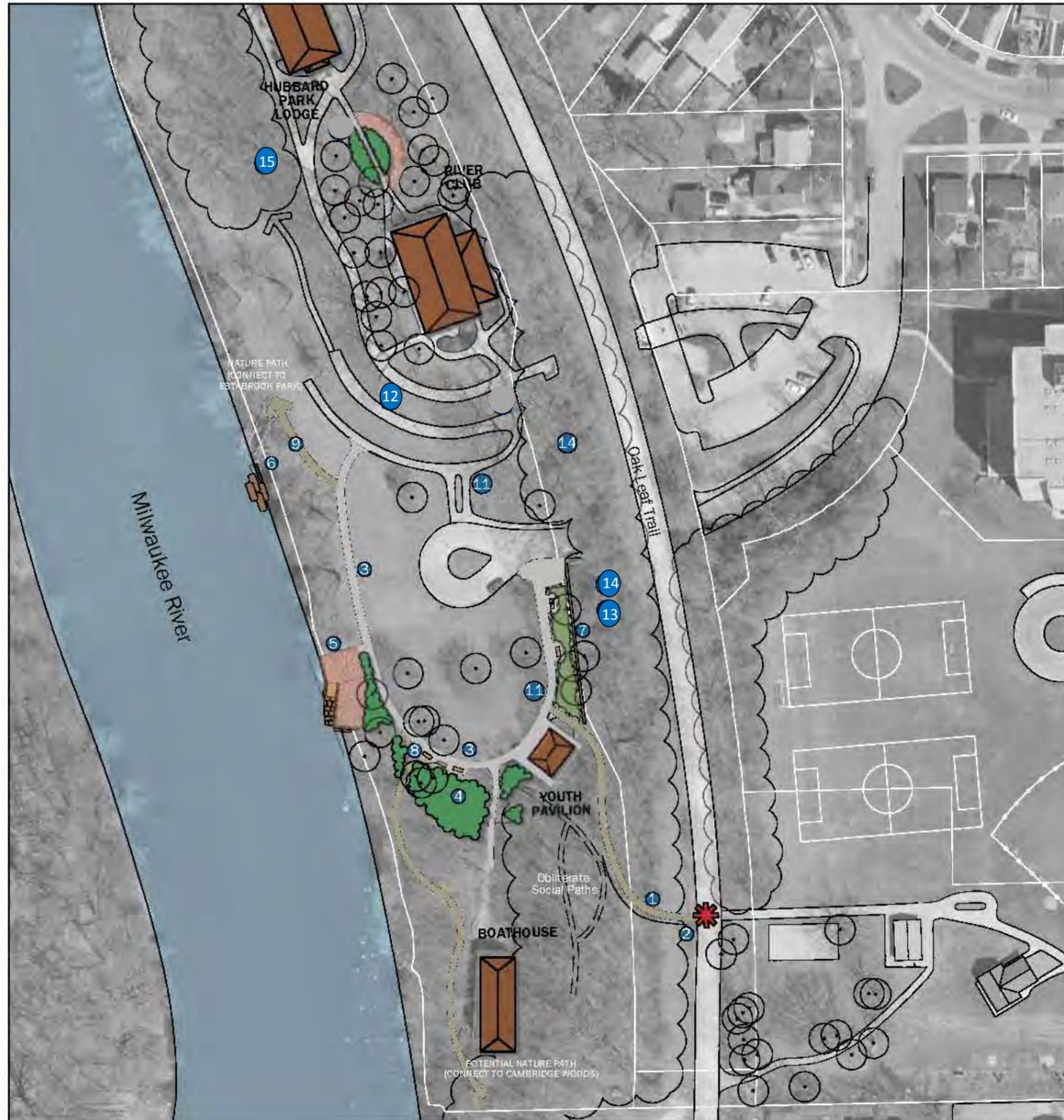
- Rails-to-Trails: Conversion and Establishment of the Oak Leaf Trail
- All Aboard: The Establishment of the Northwestern Union Railway

Atwater Park

- 1 Terrace pavilion and plaza/overlook
- 2 Play area
- 3 Open lawn
- 4 Appomattox overlook
- 5 Plensa sculpture garden
- 6 Contemplative overlook/rose garden/veterans memorial
- 7 Entry feature & gate
- 8 Improved central stairs
- 9 Widened bluff service drive
- 10 Accessible bluff connector
- 11 Overlook w/ shade structure
- 12 Beach pavilion w/ expansion area
- 13 Beach plaza with foot wash station
- 14 Beach boardwalk
- 15 Covered seating areas
- 16 Swim beach activity zone
- 17 Active sports zone
- 18 Coastal Structures (to be improved)
- 19 Optional plaza/spray park

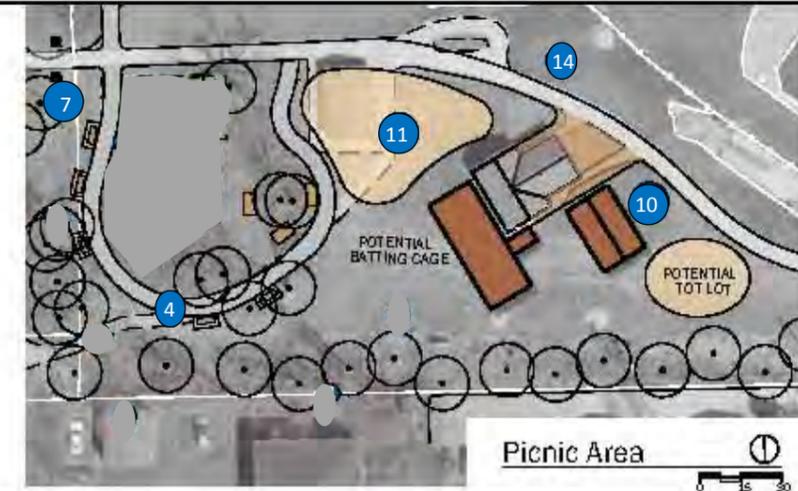
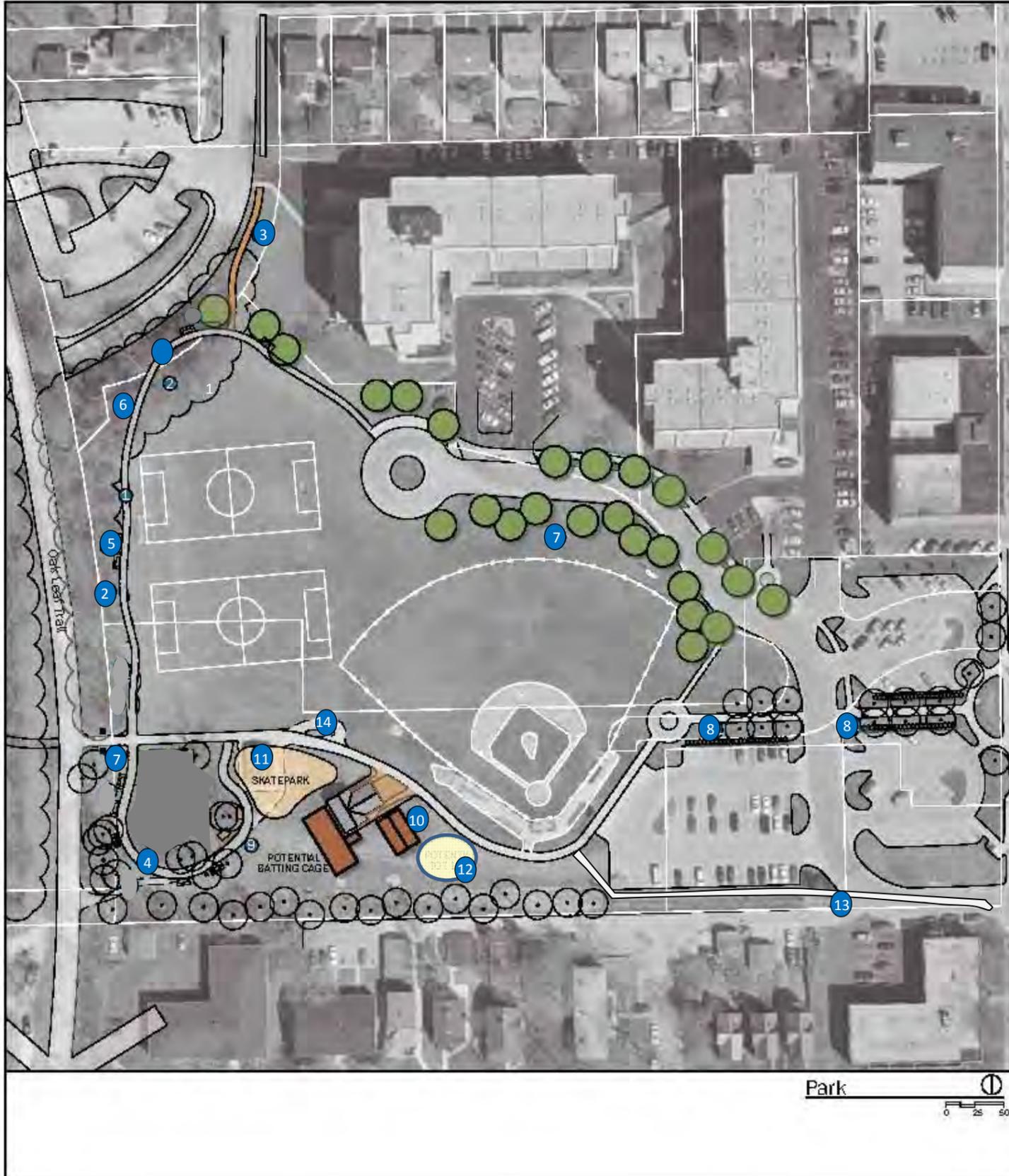


Hubbard Park



- 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 boat launch at river edge
- 6 Construct stone fishing steps at river edge along river bank
- 7 Excavate limestone retaining wall near Youth Pavilion
- 8 Construct bench pads and install new bench seating in lower terrace
- 9 Stabilize and formalize nature path along river (north)
- 10 Replace luminaries/light portion of park lamp fixtures
- 11 Fabricate and install interpretive signage/park map
- 12 Replace seat benches along slope between lower and upper terrace
- 13 Remove invasive and unhealthy vegetation
- 14 Supplement native vegetation in areas of disturbance
- 15 Install "restoration in progress" signage

River Park



- 1 Construct circuit path (8' width) around western edge of sports fields
- 2 Maintain clearance of invasive vegetation (western edge), restore with native vegetation
- 3 Construct boardwalk stairway to Hubbard Park parking lot
- 4 Extend circuit path into wooded area (southwest corner of park)
- 5 Install benches along entire circuit path
- 6 Install lighting along path
- 7 Plant street tree vegetation (buffer) along northern perimeter
- 8 Install additional planting along Oakland Ave pedestrian entry
- 9 Establish entry monument/sign at new path access location
- 10 Relocate picnic shelter
- 11 Construct a skatepark in the southwest corner of the park
- 12 Construct a small tot lot playground near existing ball diamond
- 13 Construct a path from Edgewood Ave into park along southern border
- 14 Remove planting node

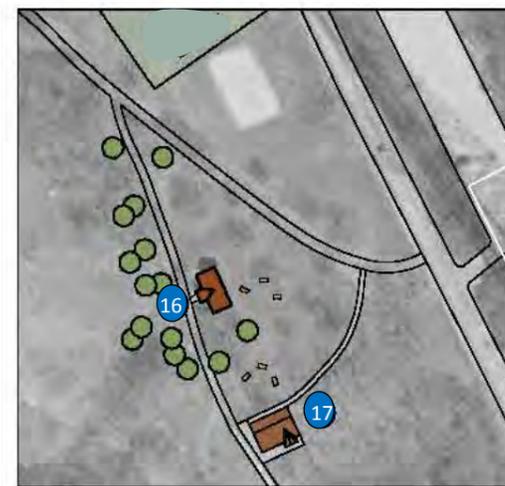
Estabrook Park



Park
0 150 300



Lower Falls Recreation Area
0 40 80



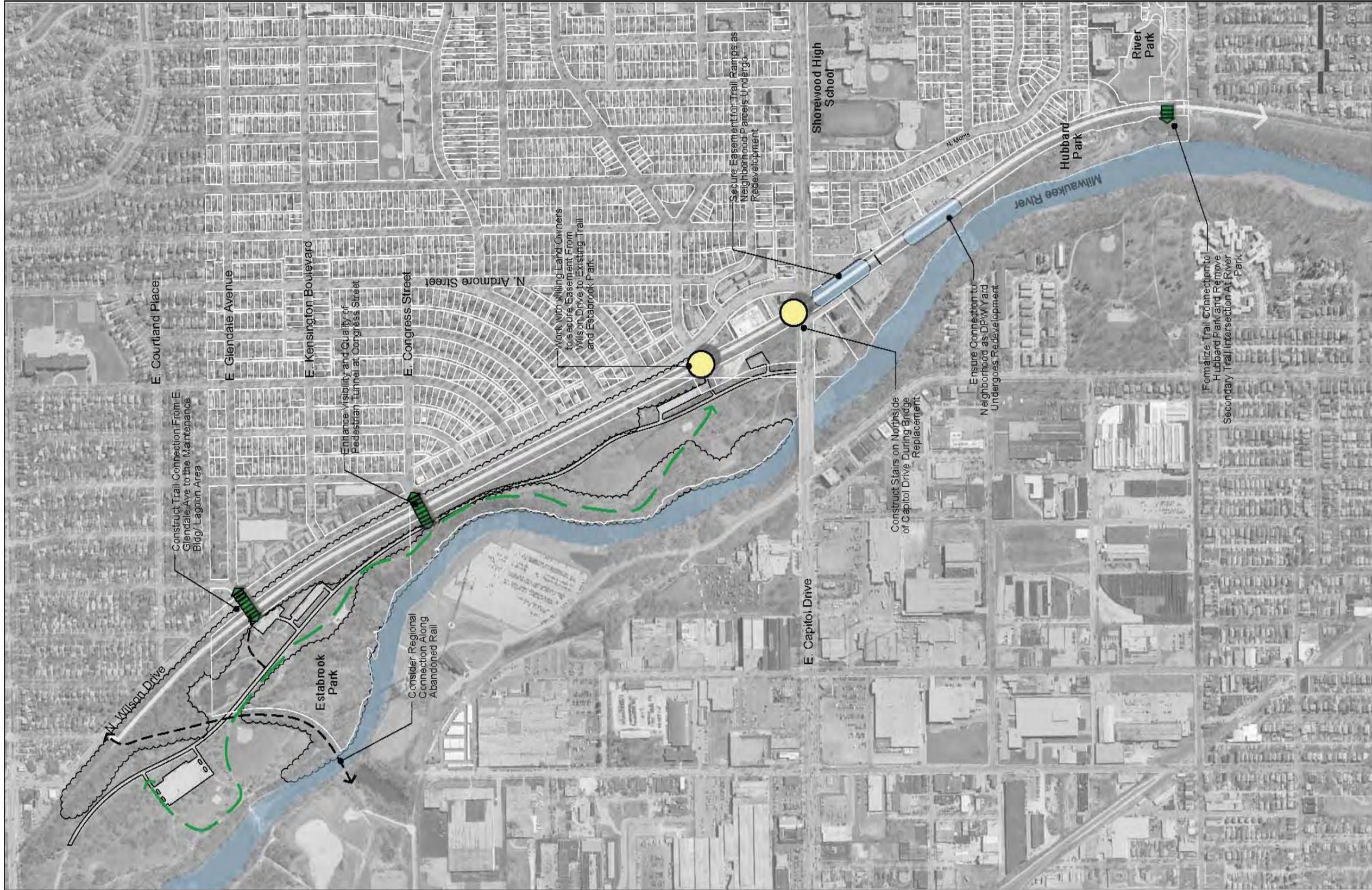
South Picnic Area
0 40 80



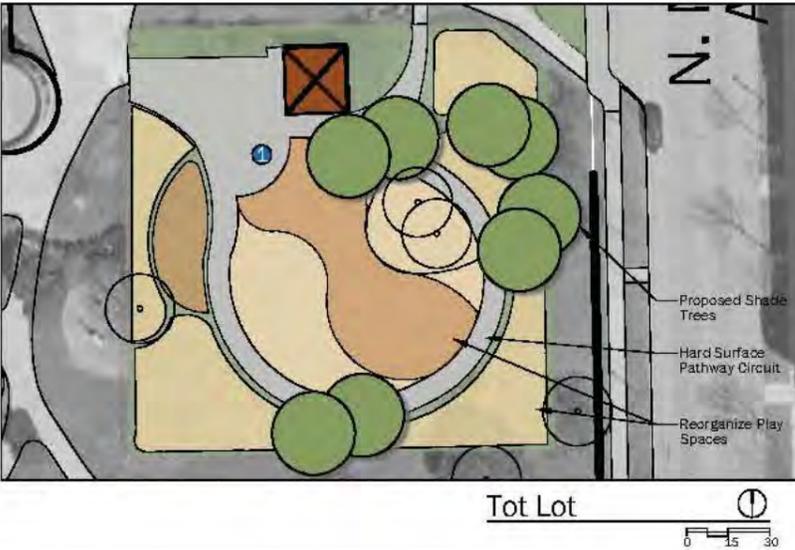
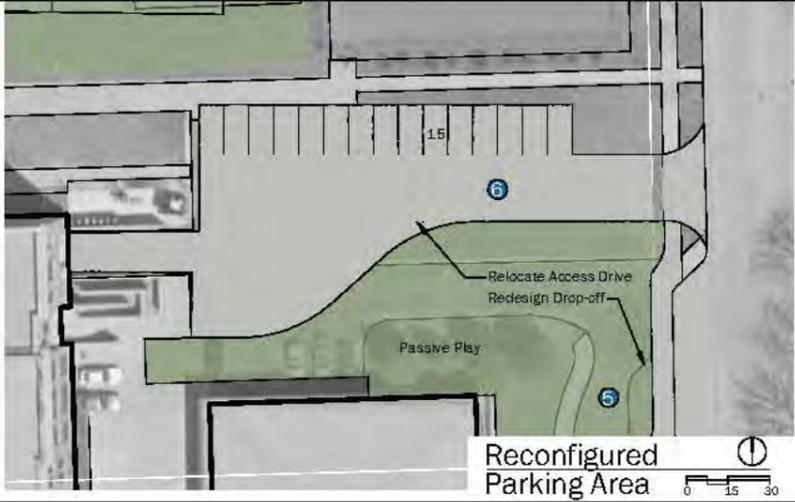
Maintenance Building Area
0 50 80

- 1 Construct path connection between the lagoon feature and W. Glendale Ave
- 2 Rehabilitate underground pedestrian tunnel (Congress Street)
- 3 Secure trail easement and construct path at 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-building at rear of Maintenance Building
- 9 Improve turf quality and drainage of open field (north of pavilion)
- 10 Construct covered picnic shelter
- 11 Construct tennis courts
- 12 Construct skate park
- 13 Expand existing baseball diamond to accommodate adult league
- 14 Obliterate in-line hockey court
- 15 Formalize social paths along River
- 16 Restore restroom
- 17 Construct picnic shelter
- 18 Regrade existing soccer shelter

Oak Leaf Trail



Atwater Elementary School



- 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

Lake Bluff Elementary School



- 1 Construct tennis courts (2)
- 2 Relocate 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



IMPLEMENTATION

Section 7

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 commenced with the adoption of the document in 2007 and an update to the plan in 2015. 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 involves the management, maintenance, security, and development of public recreational spaces.

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 Village'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, and Milwaukee River Greenway Coalition
- Independent recreation organizations such as the Shorewood Kickers (soccer), Shorewood Little League, Shorewood Girls Softball, Shorewood Lacrosse Club, 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 the Parks Commission 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.

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.

SUMMARY OF RECOMMENDATIONS

The following table combines each park and open space recommendations used as a starting point to create an implementation plan and prioritize recommendations.

ATWATER PARK RECOMMENDATIONS

	Upper Terrace
1	Remove the inner pathways that lead to the overlook feature to open up the park
2	Expand the existing overlook feature that builds upon the current viewshed, and establishes a more prominent signature element within the upper terrace
3	Construct entry gateway features (4) adjacent to the north and south pathways that formalize entry into the park environment.
4	Create contemplative area at the south end of the park, moving the Graves Memorial Rose Garden and Veterans Memorial there in combination with a garden and existing Plensa sculpture
5	Redesign seating nodes
6	Construct permanent shade/arbor structures at seating nodes
7	Replace benches (14)
8	Install shrub and perennial plantings along the periphery of the lawn area
	Bluff
9	Construct viewing/seating deck overlooks (2)
10	Continue to restore and maintain native vegetation on the bluff
	Beach
11	Complete construction of a boardwalk south of the bluff stairs
12	Install seasonal tensile shade structures for the beach and on new deck platforms
13	Relocate the sand volleyball facility to the north
14	Supply seasonal portable toilets with a privacy screen

15	Investigate the impact that a reconstruction of the breakwater/pier structure would have on improving the beach's quality and accessibility for park users
16	Construct a new pavilion, providing a cafe/concession and overlook, restrooms, a multipurpose room, and equipment storage

HUBBARD PARK

1	Work with Milwaukee County Parks to construct a path between the Oak Leaf Trail and the Lower Terrace
2	Construct path from River Park to lower vehicle tunnel entrance to Hubbard Park
3	Establish entry monument / sign at the new pathway at the intersection with the Oak Leaf Trail
4	Construct a paved path extension within the lower terrace area that diverts from the Youth Pavilion toward the river's edge
5	Install shrub and perennial plantings in the lower terrace on the south side of the concrete pathway extension
6	Construct a multi-purpose overlook platform and canoe launch at the river's edge
7	Construct a stone fishing / viewing platform that provides river access
8	Excavate the limestone retaining wall near the Youth Pavilion at the base of the bluff to the north
9	Construct concrete bench pads and install new bench seating in the lower terrace along the existing sidewalk
10	Stabilize and formalize the nature path along the side of the river
11	Replace luminaries / light portions of park lamp fixtures (12) with a design that is more contextually fit with the Hubbard Park Lodge
12	Fabricate and install interpretive signage (3) and a park map
13	Replace wooden stairs and seating benches, as appropriate
14	Remove invasive and unhealthy vegetation
15	Supplement native vegetation
16	Install "restoration in progress" signage in discrete locations along the lower nature trail

RIVER PARK

1	Construct a circuit-path (8' width) around the western edge of the sports fields
2	Construct a boardwalk stairway and path to the Hubbard Park parking lot
3	Remove the planting node along the existing path near the open shelter and replace with bench seating
4	Add bike racks in park
5	Install benches along the entire circuit path
6	Install lighting along the entire circuit path
7	Plant street tree vegetation (buffer) along the northern perimeter of the baseball field
8	Install additional plantings along the Oakland Avenue pedestrian entry
9	Establish entry monument / sign at the path access location at the Oak Leaf Trail and along Oakland Avenue
10	Replace the open picnic shelter at a location adjacent to the northwest face of the existing enclosed pavilion
11	Construct a small tot lot playground or other playscape near the existing ball diamond
12	Construct a skatepark in the southwest corner of the park
13	Construct a path from Edgewood Avenue into the park along the southern park boundary
14	Replace/improve public parking lot signage

ESTABROOK PARK

	Maintenance
1	Construct a path connection between the lagoon feature in Estabrook Park and west Glendale Avenue
2	Complete a formal hard path between Wilson Drive and Kensington Boulevard to the Oak Leaf Trail and into the park
3	Strengthen pedestrian access at Congress Street and Estabrook Park that includes at-grade crossings
4	Secure a trail easement and construct a path at West Olive Street that extends between the Village and the Oak Leaf Trail
5	Construct a shelter / pavilion at the southern end of the lagoon

Comprehensive Outdoor Recreation Plan

6	Remove out-building structures at the rear of the maintenance building
Lower Falls Recreation Area	
7	Improve turf quality and drainage of the open field to the north of the building
8	Construct a covered picnic shelter in the vicinity of the large parking lot
9	Construct a skate park that is accessible from the multipurpose pathway
10	Expand the existing baseball diamond for adult leagues
11	Remove the in-line hockey court
12	Formalize social paths along the River, and include wayfinding signage
South Picnic Area	
13	Restore existing restroom
14	Construct a covered picnic shelter
15	Regrade the existing soccer fields in the southern portion of the park
Natural Areas Throughout the Park	
16	Remove dense understory shrubs surrounding parking lots and open areas
17	Target the higher-quality woods along the Milwaukee River and in the central portion of the park

OAK LEAF TRAIL

1	Construct new trail connections between the Village and the Oak Leaf Trail at Hubbard Park, Olive Street, Alpine Avenue, Glendale Avenue, and Kensington Boulevard
2	Remove invasive vegetation within the trail corridor
3	Install and maintain native vegetation
4	Create signing at key access points

ATWATER ELEMENTARY SCHOOL

1	Construct a new tot-lot playground adjacent to the Kindergarten Wing
2	Upgrade the existing rear turf playfield
3	Upgrade the existing ball diamond
4	Reconstruct the existing vehicular drop-off lane and the Kindergarten entry court
5	Modify the existing parking and loading area north of the Kindergarten Building to provide for 15 parking spaces
6	Install shade trees within the west paved playground area
7	Install shade trees within the west paved playground area

LAKE BLUFF ELEMENTARY SCHOOL

1	Reconstruct tennis courts (2) in the northeast section
2	Remove and reconstruct the warming hut and garage structure to the south
3	Implement formal pedestrian entryways along the north boundary

HIGH SCHOOL AND INTERMEDIATE SCHOOL

1	Create a defined edge along the lawn
2	Screen community gardens along the eastern side of the campus
3	Install shrub plantings along key areas, delineating changes in space

TRIANGLE PARK

1	Relocate flagpole to edge of park
2	Construct natural or formal playscape

APPENDIX

FUNDING

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. In 2007 the program was renewed to fiscal year 2019-20. 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.

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]

(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]

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]

The Land and Water Conservation Fund (LWCF) 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. The “nature-based” restriction in the Stewardship Program does not apply to LWCF funds. [Application deadline - May 1 of each year]

The National Trails Program (RTP) 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. 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]

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 Moving Ahead for Progress in the 21st Century Act (MAP-21), (formerly ISTEA, TEA 21) 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.

MAP-21 combined previously separate Transportation Enhancement (TE), Recreational Trails, Safe Routes to School (SRTS), and Bicycle and Pedestrian Facilities Programs (BFPF) into one funding program called the Transportation Alternatives Program (TAP), under SAFETEA-LU.

Transportation Alternative Program. (TAP) Transportation alternatives 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.

Congestion Mitigation and Air Quality Improvement Program. (CMAQ) is under MAP-21. 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 TAP 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.

APPENDIX

Cost Estimates from 2007 Comprehensive Outdoor Recreation Plan

ATWATER PARK		Estimate	2015 Status
	UPPER TERRACE		
1	Remove and reconstruct inner path to overlook feature	\$13,900	partial
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 removeable bollards on path	\$1,500	Complete
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	ongoing
	BEACH		
14	Construct boardwalk between path and beach	\$42,000	partial
15	Erect permanent shade structure on former beach house foundation	\$15,000	
16	Install seasonal tensile shade structures (3)	\$3,600	1 added
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		Estimate	2015 Status
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 at 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		Estimate	
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	complete
3	Remove southernmost trail access (Oak Leaf Trail)	\$2,700	complete
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	complete
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	
15	OPTIONAL: construct small tot lot playground near existing ball diamond	\$15,000	
16	OPTIONAL: construct permanent batting cage facility	private funding	complete
SUBTOTAL		\$298,200	
DESIGN 15%		\$44,730	
CONTINGENCY 10%		\$29,820	
TOTAL		\$372,750	

ESTABROOK PARK		Estimate	
	MAINTENANCE BUILDING AREA		
1	Construct path connection between the lagoon feature and W. Glendale	\$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 use	\$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 restrooms (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 LEAF TRAIL		Estimate	
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		Estimate	
1	Construct new tot lot playground	\$58,900	
2	Upgrade existing turf playground	\$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)-		Estimate	
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	complete
4	Reconfigure parking lot	\$41,000	
5	Implement pedestrian entryways along north site boundary	\$24,800	
6	OPTIONAL: Irrigate turf field	\$12,000	
SUBTOTAL		\$304,900	
DESIGN	15%	\$45,735	
CONTINGENCY	10%	\$35,064	
TOTAL		\$385,699	