

# **City of Cedarburg**

## **Comprehensive Park and Open Space Plan**

Revised May, 2004

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## **RESOLUTION NO. 2004-18**

### **A Resolution Amending the City of Cedarburg Master Plan Pertaining to Comprehensive Park and Open Space Plan**

WHEREAS, the City of Cedarburg, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, the City Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission, a plan for the physical development of the City of Cedarburg and environs, said plan embodied in *SEWRPC Community Assistance Planning Report No. 144, A Development Plan for the City of Cedarburg; 2010, Ozaukee County, Wisconsin*; and

WHEREAS, the City Plan Commission, on the 7<sup>th</sup> day of August 1989 adopted the aforementioned Development Plan; and

WHEREAS, the Common Council of the City of Cedarburg amended the Master Plan on April 14, 1997 with the addition of a Comprehensive Park and Open Space Plan; and

WHEREAS, The City Plan Commission, is in the process of reviewing and updating the Comprehensive Land Use Plan as an element of "Smart Growth" legislation; and

WHEREAS, the Park & Forestry Board has reviewed and the Plan Commission has held a public information meeting and recommended approval of amendments to the Master Plan pertaining to the Comprehensive Park and Open Space Plan; and

WHEREAS, the amended Park and Open Space Plan will serve to guide recreation management and development of City parks for the next five years; and

WHEREAS, approval by the Common Council and Department of Natural Resources will qualify the City of Cedarburg for matching grants.

NOW, THEREFORE, BE IT RESOLVED that the Common Council of the City of Cedarburg hereby adopts amendments to the Comprehensive Park and Open Space Plan, as an element of Smart Growth, for the City of Cedarburg to be included in the official planning document.

Passed and adopted this 10<sup>th</sup> day of May 2004.

\_\_\_\_\_  
Gregory P. Myers, Mayor

Attest:

Approved as to form:

\_\_\_\_\_  
Sandra M. Ingram, City Clerk

\_\_\_\_\_  
Kaye K. Vance, City Attorney

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## **INTRODUCTION**

As the demand for leisure and recreational activities continues to grow throughout the country it is becoming more important for communities to engage in proper planning to accommodate such activities. The City of Cedarburg has taken proper steps to not only create a solid recreational base, but also to maintain and improve recreational opportunities in the community. By the development of this plan, the City of Cedarburg has recognized the importance of providing quality recreational opportunities to its residents and visitors. Recreational needs can only be met by properly located sites that provide a wide variety of recreational opportunities and are convenient to potential users. These sites should possess natural characteristics appropriate to their intended functions. Providing these facilities has become an accepted responsibility of all governmental levels – local, county, state, and federal. The increasing demand for outdoor recreation has produced three issues of concern for local government decision makers:

- The need to improve existing facilities and provide additional facilities to satisfy current and future demand for recreational activities.
- The need to provide recreation opportunities and facilities in a manner compatible with limited natural resources.
- The need to provide recreation opportunities and facilities in a manner compatible with limited fiscal resources.

Planning is an integral element in identifying community needs and providing facilities efficiently, effectively, and economically. The acceptance of this revised plan by the City of Cedarburg and subsequent approval by the Wisconsin Department of Natural Resources will enable the City to be eligible for the next five years to pursue funding through the Federal Land and Water Conservation Fund Program (LAWCON), the State Stewardship Grant Program, as well as other available outdoor recreation grant-in-aid programs.

## **Definitions**

In order to understand this plan, it is necessary to define certain terms as they are used in the context of this report.

### **Passive-Use Area**

An area primarily designed for picnicking, passive trail use (e.g., hiking), hunting, fishing, etc. and other non-organized recreation activities. This type of facility often emphasizes natural settings and de-emphasizes active recreation facilities.

## **Active-Use Area**

An area designed primarily for organized or non-organized active recreation of one or more age groups. This type of design may have, as its primary feature, play fields, playground apparatus, ball fields, active trail use (e.g., ATV use, snowmobiling, and cross-country skiing), tennis and/or basketball courts, or a combination thereof.

## **Land-Based Recreation**

Activities which can be participated in without the requirement of a recreational water supply. Camping, hiking, picnicking, and field sports are examples of land-based recreation.

## **Water-Based Recreation**

Activities requiring the availability of a recreational water supply. Swimming, fishing, boating, waterskiing, and ice skating are examples of water-based recreation.

## **Play Structure**

A play system which incorporates a variety of functions such as slides, climbing bars, suspended platforms, and railings interconnected in one unit. Structures are usually sized for preschool and elementary users with structure height and apparatus complexity being the determining criteria.

## **Urban Forestry**

Urban forestry, which is also referred to as community forestry, is the establishment, monitoring, and management of trees on publicly-owned land, and the regulation of certain trees on privately-owned land within the community.

## **Environmental Corridor**

A defined area, usually oriented in a linear pattern along a river or drainage pattern that contains a high concentration of environmentally-significant features (plant species, wildlife, land forms, water features, etc.)

## **Multi-purpose Trail System**

A recreational system of trails in a community that affords a variety of year-round uses to a wide segment of the community (e.g., hiking, bicycling, jogging, cross-country skiing, etc.). Multi-purpose trail systems typically contain barrier-free, hard-surface segments that are accessible to individuals with disabilities.

## **Open Play Area**

A large, turf area usable for a variety of unorganized field sports and leisure activities, such as softball, soccer, football, frisbee, etc.

## **Park Type Criteria**

### **Municipal Parks**

Municipal parks are designed primarily to serve residents within the boundaries of the municipality. There are five specific municipal park types.

### **Mini-parks**

Mini-parks provide open space for passive and some active recreation opportunities within a limited walking distance of primary users. The average mini-park serves from 250-1,250 persons. Average area size ranges from 1,000 sq. ft. to one acre.

### **Neighborhood Parks**

Neighborhood parks are designed to provide both active and passive short-term recreation activities. The primary user ranges from five to fifteen years of age. However, informal recreation opportunities cater to groups of all ages. The average neighborhood park serves from 500 to 2,500 people, basically one park for every elementary school. Neighborhood parks commonly range from five to ten acres in size and may have features that provide activities for the entire community.

### **Community Parks**

This type of park is designed to serve several neighborhoods while minimizing park travel distance. Though community parks are designed to accommodate all age groups, most activities cater to the active recreation needs of junior/senior high school students and adults. Although size is not always a sound criterion for classifying parks, it is generally recognized that community parks are larger than neighborhood parks or playgrounds. Community parks can serve from 2,500 to 20,000 people. Most community parks have an average size of between 20-35 acres and may also serve to provide activities associated with neighborhood parks.

### **Urban Greenspace (Conservancy)**

In addition to providing passive recreational opportunities, these types of parks can protect environmental quality and act as land-use buffers. They also help break up development congestion and provide aesthetic quality. Most urban greenspace parks contain natural areas such as environmental corridors, woodlands, floodplains, wetlands, wildlife habitat areas, and scenic views. These areas will typically provide benefits to the entire community or an entire

region. Though no set standard exists, several communities use a ratio of one to two acres per 1,000 population as a basis to project local community demand.

### **Special-Purpose Parks**

This type of park facility emphasizes a chief feature or features which are unique to the municipality. Examples of this type of facility include children's zoos, marinas, fairgrounds, and historical features to mention a few. Due to the varying degree of features these types of parks offer, the age group of users is often widespread. No average park size standard exists.

### **County Parks**

County parks are designed to provide a wide range of long- and short-term active and passive recreation opportunities to several communities and/or municipalities. County parks are designed to accommodate all ages of users, and usually provide a more limited range of recreation opportunities than municipal parks. Most county parks are located in areas with distinctive natural features and provide nature-oriented, passive outdoor recreation such as fishing, swimming, camping, hiking, and boating. County parks are generally large, usually being 200 to 400 acres in size and are usually located adjacent to a significant water body.

### **County Forest**

County forest lands are designated by policy to provide for multiple use of their resources. In addition to timber management, county forest lands provide county residents with a variety of nature-related recreation opportunities. County forests typically provide facilities for hunting, fishing, camping, hiking, cross-country skiing, and other types of multi-purpose trail use. County forests, however, offer few active recreation opportunities such as organized sports, children's play areas, or game courts. No average county forest size standard exists.

### **State Park**

State parks are designated and designed to provide recreational facilities in a unique natural setting for a wide range of users. State parks usually are located around a significant natural feature, and provide extensive facilities, including elaborate visitor centers, gift shops, and developed campgrounds. State parks usually have an on-site staff, including a park ranger and full-time maintenance staff. State parks do not have an average size, but generally can draw users from a local, state, and multi-state area.

## **GOALS AND OBJECTIVES**

### **Mission Statement**

To provide a park and recreation system that will meet the needs of our current and future generations, preserve and protect the City's open space, water, historical, cultural, natural, and economic resources; and provide a park and recreation program that is designed to enhance the community's economy and quality of life.

### **Land Acquisition**

**Goal:** Maintain an adequate amount of active and passive recreational lands to meet current and future recreational needs.

#### **Objectives:**

- Acquire additional lands for passive park use based on current demand, projected demand, and environmental significance as recommended by the Action Plan of the city's *Comprehensive Park and Open Space Plan*.
- Acquire appropriate, developable land for active recreation facilities in areas targeted for future park development.

### **Park Facilities**

**Goal:** Provide adequate facilities at all parks within the City's park system as dictated by park use and type (i.e., neighborhood vs. community park facilities).

#### **Objectives:**

- Develop and approve a site-specific master plan as soon as park land is designated or acquired
- Begin to develop park facilities when the proposed park's residential area begins to be developed.
- Develop park facilities in concert with the growth of the population located near the park.

## **Shared Services**

**Goal:** Coordinate development efforts and the use and maintenance of recreational facilities among the City of Cedarburg, the Cedarburg School District, Ozaukee County, surrounding communities, and public recreation associations.

### **Objectives:**

- Increase public use of indoor and outdoor school recreation facilities.
- Coordinate City/school/county/association development projects to improve and expand recreation opportunities and economic benefits throughout the community in a cost-effective manner.
- Develop formal use/revenue/maintenance agreements among the City, the school district, and public recreation associations to help operate and maintain public recreation facilities in the city.

## **Park Development**

**Goal:** Promote the benefits of larger neighborhood and community parks which provide a wide range of facilities over the development of small playground and mini-park facilities.

### **Objectives:**

- Analyze the location, size, and function of existing and proposed parks if annexations or zoning changes occur.
- Determine the location of future park sites to best serve community-wide needs.

## **Preservation**

**Goal:** Preserve environmentally-sensitive and historically significant areas.

### **Objectives:**

- Incorporate and promote natural features such as floodplains, wetlands, and woodlands as passive recreation areas.
- Preserve and/or appropriately develop environmental corridors.
- Identify and incorporate historical entities into the development of City parks.
- Incorporate signage identifying the historic significance of certain parks and areas.

## **Amenities**

**Goal:** Provide residents with safe and reliable recreation equipment throughout the City park system.

### **Objectives:**

- Replace unsafe, old and deteriorating recreation equipment at all City parks.
- Continually monitor and maintain existing park equipment to ensure its longevity and safety.
- Identify and replace park facilities that do not comply with the Americans with Disabilities Act (ADA) guidelines.
- Identify and replace all playground equipment that does not meet CPSC (Consumer Product Safety Commission) or ASTM (American Society for Testing and Materials)\_safety guidelines.

## **Funding**

**Goal:** Use all available sources of funds to further enhance the quality of the City's park system.

### **Objectives:**

- Pursue funding from state and federal programs which can assist in the acquisition or development of desired park system improvements.
- Solicit donations from other public and private organizations to aid in park system development.
- Update the City's *Comprehensive Park and Open Space Plan* every five years to maintain grant eligibility.
- Develop revenue-generating recreational activities which can aid in the development of new facilities and/or the maintenance of existing facilities.
- Annually update the Park Facilities Impact Fee to help develop park facilities to meet future needs.
- Review the Parkland Dedication Ordinance and Payment In-Lieu-Of Land Dedication to determine if updating is necessary.

## **Subdivision Review**

**Goal:** Coordinate subdivision review with all departments and boards to ensure adequate park facilities are provided.

### **Objectives:**

- Consult the City's *Comprehensive Park and Open Space Plan* and incorporate the needs identified before subdivision plats are approved.
- Continually evaluate and update the subdivision ordinance so that it adequately addresses the recreational needs of City residents.

## **Forestry**

**Goal:** Maintain the City-wide urban forestry program.

### **Objectives:**

- Update the urban forestry ordinance and management plan that would regulate the planting, removal, and management of trees on public lands in the City, and make the City eligible for state and federal urban forestry grant-in-aid programs.
- Remove dead trees and/or treat diseased trees on public lands within the City.
- Establish a tree planting and maintenance program for public lands in the City.
- Continue to apply for and receive "Tree City USA" status for the City.
- Continually evaluate the Gypsy Moth population and take appropriate suppression actions.

## **Budgeting**

**Goal:** Adopt an adequate park budget which can financially address existing park needs and allow for future park land acquisition and future park facility development.

### **Objectives:**

- Use the capital improvements program of the City's *Comprehensive Park and Open Space Plan* as a guide to establish yearly park budgets.
- Use funds to develop facilities which will maximize existing park and

recreation areas and increase park use.

## **Trails**

**Goal:** Provide residents with multi-purpose trail systems that utilize environmental corridors and provide linkages between parks and other appropriate features within and outside of the City.

### **Objectives:**

- Secure additional lands along environmental corridors to ensure public control.
- Develop trail systems which have multiple uses and are barrier-free.
- Connect local trails to regional trail system.
- Provide adequate directional signage on trails.

## **Grounds Maintenance**

**Goal:** Maintain parks to provide quality recreation for residents and reduce the likelihood of hazards.

### **Objectives:**

- Use the City's *Comprehensive Park and Open Space Plan's* maintenance program recommendations as a guide to establish yearly budgets.
- Develop an appropriate and equitable user fee system to help offset maintenance and operations costs.
- Coordinate volunteer efforts to assist with park maintenance.

## **Planning**

**Goal:** Maintain a current comprehensive park and open space plan.

### **Objectives:**

- Continually monitor the park and recreation needs of the community.
- Update the action plan and implementation plan on a yearly basis to reflect changing needs and actual accomplishments.

- Update the entire comprehensive park and open space plan every five years to reflect changes in community needs and desires, and to maintain eligibility for state and federal grant-in-aid funding.

### **Education**

**Goal:** Develop educational resources to enhance the community's awareness and use of City parks, recreation and forestry services.

#### **Objectives:**

- Develop brochures promoting park facilities.
- Provide park signage advising of environmentally sensitive areas and native plant species found in the area.
- Establish a training and education program on tree care and maintenance for citizens.

# **COMMUNITY PROFILE**

## **Physical Characteristics**

### **Location**

The City of Cedarburg is located in the central part of the southern half of Ozaukee County in southeast Wisconsin (Map 1). Situated less than two miles from Lake Michigan, it shares a boundary on its northeast side with the Village of Grafton and the south side with the City of Mequon. The City of Milwaukee lies approximately six miles to the southeast.

### **History**

The territory which eventually became Cedarburg began to be settled in the mid nineteenth century after the establishment of a military road between Green Bay and Milwaukee. This provided easy access to the cities of Green Bay, Milwaukee and Chicago, which coupled with fertile land for farming and abundant timber for construction, led to the community's growth. Much of the prosperity of Cedarburg at that time came from its presence on Cedar Creek. Because of the significant drop in grade as Cedar Creek flows towards the Milwaukee River, important industries including a grist mill, saw mill, planing mill and woolen mill all drew their power from the creek. Agriculture was the most important source of wealth in Ozaukee County during this period. In 1870, the Milwaukee-to-Green Bay rail line was located close to the community, further enhancing its economy and growth. In 1874, during a time of increased building activity, Cedarburg incorporated as a village and then as a city, in 1885. The Great Depression slowed this development drastically, and it wasn't until after World War II that the City renewed its significant growth. After the war, many moved to Cedarburg and commuted to Milwaukee for work. The farmland surrounding the City was converted to subdivisions to support this growing population; the old neighborhoods and traditional downtown were essentially left untouched. Accordingly, its historic resource base and proximity to Milwaukee have kept Cedarburg an attractive place to live.

### **Natural Resources**

Water resources in the City of Cedarburg include one, major perennial waterway, Cedar Creek, which flows through the City and is an important natural feature of the downtown. The creek and its associated floodplain are encompassed by a primary environmental corridor. There are no major lakes within the City of Cedarburg; however, ponds can be found in Pioneer Park, Woodland Park, Herman A. Zeunert Park, Willowbrooke Park, and Centennial Park. Several small wetlands can be found scattered throughout the City. These wetland and water resources, along with the scattered woodlands found in City parks and open spaces, comprise a small amount of wildlife habitat. The topography of the City is generally flat to gently rolling with steep slopes located along Cedar Creek.

## **Land Uses**

The City of Cedarburg has effectively preserved its classic downtown and surrounding older neighborhoods and that preservation effort has led to the development of new, quality residential growth that represents the primary land use of the City. Utilities and transportation, including all street and road rights-of-way, comprise the second most common land use. Other land uses include government and institutional uses such as City offices and schools. Commercial land uses can be found mostly along the main traffic arteries. Industrial development is located in several areas, mostly in the southern part of the City. Land used for recreation, primarily parks and greenspaces, is distributed throughout the City.

## **Traffic Circulation**

Washington Avenue, which runs through the heart of the City, is Cedarburg's primary north/south artery. Regional highways serving the City and running north/south are State Highway 181/County Highway N/Wauwatosa Road and County Highway I/Sheboygan Road. East/west county highways are C/Pioneer Road and T/Portland Road and Western Road.

## **Population Characteristics**

### **Current Population**

Data gathered by the U.S. Census Bureau indicate that the 2000 residential population of the City of Cedarburg was 11,196 persons. Residents of the City accounted for slightly more than one out of every seven Ozaukee County residents at the time of the census. Projections from the Wisconsin Department of Administration estimated Cedarburg's 2002 residential population to be 11,525.

### **Place of Work**

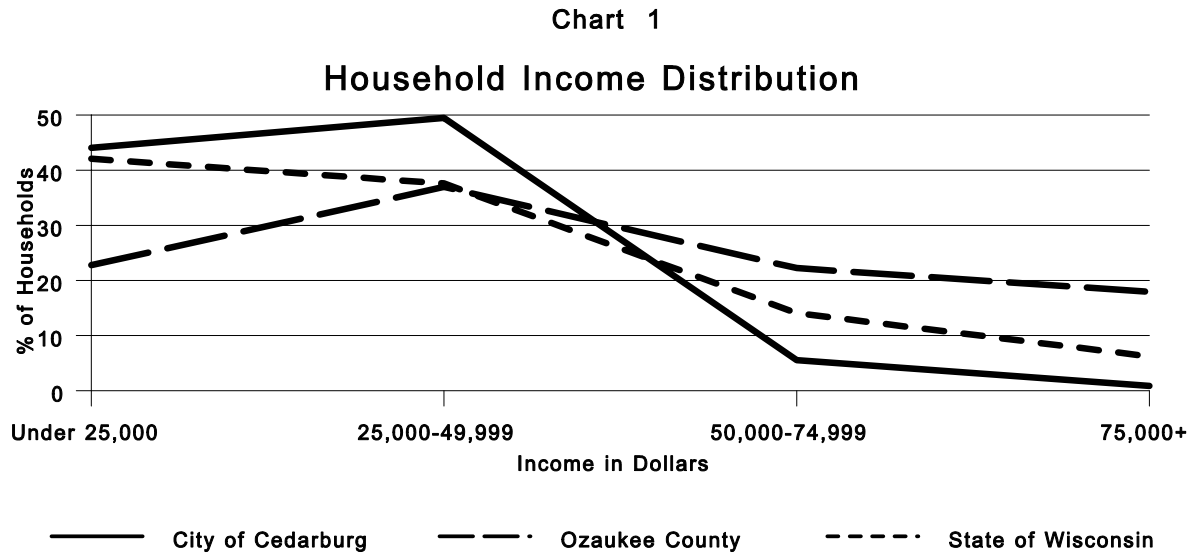
The majority of working residents of the City of Cedarburg are employed outside of the City. Cedarburg is a "bedroom community" for part of the workforce of nearby metropolitan areas such as Milwaukee.

### **Occupations**

In 2000, 5,715 persons, or about 51.1% of the resident population of the City, were in the employed labor force. 45.5% of this labor force were employed in management, professional or related occupations, 26.8% were in the sales and office occupations and 12.3% in the service employment category. Production, transportation and material moving occupations made up 10.9% of the work force and only 4.4% were employed in construction, extraction or maintenance occupations. There was no one who held a job in the farming, fishing or forestry occupations, according to the 2000 census.

**Income**

In 1999, the median family income in the State of Wisconsin was \$52,911; in Ozaukee County, \$72,547; and in the City of Cedarburg, \$66,932. The median family income in 1989 for the State was, \$35,082; for the County, \$47,578 and for the City \$44,153. Both the median and the mean family income were slightly lower in the City than the county, but both were slightly higher in the City than in the region.



**Household Size**

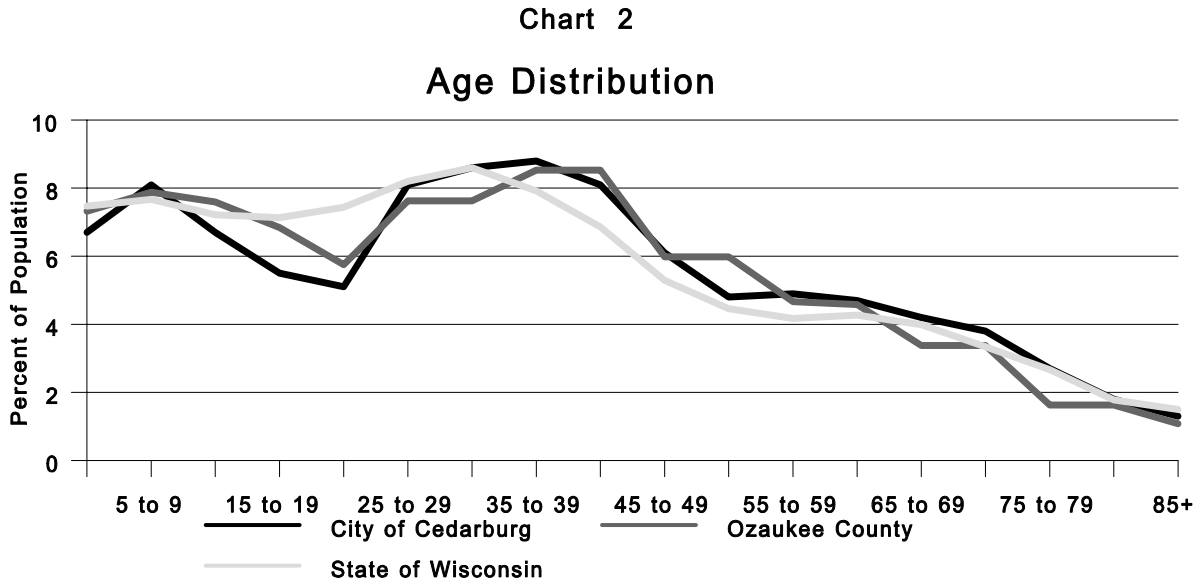
**Table 1: Household Size**

|              | Wisconsin | Ozaukee County | City of Cedarburg |
|--------------|-----------|----------------|-------------------|
| Households   | 2,084,544 | 30,857         | 4,432             |
| Average Size | 2.50      | 2.61           | 2.45              |

| City of Cedarburg       | Single Family | 2-4 Family | Multi-Family |
|-------------------------|---------------|------------|--------------|
| Residents per Household | 2.79          | 1.81       | 1.81         |

## Age

The distribution of age groups over twenty-five years old in the City of Cedarburg is comparable to both Ozaukee County and the State of Wisconsin (Chart 2). Both the county and City have slightly lower than the state average of adolescents and young adults in the 10- to 25-year-old range. As is true with the state and county, more than half of the population is under 40 years of age.



Source: U.S. Census Bureau

## Population Projections

Projected changes in the total population of Cedarburg as well as its age composition are summarized in Table 2. Under a moderate growth scenario, all age groups would experience an overall increase in population. The two groups expected to increase in percent of total population in either a pessimistic or optimistic growth scenario are adolescents in the 15 to 19 year-old group and persons considered to be in early retirement aged 65 and older. Both of these groups typically have greater than average amounts of leisure time. The younger of these two groups would require more active use facilities such as ball diamonds and soccer fields. The older group would tend to require more access to passive use facilities such as picnic areas and walking trails. The City should remain aware of the growth of these age groups in relation to the population as a whole and their potential impact on certain recreation needs within the community.

**Table 2: Population Forecast**

| Age Group | 2000<br>Actual | 2020<br>Pessimistic | 2020<br>Moderate | 2020<br>Optimistic |
|-----------|----------------|---------------------|------------------|--------------------|
| <5        | 754 / 6.9%     | 482 / 5%            | 890 / 6%         | 1,293 / 6%         |
| 5-14      | 1,720 / 15.8%  | 1,214 / 14%         | 2,079 / 14%      | 2,944 / 14%        |
| 15-19     | 714 / 6.5%     | 708 / 8%            | 1,207 / 8%       | 1,704 / 8%         |
| 20-64     | 6,124 / 54.7%  | 4,715 / 54%         | 7,995 / 53%      | 11,275 / 53%       |
| 65+       | 1,884 / 16.8%  | 1,726 / 20%         | 2,904 / 19%      | 4,081 / 19%        |
| Total     | 11,196 / 100%  | 8,777 / 100%        | 14,960 / 100%    | 21,139 / 100%      |

Source: SEWRPC, U.S. Census Bureau

### **Future Residential Development**

Future residential growth patterns will largely dictate the size and location of future park lands. Due to physical constraints, the City of Cedarburg will be limited in how it grows in the future. Cedarburg is bounded on the south by the City of Mequon, on the east by the Village of Grafton, and by developable, unincorporated areas to the southeast. Future development, other than urban infill, is likely to occur to the north, west, and particularly to the southwest of the current City limits. In fact, the Southeast Wisconsin Regional Planning Commission has proposed an urban service district for the year 2010 that shows the southwest as being the major new growth area for the City. The area located south of State Highway 60 from Cedar Creek west to Washington Avenue is another prime location for future development to occur. However, utility services (i.e. sewer and water) are not currently available to this area but it is within the sanitary sewer service area. This new residential growth area is not currently served by existing City parks, so additional park land will need to be acquired and developed to meet the additional recreational needs of the new residents.

## **EXISTING RECREATION FACILITIES**

### **City of Cedarburg Parks**

The City of Cedarburg currently operates and maintains a park system consisting of 30 separate park areas covering a total of 142 acres of land (Map 2). Individual parks range in size from less than one acre to twenty-five acres. Active use park areas are summarized in Table 3, p. 26 Table 4, p. 27, presents a summary of the total recreation facilities found in city parks. City parks are fairly evenly distributed throughout the City. Several of the City's parks have been "adopted" by neighborhood groups or service organizations through the Park and Recreation Department's "Adopt-A-Park" program. The "adopting" agency works with the parks department to help maintain and manage City park facilities.

The Cedarburg School District owns and maintains four school sites in the City, all of which have developed outdoor recreation areas that add to the City's recreation supply. The school recreation areas account for approximately 61 acres of active use area, and are generally located in the developed residential areas of the community. The recreation facilities located at school sites typically include organized athletic fields, such as soccer fields, football fields, baseball diamonds, and children's playground equipment areas (at the elementary schools).

Ozaukee County owns and operates one 16-acre county park area and one special-use facility in the Cedarburg area. The Ozaukee County Fairgrounds and the Ozaukee Ice Center are classified as special-use parks, since they contain special facilities not typically found in City parks. The Interurban Trail system is a multi-purpose trail system that links the City with other communities in the region.

There are two significant privately owned and managed recreation areas that contribute to the City's recreation supply. Baehmann's Golf Center is a 24-acre driving range and par-3 golf course that is available for public use. Fireman's Park is a 20-acre recreation area that serves as a festival grounds. These areas are open to the general public, are non-discriminatory, and provide the same opportunities as a public park or recreation area. For the purposes of analysis, private recreation acreages and facilities are not included in the city-wide totals, since these facilities are not under public control. However, the City should monitor them to assure that they continue to serve the needs of the public.

## City Parks

**Adlai Horn Park** is an 8-acre park located southwest of the Columbia Road and Columbia Court intersection and is directly north of the main Cedar Creek Park area. This park is connected to Cedar Creek Park by a footbridge over Cedar Creek. Recreation facilities include a youth baseball diamond with practice batting cage, bleachers, dugouts, concession building, two tennis courts, an asphalt trail system, an open play area, and a parking lot. The youth baseball diamond and concession stand are used and managed by the Cedarburg Select Baseball League. The park has been adopted by the Cedarburg Cub Scouts. Following are tasks that have been accomplished or need to be completed as part of this plan:

- The baseball field dugouts and backstop were repaired in 2000
- Rip-rap is to be placed along the shoreline
- Restroom facilities, a concession stand and shelter are planned
- Tennis court renovation and fence replacement is needed
- Asphalt trails were resurfaced in 2000

**Beckmann Park** is a .8-acre park located in the central area of the City directly southwest of the Sunnyside Lane and Hilbert Drive intersection, on the south bank of Cedar Creek. The park is known mainly for the woodlands of the Cedar Creek primary environmental corridor. Recreation facilities in the park consist of a full basketball court. The basketball court surface is in good condition, and the basketball rims were replaced in 2000.

**Beechwood Park** is a 5-acre park located in the southeastern portion of the City between Taft Street and Pierce Street directly south of the “West Hamilton Meadows” subdivision. The park is known for its natural stand of beech trees. Other than rustic trails, there are no recreation facilities in Beechwood Park. Beechwood Park has been adopted by the Beechwood Kids, a local neighborhood organization.

**Boy Scout Park** is a one-acre park located in the Cedar Creek primary environmental corridor, in the central section of the city directly northwest of the Bridge Street and Riveredge Drive intersection. Facilities in this park include a year-round, enclosed shelter/restroom, an ice-skating rink (on Cedar Creek), and an open play area. The enclosed shelter/restroom has a variety of uses: Boy Scout clubhouse, restroom, kitchen/concession area, and skating warming house. There is also canoe access to Cedar Creek from this park. All of the facilities in Boy Scout Park are in good condition.

**Cedar Creek Park** is a 16-acre park located in the center of the City just east of the downtown area. The park is located in the Cedar Creek primary environmental corridor, with Cedar Creek being the main natural feature in the area. Cedar Creek Park consists of the main park area, a softball field, football field, and a sledding hill.

- The main park area is located along the north side of Portland Avenue and consists of large open areas adjacent to Cedar Creek. Recreation facilities include an amphitheater/bandshell structure (with storage rooms), restrooms, drinking fountain, a large open park shelter, a children's play structure, and a number of picnic tables, benches, and grills. There is an asphalt trail system that runs through the park and includes two

footbridges over Cedar Creek, one of which leads to Adlai Horn Park. An old historic retaining wall along the south side of the creek with steps down to the water's edge provide for passive creek enjoyment. There are numerous, large shade trees located throughout this park which help make this a popular destination for Cedarburg's residents and visitors.

- The softball field, football field and sledding hill are located directly south of the main park area. Recreation facilities include a lighted softball/baseball diamond with bleachers and concession building, a flag football/soccer field (in the baseball outfield), and a sledding hill. The softball/baseball diamond is used by the Land-O-Lakes league baseball teams and Cedarburg High School varsity girls softball team, as well as the Park and Recreation Department's youth baseball and adult softball leagues.

Cedar Creek Park receives heavy use by residents and visitors. In addition to the active recreation opportunities, the park has a number of passive recreation facilities such as picnic areas, trails, and benches. Group picnics, concerts, lunches, and general relaxation provide an excellent balance to the other recreation opportunities. Cedar Creek Park has been adopted by the Cedarburg Cub Scouts.

Cedar Creek Park is generally maintained in good condition. Following are tasks that have been accomplished or need to be completed as part of this plan.

- The parking areas and asphalt trails were resurfaced in 1999
- Geese are a nuisance in areas near Cedar Creek
- Picnic Grills were replaced in 2000
- Bridge/Trail system components were made barrier free in 1999
- Children's play equipment needs upgrade to meet ASTM and CPSC guidelines

**Cedar Creek Walkway** is a .4 acre park located along the east side of Cedar Creek extending from the Interurban Bridge southward to Columbia Road. The park includes a walkway about 500 feet long meandering along Cedar Creek, which connects the Interurban Trail to public sidewalks and streets at the intersection of Columbia Road and Mequon Avenue. The park includes a sitting area near Mequon Avenue, which commemorates Cedarburg's Light and Water Utility. The park is enhanced with landscaping and lighting.

This park was initially constructed in conjunction with the environmental clean-up of adjacent portions of Cedar Creek that was completed by Mercury Marine in 1994-1995. Mercury Marine donated the landscaping and paid for the initial walkway construction.

**Cedar Hedge Park** is an 11-acre undeveloped park that is located in the north-central section of

the community along the west bank of Cedar Creek adjacent to the “Cedar Hedge” subdivision. The main feature of the park is its extensive woodlands in the Cedar Creek primary environmental corridor. Recreational facilities in Cedar Hedge Park are limited to a nature trail. Cedar Hedge Park has been adopted by the Cedarburg Cub Scouts.

**Cedar Pointe Conservancy** is a 13-acre park that is located in the southwestern section of the community directly south of the Lincoln Boulevard and Evergreen Boulevard intersection. This area consists of lowland and wetland plant communities in a primary environmental corridor. Recreational facilities in Cedar Pointe Conservancy are limited to a nature trail and parking area. The City plans to evaluate the location and construction of the rustic trails to increase access and use of the conservancy.

**Cedar Pointe Park** is an 8-acre park that is located in the southwestern section of the community at the southeast corner of Western Avenue and Wauwatosa Road intersection. In accordance with the approved master plan, this park has been developed with a youth baseball diamond, full basketball court, parking lot, restrooms with shelter, drinking fountain, trail system, and a children’s play area with ASTM and CPSC rated equipment.

**Centennial Park** is a 23-acre park that is located in the north-central section of the community northwest of the Evergreen Boulevard and Pine Street intersection. Recreation facilities include an extensive, ADA accessible children’s play structure area, a community aquatic center (swimming pool, wading pool, slides, diving boards, and shower/changing room/restroom building), two lighted sand volleyball courts, paved parking lots, a gazebo, a sledding hill, walking paths, fishing lagoons, picnic areas, restrooms, and a drinking fountain. Wetlands and two lagoons comprise the natural features in the park.

Centennial Park is the City's most popular park and receives heavy seasonal use. In particular, the aquatic center, children's play structures, and picnic areas are used extensively in the summer months. The sledding hill receives heavy use in the winter. Centennial Park has been adopted by the Cedarburg Girl Scouts.

Centennial Park is generally maintained in excellent condition. However, there are some issues that should be addressed:

- Geese are a nuisance in areas near the ponds
- Sledders occasionally slide onto the ponds
- The asphalt paths were resurfaced

**City Entrance** is a .8-acre park located northeast of the Washington Avenue and Pioneer Road intersection, at the main entrance to the City in the southern section of the community. The main features of the park are an official City entrance sign and the signs of civic and service organizations. City Entrance is maintained in good condition.

**Doctors Park** is a .1-acre park located at the northeast corner of Mill Street and Washington Avenue in downtown Cedarburg. Facilities in the park include benches and a flower garden.

Doctors Park is maintained in good condition. Doctors Park has been adopted by the Cedarburg Garden Club.

**E. Stephan Fischer Park** is a .5-acre park that is located along the north side of Bridge Street between Mequon Avenue and Jefferson Avenue in the central section of the community. The park consists of a steep sledding hill and an open play area. Regrading of the base of the sledding hill should be considered as sledders occasionally slide onto the street. E. Stephan Fischer Park has been adopted by the Junior Women's Club.

**Founders Park** is a three-acre park located on the east side of Evergreen Boulevard approximately 1/8 mile north of the Western Avenue and Evergreen Boulevard intersection, in the west central section of the community. The park features a historic cemetery within a natural wooded area, some rustic trails with Aldo Leopold-style benches, and an open play area. A wrought iron fence encloses the historic cemetery. Founders Park has been adopted by, and is managed by, a local Boy Scout troop and the Cedarburg High School science class. Park maintenance items include:

- Invasive trees and shrubs are located throughout the park and are being removed on an ongoing basis
- The rustic trails are being maintained on an ongoing basis

**Georgetown Walking Path Park** is a three-acre park that is located north of Meadow Court, along the east bank of Cedar Creek in the northeast section of the community. The park facilities consist of rustic trails that run through wooded areas in the Cedar Creek primary environmental corridor. The facility needs directional signage and asphalt path repairs.

**Georgetown Park** is a two-acre park that is located northwest of Manchester Square in the northeast section of the community. Park facilities include an open play area, a practice soccer field, paved trails, children's play equipment, and some picnic tables and benches. Park issues include:

- Asphalt paths need repaving
- The play equipment area needs weed barrier installed
- Sand should be removed from the play equipment area and replaced with wood mulch

**Harrison Park** is a one-acre park that is located directly east of the Churchill and Harrison Avenue intersection, in the northwest section of the community. Harrison Park is an isolated conservancy area. There are no recreation facilities in Harrison Park.

**Highland Bridge Park** is a .8-acre park that is located along the south bank of Cedar Creek on the west side of Highland Drive, in the western section of the community. The park consists of a natural wooded area in the Cedar Creek primary environmental corridor. There are no recreation facilities in Highland Bridge Park. Highland Bridge Park has been adopted and maintained by a local resident. In 2001, the resident cleared most of the under-brush and planted new trees.

**Hillcrest Park** is a .5-acre park that is located between Hillcrest Avenue and Hanover Avenue at a point half way between Adams Street and Lincoln Boulevard in the south central section of the community. Park facilities include a full basketball court, a children's play structure area, and some picnic tables and benches. The facilities in Hillcrest Park are maintained in good condition. The City plans to determine the need for a paved path through the park to provide access to the recreation facilities and remove the sand from the play equipment area and replace it with wood mulch. The basketball court was resurfaced in 2001. Hillcrest Park has been adopted by a local resident.

**Hoffmann Glen** is a 2.5 acre park located east of Highland Drive and south of Cedar Creek. The master plan for the park includes rustic trails, split-rail fencing, and an asphalt path up to the woodlands.

**Interurban Bridge Park** is a .2 acre park located along Cedar Creek between Washington Avenue and the Interurban Bridge. The park includes a public space with benches facing Washington Avenue and includes the Interurban Bridge and a segment of the Interurban Trail. The area includes decorative lighting and landscaping and is heavily used year-round.

**Legion Park** is a 1-acre park located directly east of the Cedar Creek Park softball field and sledding hill. Legion Park consists of the American Legion Building and parking lot, which are situated on a large wooded site. Also on the site is a memorial to local veterans. The American Legion Building is owned and operated by the local American Legion Chapter, while the grounds are owned and maintained by the Cedarburg Parks and Recreation Department.

**Maple Manor Park** is a 1.5-acre park that is located directly east of the Spruce Avenue and Chestnut Street intersection in the western section of the community. Park facilities include an open play area, paved trails, and a children's play equipment area. Maple Manor Park is maintained in good condition and children's play equipment which meets ASTM and CPSC standards was installed in 1997. However, there are some issues that should be noted:

- Open play areas are steeply sloped (5%+)
- The low area of the park may need regrading
- Introduce sand volleyball courts

**Pioneer Park** is a two-acre park that is located at the southeast corner of Taunton Avenue and Pioneer Road in the far southern section of the community. In 2000, a storm water detention pond was constructed in the park.

**Westlawn Park** is a .5-acre park that is located at the Jackson Street and Kennedy Avenue intersection extending west to Grant Avenue in the western section of the community. The park consists of a mowed lawn area and a paved walking path.

**Westlawn Woods Park** is a three-acre park that is located directly northeast of the Evergreen Boulevard and Lincoln Boulevard intersection in the southwestern portion of the city, adjacent to

the Westlawn School. The park consists of natural wetlands in a secondary environmental corridor. There are no recreational facilities in Westlawn Woods Park.

**Willowbrooke Park** is a nine-acre park that is located in the north central section of the community, northeast of and adjacent to the Ozaukee County Fair Grounds. Recreation facilities include half-court basketball, an open play area, a children's play equipment area, a youth baseball diamond, a practice soccer field, restrooms, open shelter, paved trails, picnic facilities (picnic tables and benches), and a lagoon. A portion of the park adjacent to the County Fair Grounds (the practice soccer field and a portion of the lagoon) is leased from Ozaukee County. The lease was renewed in August 2001 for a period of ten years at \$1 per year. The park contains a number of mature shade trees, and the pond is stocked annually with trout by the DNR.

Willowbrooke Park is one of the City's most popular and most heavily-used parks. The youth baseball diamond, soccer field, and play equipment receive heavy seasonal use, particularly in the summer. The stocked fish pond provides fishing opportunities for neighborhood residents, and the picnic areas adjacent to the pond provide pleasant passive recreation opportunities for all residents.

Willowbrooke Park is generally maintained in excellent condition. However, some issues should be noted:

- The geese are a nuisance in areas near the ponds
- Sand from the play equipment area should be removed and replaced with wood mulch
- Additional play equipment is needed to accommodate younger families moving into the Fairfield Manor Subdivision

**Woodland Park** is a four-acre park that is located southeast of the Orchard Drive and Woodland Road intersection, in the center section of the community. Park facilities include a full basketball court, a natural wooded area, rustic trails, and a lagoon maintained for ice skating. Woodland Park is maintained in good condition.

**Wurthmann Park** is a .5-acre park that is located south of Wurthmann Street and west of Hilbert Avenue, in the southern section of the community. Park facilities consist of a limited children's play area. Wurthmann Park is seemingly landlocked; however, limited access is provided between residential lots. In 2002, an asphalt path into the park was installed from Washington Avenue. The City should prepare a master plan for park use and determine the need for children's play equipment.

**Zeunert Park** is a 20-acre park that is located north of the Lincoln Boulevard and the Taft Street intersection, in the southeast section of the community. Recreation facilities at the park include two children's play structure areas, a youth baseball/tee ball diamond, a sandlot softball diamond (with backstop), two tennis courts, restrooms, an open shelter, paved walking paths, and a parking lot. The park includes a pond (former quarry) which provides associated recreational opportunities. There is a scenic overlook at the quarry rim on the east side of the pond which was

recently upgraded and supported by a paved path. Ultimately, this path will be extended around the entire pond.

The park is a popular picnic area, and the playground equipment is heavily used by neighborhood children. There is a housing complex for the elderly adjacent to the park, and many of its residents take advantage of the passive recreation facilities.

Zeunert Park is generally maintained in excellent condition. The park has been adopted by the Cedarburg Boy Scouts. However, there are some problems and deficiencies that should be noted:

- The pond water is contaminated and is not suited for certain uses. The City will work with cooperating agencies to improve the water quality
- The geese are a nuisance in areas near the ponds
- The asphalt paths and parking areas need resurfacing

### **Other City Facilities**

**Interurban Trail System** The Ozaukee Interurban Trail is a 30-mile, paved, mostly off-road, multi-use transportation and recreation trail that crosses the County from north to south passing through eight of Ozaukee County's sixteen communities. The Trail accommodates all-season, non-motor vehicle recreational uses such as hiking, walking, running, biking, rollerblading, wildlife viewing and skiing. In addition, it is an integral feature in connecting Ozaukee County's commuters to places of employment, business, industry, historic places and commerce. In 2002, Ozaukee County and the eight communities that the trail passes through celebrated the grand opening of this newly completed trail.

**A Skate Facility** for in-line skaters and skateboarders was constructed in 2002 on .1 acres of City property adjacent to the Department of Public Works facility at the corner of Johnson Avenue and Lincoln Boulevard. Amenities include a spine, a pyramid and three quarter pipes. The City will evaluate expanding the facility on land east of the current site.

### **School Recreation Areas**

**Webster Middle School/Cedarburg High School** includes a 38-acre recreation area. The schools are located between Evergreen Boulevard and Wauwatosa Road, north of Western Avenue, in the western section of the community. Recreation facilities include two baseball diamonds, three full basketball courts, two softball diamonds, three soccer fields, fourteen tennis courts, a football/soccer stadium (with bleachers, scorers booth, comfort station, etc.), extensive open play areas, and paved parking lots. In addition, a new swimming pool and Field House were constructed in 2002. The school recreation facilities are maintained in good condition.

**Parkview School** includes a seven-acre recreation area. Parkview School is located at the northwest corner of the Harrison Avenue and Pine Street intersection in the northwest section of the community. Recreation facilities include a softball diamond, one full basketball court, an open play area, and a children's play equipment area.

**Thorson School** includes a 12-acre recreation area. Thorson School is located east of the Alpine Drive and Keup Road intersection, in the northeast section of the community. Recreation facilities include a softball diamond, two soccer fields, one full basketball court, an open play area, and a children's play equipment area.

The Thorson School recreation facilities are generally maintained in good condition. However, the softball diamond turf and infield are in poor condition.

**Westlawn School** includes a four-acre recreation area. Westlawn School is located at the northwest corner of Lincoln Boulevard and Madison Street, in the southwest section of the community (adjacent to Westlawn Woods Park). Recreation facilities include two full basketball courts, a softball diamond, an open play area, and a children's play equipment area.

### **County Recreation Areas**

**Ozaukee Ice Center** is a special-purpose facility that is located directly south of the McKinley Boulevard and Pioneer Road intersection, in the northern section of the City of Mequon. The Ice Center is an indoor ice rink facility that is open year round and is available for use by Mequon and Cedarburg residents. Facilities include an indoor ice rink, changing rooms, and parking lots.

Even though the Ice Center is available for public use, there is currently little time available for open skating. Most of the available ice time for the season has been reserved by organized or structured programs or activities. The Ice Center was developed as a public-private partnership.

Public funds and services for development were provided by the City of Mequon and City of Cedarburg. The balance of the development funds were raised by the Ozaukee County Ice Association, a non-profit organization, through private donations. The Ice Center was constructed on County-owned land and is operated and maintained by the Ozaukee County Ice Association.

**The Ozaukee County Fairgrounds** is a 16-acre facility that is located in the north central section of the community, adjacent to Willowbrooke Park and Fireman's Park. The fairgrounds are owned by Ozaukee County and managed by the Ozaukee County 4-H club, a private, non-profit organization. Recreation facilities in the fairground include livestock buildings, exhibition buildings, concession buildings, restrooms, shelters, parking lots, and other support facilities. The Ozaukee County Fairgrounds are used primarily for the Ozaukee County Fair, which is held once each year. The fairgrounds provide recreation opportunities to City residents that are not typically available at municipal parks.

A study is currently underway to determine the future uses of the Ozaukee County Fairgrounds.

### **OTHER NEARBY COUNTY RECREATION AREAS**

Ozaukee County has developed and maintains the following nearby recreation areas which serve City of Cedarburg residents:

- Covered Bridge County Park in the Town of Cedarburg
- Hawthorne Hills County Park and Golf Course in the Town of Saukville
- Lion's Gorge County Park (under development) in the Town of Grafton

- Mee-Kwon County Park and Golf Course in the City of Mequon
- Pioneer Village Historic Settlement in the Town of Saukville
- Tendicks County Park and natural area north of Saukville
- Virmond County Park in Mequon
- Waubedonia County Park west of Fredonia

## **OTHER NEARBY RECREATION AREAS**

In addition to the recreation areas provided by Ozaukee County, there are several recreational areas and facilities located nearby which also are available to City of Cedarburg residents. They are:

- The Cedarburg Bog Natural Area and the related University of Wisconsin Field Stations. Both are state-owned facilities.
- Pleasant Valley nature Park in the Town of Cedarburg. A Town park area being developed on a former municipal landfill.
- Riveredge Nature Center located east of Newburg. Operated by a private foundation.
- The entire Interurban Trail System outside the City which provides trail route connectivity to trail segments in the City.

### **Private Recreation Areas**

**Fireman's Park** is a 20-acre facility that is located in the north central section of the community, adjacent to and south of the Ozaukee County Fairgrounds. Fireman's Park is owned and managed by the Cedarburg Fire Department, Inc., a private non-profit corporation. Recreation facilities in the park include exhibition buildings, shelters, restrooms, race track, grandstands, parking lots, and concession buildings. Fireman's Park is used for carnivals, flea markets, festivals, and other large group gatherings. These events are open to the public and provide recreation opportunities not normally available at municipal parks. A study is currently underway to determine the future uses of Fireman's Park.

**Baehmann's Golf Center** is a 24-acre driving range and par-3 golf course that is located along Washington Avenue, in the north central section of the community. The privately owned and managed golf center is open to the public and provides golf opportunities to beginner and intermediate golfers. Baehmann's Golf Center appears to be properly managed and maintained in good condition. However, the golf center is located in a developing residential area, and it may

be sold and/or converted to a non-recreational land use at some time in the future. In 2003, the City adopted an amended land use plan detailing the development planned for this area

**Cedarburg Soccer Association Fields** are located adjacent to St. Mary's Health Center on Pioneer Road in the southern part of the city and at Grob Fields on the northeast corner of Grob Air Field north of the city in the Town of Cedarburg.

**Table 3: Existing Park Recreation Facilities  
CITY OF CEDARBURG PARKS**

| Park                         | Total Acres  | Active Acres |
|------------------------------|--------------|--------------|
| Adlai Horn Park              | 8.0          | 8.0          |
| Beckmann Park                | 0.8          | 0.8          |
| Beechwood Park               | 5.0          | 0.0          |
| Boy Scout Park               | 1.0          | 1.0          |
| Cedar Creek Park             | 16.0         | 16.0         |
| Cedar Creek Walkway          | .4           | .4           |
| Cedar Hedge Park             | 11.0         | 0.0          |
| Cedar Pointe Conservancy     | 13.0         | 0.0          |
| Cedar Pointe Park            | 8.0          | 5.0          |
| Centennial Park              | 23.0         | 23.0         |
| City Entrance                | 0.8          | 0.8          |
| Doctors Park                 | 0.1          | 0.1          |
| E. Stephan Fischer Park      | 0.5          | 0.5          |
| Founders Park                | 3.0          | 0.0          |
| Georgetown Walking Path Park | 3.0          | 0.0          |
| Georgetown Park              | 2.0          | 2.0          |
| Harrison Park                | 1.0          | 0.0          |
| Highland Bridge Park         | 0.8          | 0.0          |
| Hillcrest Park               | 0.5          | 0.5          |
| Hoffmann Glen                | 2.5          | 0.0          |
| Interurban Bridge Park       | .2           | .2           |
| Legion Park                  | 1.0          | 1.0          |
| Maple Manor Park             | 1.5          | 1.5          |
| Pioneer Park                 | 2.0          | 2.0          |
| Westlawn Park                | 0.5          | 0.5          |
| Westlawn Woods Park          | 3.0          | 0.0          |
| Willowbrooke Park            | 9.0          | 9.0          |
| Woodland Park                | 4.0          | 2.0          |
| Wurthmann Park               | 0.5          | 0.5          |
| Zeunert Park                 | 20.0         | 20.0         |
| City Park Total = 30         | <b>142.1</b> | <b>94.8</b>  |

**SCHOOL RECREATION AREAS**

| School | Total Acres | Active Acres |
|--------|-------------|--------------|
|--------|-------------|--------------|

| School                                | Total Acres | Active Acres |
|---------------------------------------|-------------|--------------|
| Webster Middle/Cedarburg High Schools | 38.0        | 38.0         |
| Parkview School                       | 7.0         | 7.0          |
| Thorson School                        | 12.0        | 12.0         |
| Westlawn School                       | 4.0         | 4.0          |
| School Area Total                     | 61.0        | 61.0         |

**Table 4: City of Cedarburg Recreation Facilities Summary**

| Facility                  | Park Facility Total | School Rec. Area Total | Community Total |
|---------------------------|---------------------|------------------------|-----------------|
| Baseball Diamond          | 0                   | 2                      | 2               |
| Baseball/Softball Diamond | 1                   | 0                      | 1               |
| Basketball Court          | 5                   | 7                      | 12              |
| Boat Launch               | 0                   | 0                      | 0               |
| Horseshoe Pits            | 0                   | 0                      | 0               |
| Fireplace Grills          | 5                   | 0                      | 5               |
| Picnic Tables             | 108                 | 0                      | 108             |
| Soccer Fields             | 2                   | 5                      | 7               |
| Softball/Youth Diamond    | 5                   | 5                      | 10              |
| Tennis Courts             | 4                   | 14                     | 18              |
| Volleyball Courts         | 3                   | 0                      | 3               |
| Sledding Hill             | 3                   | 0                      | 3               |
| Ice Skating Rink          | 2                   | 0                      | 2               |
| Swimming                  | 1 (outdoor)         | 1 (indoor)             | 2               |
| Open Play Area            | 10                  | 4                      | 14              |
| Restrooms                 | 6                   | 0                      | 6               |
| Shelter                   | 4                   | 0                      | 4               |
| Play Equipment            | 9                   | 3                      | 12              |
| Trail System              | 12                  | 0                      | 12              |
| Parking Lot               | 5                   | 1                      | 6               |
| Football(Soccer)          | 1                   | 1                      | 2               |
| Skate Facility            | 1                   | 0                      | 1               |

## **RECREATION NEEDS ANALYSIS**

The number and type of parks and recreation facilities needed within a community depends on the recreation needs and wants of the residents of the community. Identified recreation needs and wants of community residents provide the basis for justifying funding and maintaining existing recreational facilities. Most recreation needs and wants can be identified using the following five methods:

- Comparison of current acreages to acreage standards
- Comparison of current service areas to service area standards
- Comparison of current facilities to facility standards
- Review of existing quantitative studies
- Soliciting public input

This method of determining needs is based on the Recreation, Park and Open Space Standards and Guidelines published in 1983 by the National Recreation and Park Association (NRPA). It is important to use all five of these methods in determining if there is a need for additional parks and/or recreational facilities in the City of Cedarburg. Each method focuses on one specific element of recreation. Taken individually, they do not accurately represent community-wide recreation needs. However, taken as a group, recreation needs and wants can be aggregated and identified, and additional parks and recreation facilities can be justified.

### **Recreation Acreage Requirements**

The first method of evaluating a community's recreational acreage needs is to determine the number of people the existing system serves or has the capacity to serve and then compare it to National Recreation and Park Association (NRPA) standards. This is accomplished by assigning an acreage requirement for recreation areas per 1,000 persons in the city. For this plan, the standard of 12 acres active use land per 1,000 people is used as a basis for determining acreage needs. This city park acreage should be distributed throughout the community, so that all residential areas, age groups, and activity needs are served in the best and most cost-efficient manner.

Only City parks are included in the recreation acreage requirements analysis. In general, county parks, school recreation areas, and private recreation area acreages are not included in the city-wide recreation requirements analysis for the following reasons:

- County park facilities do not provide typical municipal recreation opportunities.
- School recreation areas provide some municipal recreation opportunities, but their

public use is limited due to school use (physical education classes, intramural activities, interscholastic athletic use, etc.) and they are not under public control.

- Private recreation areas are not under public control and have a different mission (i.e., profit) than public recreation areas.
- Private, not-for-profit recreation areas (e.g., Cedarburg Soccer Club) can provide some municipal recreation opportunities, but they are not under public control.

Using the park standards above and the acreage totals for each park (Table 3, p. 26), current park land deficiencies were calculated. Table 5, p. 29, summarizes the results of this comparison. The City currently provides about 8.4 total acres of parkland per 1,000 population, or about 3.6 total acres per thousand less than the recommended standard. This means that the City would need to acquire about 40.8 acres of additional active use parkland to meet current recreational needs within the City.

**Table 5: City of Cedarburg Park Land Needs**

**2002 acreage needs (based on 2002 population of 11,252)**

|  |                   |
|--|-------------------|
| Acreage Need (12 acres active use lands/1000 population) | 135 acres         |
| Current Supply (City Parks)                              | 94.2 acres        |
| <i>Acreage Deficiency</i>                                | <b>40.8 acres</b> |

**2010 acreage needs (based on 2010 population of 12,917)**

|   |                   |
|---|-------------------|
| Acreage Need (12 acres active use land/1000 population) | 156 acres         |
| Current Supply (City Parks)                             | 94.2 acres        |
| <i>Acreage Deficiency (Gross)</i>                       | 61.8 acres        |
| <i>Acreage Deficiency (Current)</i>                     | 40.8 acres        |
| <i>Acreage Deficiency (Future)</i>                      | <b>21.0 acres</b> |

Using the projected 2010 population of 12,917 for the City, it is also possible to project the potential recreational acreage needs for that time. According to Table 5, the City would need approximately 21 acres of additional active use parkland, or 1.6 acres of parkland per 1,000 population to meet the projected recreational needs of the City in 2010 (assuming the current acreage deficiency of 40.8 acres has been satisfied). However, if the actual population is lower, the City would need proportionally less additional parkland to meet future recreational needs

## **Recreation Service Area Requirements**

Map 2 shows the distribution of parks in the City. Although each (or any) park may require additional facilities or upgrading, additional park land is not recommended in the developed areas of the City.

However, undeveloped areas in the community and future residential growth areas to the north, west, and southwest currently are not served by parks. Also, the developed, unincorporated areas to the southeast of the City are not served by any community or neighborhood parks. These areas will need to be served by new community parks, neighborhood parks, or both as new residential development occurs.

## **Recreation Facility Needs**

A community needs a number of different types of parks to serve the various recreational needs of its residents. The third method of determining recreational needs in a community is to compare existing facilities to accepted standards or guidelines. These standards are recommended by the National Recreation & Parks Association (NRPA) as universal guidelines for communities to follow. Basically, the standards suggest how many users a particular recreational resource or facility can support each day. These standards are primarily directed toward municipal park systems, such as the City of Cedarburg park system

In order to project facility deficiencies, Cedarburg's existing facilities were compared to the NRPA standards and assumptions previously outlined. Table 4, p. 27, summarizes the current recreation facilities within the City, while Table 6, p. 31, reveals the results of this analysis. Based on current and projected population figures, the City has met most of the active and passive recreational facility needs of its residents. Deficiencies show up in only two recreation facility categories: baseball diamonds, and tennis courts.

Additional facilities such as baseball diamonds, skate facilities, and tennis courts should be supplied only on demand (i.e., program attendance, survey results, or public input). However, as previously discussed, standards may not be an accurate measure of local need, since not all communities have the same recreational interests. In regard to Cedarburg, it is very likely that the City could use all of the active recreation facilities noted in Table 6, as well as other facilities identified through the survey and other public input.

While the Cedarburg School District provides a variety of recreational facilities at its four sites, those facilities are not included in the Recreation Facility Needs Analysis (Table 6, p. 31) because the City does not have control over these facilities and the school facilities typically serve a different purpose (e.g., the school football field is used for inter-scholastic play and is not available for use by the City or residents in general). The City should evaluate the availability of school recreation facilities for use by the public when considering the development of additional recreation facilities.

It should also be stressed that when a new park development is recommended for a new residential area, typical facilities (as outlined in the Definitions section) should be provided in addition to the results of Table 6. This is because park facilities must be located throughout the community so that all residents have equal access to them.

**Table 6: City of Cedarburg Recreation Facility Analysis**

| Facility          | Total Facilities | Current Minimum Needs | 2010 Needs |
|-------------------|------------------|-----------------------|------------|
| Basketball Court  | 5                | Adequate              | Adequate   |
| Open Play Area    | 10               | “                     | “          |
| Play Equipment    | 9                | “                     | “          |
| Shelter           | 4                | “                     | “          |
| Restrooms         | 6                | “                     | “          |
| Softball Fields   | 5                | “                     | “          |
| Soccer Fields     | 2                | “                     | “          |
| Volleyball Courts | 3                | “                     | “          |
| Sledding Hill     | 3                | “                     | “          |
| Ice Skating Rink  | 2                | “                     | “          |
| Trail System      | 12               | “                     | “          |
| Swimming Facility | 1                | “                     | “          |
| Tennis Courts     | 4                | Need 1                | Need 5     |
| Baseball Diamond  | 1                | Need 1                | Need 2     |
| Football          | 1                | Adequate              | Adequate   |
| Skate Facility    | 1                | “                     | “          |

Source: NRPA

### **Recreation Area Needs: SCORP Analysis**

The fourth method of determining recreation needs in the community is by using local, regional, and state quantitative recreation studies that apply to the area. These quantitative studies are statistically defensible surveys, polls, and other instruments that help identify user trends, needs, and wants by soliciting user responses to uniform sets of questions. These studies are very useful since they are a good indicator of recreation needs as perceived by recreation users.

In an attempt to define the recreational needs at a more community-wide level, the Wisconsin

State Department of Natural Resources (WDNR) developed the 2000 - 2005 Statewide Comprehensive Outdoor Recreation Plan (SCORP).

The following is an excerpt from the 2002 – 2005 SCORP. The purpose of the 2000 – 2005 SCORP is to offer a research base and overall guidance for all providers of outdoor recreation throughout Wisconsin – federal, state, county, city, village, and town governments; resorts and other businesses; and a variety of other public and private organizations.

In preparing the 2000 – 2005 SCORP, DNR staff researched and analyzed 60 outdoor activities to create a picture of outdoor recreation in Wisconsin in the 1990s. During this assessment, certain recurring themes were discovered: Wisconsin lacks good, consistent recreational data; the roles of various public and private recreational providers are unclear; Wisconsin's natural resources must be protected while providing recreation opportunities at the same time; and change is inevitable.

The plan also identifies five major, statewide issues facing outdoor recreation in Wisconsin and suggests strategies for addressing those issues.

- Multiple Recreational Activities Competing for the Same Limited Recreation Resources
- Changing Land Uses, Ownership and Regulations Reduce Recreational Opportunities and Diminish Resource Quality
- Financial Resources Are Increasingly Strained to Meet Costs of Operating and Maintaining Recreation Resources
- Overall, People Lack Outdoor Skills and Ethics and Knowledge of Available Outdoor Recreation Opportunities
- DNR Should Provide Leadership In Planning For Outdoor Recreation Activities

While by no means a complete analysis, these issues should foster future discussions between recreation providers about how to better serve various recreation interests. By identifying issues of statewide significance, outdoor recreation providers from village recreation departments to federal agencies can better identify individual roles for providing high quality recreation resources, and for continually improving the recreational opportunities offered to our citizens, now and into the future.

### **City of Cedarburg Recreation Issues**

The fifth, and probably most important method for determining recreational needs in the community, is to identify and analyze specific recreational issues that are important in the City of Cedarburg. The four previous methodologies to identify recreational needs are basically quantitative and general in nature, and are very good in identifying general park acreage and facility needs in a community. However, every community has a number of special issues, concerns, and wants that might not be reflected in the results of these quantitative methodologies. Specific issues and concerns are identified through input from the public, from city staff, and from interest groups or other agencies. These special issues are then analyzed and reviewed to see if these are actual needs that should be addressed. The result of this analysis is

then combined with the recreation needs identified in the previous four sections, to become the basis for the action plan and capital improvements program. Some of Cedarburg's special issues, concerns, and wants follow.

### **Primary Environmental Corridors**

Environmental corridors are groupings of natural resources that are usually situated along some type of water feature, such as a river, stream, lake, or wetland, and are typically bounded by areas of steep topography, or "rims". They also typically contain a variety of woodlands, grasslands, and other native plant communities and wildlife habitat areas. Environmental corridors usually contain approximately 95% of a community's significant natural resources. Primary environmental corridors are the highest quality corridors within the community. They have the largest land areas, the richest diversity of wildlife, and the highest quality water features. Also, primary environmental corridors typically run along the entire length of a water body.

The Southeast Wisconsin Regional Planning Commission (SEWRPC) has established guidelines for designating primary environmental corridors. Their guidelines establish that primary environmental corridors must be a minimum of 400 acres in size, be at least two miles long, and have a minimum width of 200 feet. Based on these guidelines, Cedarburg encompasses portions of the Cedar Creek primary environmental corridor within the City limits (Map 4). The City needs to consider environmental corridors in terms of preservation as well as park and open space development when planning park facilities.

### **Citizen Survey**

In the summer of 1996 two similar surveys were conducted to elicit information about citizen perceptions regarding City of Cedarburg parks. One survey was mailed to all City households as an insert in the yearly recreation program guide and received 68 responses. The other was distributed by park staff at local parks and received 67 responses. More than half the respondents to the surveys use City parks at least once a week and over 85% use the parks at least once a month. The most commonly cited reasons for visiting the parks were to use the children's play equipment and to enjoy passive and active recreation.

Questions addressing the perceived adequacy of park facilities drew a range of responses. Ninety percent of citizens responding to the survey stated that existing City park facilities were adequate to meet their needs. A second question addressing the adequacy of specific types of facilities drew a similar response; when asked if they thought there were too many, enough, or not enough of ten specific park facilities, all but two types of facilities, trails and basketball courts, were rated as being adequate. Only soccer fields received a response of "too many" by more than one person surveyed. These responses are consistent with those received when citizens were asked what they see as the major recreational needs for the city. Nearly half the people returning surveys indicated a need for trail facilities. The second and third most

commonly named facility needs were open space preservation and organized athletic facilities, respectively.

Perceived needs for trails and open space preservation are supported by respondents' reasons for using park and recreation areas in the City. Passive recreation, bicycling, walking, jogging and sightseeing account for half of the activities that bring people to park and recreation areas. All of these activities are dependent on or compatible with trail development and open space preservation.

Finally, survey respondents expressed support to provide additional funding for public recreation facilities. 23% of survey respondents are willing to pay up to \$10 per year to support park facilities, while an additional 36% are willing to pay up to \$25 per year. This means that approximately 60% of respondents are willing to pay at least \$10 per year to support the park system.

In January 2002, the Final Report of the Cedarburg Blue Ribbon Visioning Committee was presented to the Cedarburg Common Council. From input the Committee received, citizens are generally satisfied with the City's parks and recreational opportunities. General recommendations were to expand multi-use hiking and biking trails, preserve environmentally sensitive areas, and encourage shared services with neighboring communities and the school district.

### **Trail System Development**

Public input has shown that city residents want access to trail systems in other jurisdictions and more multi-purpose trails in general in the City. The City has recently completed the development of the Cedarburg segment of the county-wide Interurban Trail system. While this is an excellent resource for City residents, the City needs to seek additional opportunities to develop trail systems that connect City parks and trail systems to other jurisdictions.

The City worked with the Southeastern Wisconsin Regional Planning Commission in the development of the *Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010* (1994). The purpose of this plan was to develop bicycle and pedestrian linkages between the community's activity centers, and between the City and regional activity centers. The SEWRPC plan proposes a comprehensive trail system for the City that includes a variety of trails and support facilities. The City should make every effort to work with the state, the county, and other jurisdictions to acquire land and easements for trails, and develop trail facilities in accordance with the SEWRPC plan. Furthermore, the City should pursue grant-in-aid funding for trail development through the Stewardship fund, ISTEA fund, and other public and private sources.

## **Parkland Development**

In accordance with the goals and objectives outlined earlier, park development (as distinguished from acquisition) should coincide with the percentage of residential development within the proposed park service area. Although the park land should be secured as soon as possible, development should not begin until the proposed park's service area begins to be developed, unless grants or other special sources of revenue are available for development. Once park development begins, it should continue at a rate that is comparable with the overall residential development in the park service area.

## **Mini-Parks**

The development of mini-parks within a community should be reviewed carefully. Although mini-parks provide a place for children to play in proximity to their homes, they are becoming less attractive to park systems due to their high maintenance costs. However, mini-parks do have a role in the community and many residents within existing neighborhoods as well as developers feel future mini-park development is warranted. Their position is that mini-parks often provide an alternative for children who might otherwise play in the streets.

## **Park Security/Safety**

Safety and security are important concerns in the planning and design of recreational facilities. The perceived security and actual safety of these facilities will affect the overall utilization and ultimate success of a park. Parks that have a high incidence of crime, or where users feel intimidated or unsafe, will have a lower utilization, will usually experience vandalism, and generally will decline as viable recreation areas. Conversely, parks that are warm, inviting, visible, and have a safe feeling will have higher utilization, lower vandalism, and will be viable recreation areas. Park security and safety is challenging, but achievable. By using common sense and following these suggestions, parks can be made safer and more secure. These considerations are taken into account in the development of each recommendation of this plan.

## **Accessibility**

The Americans with Disabilities Act of 1990 (ADA) is a sweeping civil rights law which is intended to eliminate discrimination against people with disabilities in all aspects of American life. ADA includes provisions regarding employment, state and local government services, state and local government public transit service, public accommodations provided by private entities, and communications.

Under ADA, all units of state or local government are prohibited from discriminating on the basis of disability when providing services to any individual. These services are broadly interpreted to include every program, service and activity of state and local governments. A reasonable accommodation shall include but is not limited to, the changing of rules, policies, and practices; the removal of architectural, transportation, and communication barriers; and the provision of auxiliary aids and services. Units of local government must conduct a self-analysis

to identify discriminatory practices and barriers, and shall remove all barriers as soon as is possible.

Using this definition, municipalities are required under ADA to provide reasonable access to park and recreation facilities and opportunities. Also, municipalities are required to upgrade non-accessible facilities and opportunities to allow reasonable access to parks and other recreation opportunities. ADA does not necessarily require that municipalities upgrade all park facilities within their jurisdiction, only that the municipalities provide reasonable access to the park and recreation system.

### **Urban Forestry**

Cedarburg's urban forest is comprised of the trees on the City's park lands and open spaces, public rights-of-way, boulevards and terraces, and privately owned and maintained gardens, yards, and open spaces. These resources are important since they are visually pleasing, environmentally beneficial, and an important (if not the only) link between community residents and the natural environment. They provide habitat and sanctuary for birds and other wildlife, help rejuvenate oxygen and control air pollution, and provide shade and micro-climate control for urban structures. Also, they provide an important visual break, or softening, from the often harsh urban environment of streets, parking lots, and buildings. It is very important to the residents of the City, and society in general, to preserve, enhance, and maintain these important natural resources.

### **Historic Resources**

The historic resources of the City of Cedarburg are the defining character of this City and every effort should be made to ensure that those resources are protected and ultimately enhanced over time. Preserving these resources will serve to maintain the unique identity of Cedarburg and promote a sense of community pride for those who reside here. Cedarburg has benefited by preserving its past with increased real estate values and the establishment of tourism as an economic base. Accordingly, the mission of park and recreation planning and historic preservation is that they be integrated into the framework of the comprehensive planning process.

### **City/School Facility Joint Use Agreement**

The City of Cedarburg and the Cedarburg School District currently have a verbal agreement that identifies joint use and/or maintenance responsibilities for city parks, school recreation facilities, and City recreation programs. Basically, the City Parks and Recreation Department uses both City park facilities and school recreation facilities to operate the city recreation program, while the school district uses both school facilities and City parks for intramural, interscholastic, educational, and social programs. Both the City and the School District charge the other party for actual expenses and services rendered for a given program (e.g., School District charges City for actual cost of janitorial services to support a City recreation activity in a school gymnasium),

if the use is outside of normally scheduled custodian hours.

This informal, verbal agreement has met the needs of both parties, and should be continued. However, it may be in the best interest of both parties to produce a written agreement to codify and clarify the responsibilities of both parties. This agreement could be similar to the agreements between the City of Cedarburg and Town of Cedarburg for the Cedarburg Community Pool and recreation programs.

### **Intergovernmental Coordination**

Currently, recreational facilities and opportunities are offered by a variety of public agencies and private organizations in and around the City. Public recreation facilities in and around Cedarburg are owned and operated by the State of Wisconsin, Ozaukee County, the City of Cedarburg, the City of Mequon, the Village of Grafton, and various townships. Furthermore, recreational trails in the region connect the city to surrounding counties, particularly Waukesha County, Milwaukee County, and Washington County. These trails provide access to many state, county, and local recreation facilities in those counties. Generally, all of these facilities are open to the public, but are owned and managed by separate governmental agencies. They provide a wide range of recreation opportunities for residents of the region, and provide economic benefits to the communities in the region.

Since funding for land acquisition and facility development and operation has become more limited due to tighter budgets, it is very important for the different agencies to coordinate their efforts to provide recreational services to residents of and visitors to the City in a cost-effective manner. This coordination, which can be formal or informal, will help ensure that recreation needs and desires are met without duplicating services. The Ozaukee County Park Department should take the lead in coordinating overall recreation development activities within the various jurisdictions of the county.

### **Economic Benefits of Recreation**

Cedarburg's parks and open spaces contain many features and facilities that are attractive to tourists as well as residents. The Cedarburg Community Pool, the Cedar Creek Park complex, and Zeunert Park are good examples of city facilities that attract regional tourists. These tourists travel to Cedarburg for recreation, and in the process, spend time and money in the community. Also, many regional tourists who use the Cedarburg segment of the Interurban Trail spend time and money in the community. These tourists represent a potential source of new revenue in the community.

The City is aware of the potential economic benefits of recreation in developing the City park system. Where possible, the City should develop recreation facilities that provide an economic benefit to the City, and/or City business, as well as meeting the recreation needs of its residents.

## **Recreation Programming**

The City currently offers an extensive recreation program both to residents and non-residents. The recreation program includes a wide variety of youth, adult, and senior recreation activities, and special activities for a variety of groups. City recreation programs include baseball, softball, golf, basketball, gymnastics, soccer, tennis, arts and crafts, drama, volleyball, aerobics and swimming. Special activities for older adults are offered through the Cedarburg Senior Center, and include: bingo, book club, card games, crafts, walking, movies, summer tours, group/social dining, and special events. Other special activities include babysitting safety instruction and supervised playgrounds for young children. A variety of youth oriented programs and activities for students (5th - 8th grade) are offered through the Cedarburg Youth Center.

The recreation program is funded primarily through the City Park and Recreation Budget, with assistance from the Town of Cedarburg (through a joint programming agreement). The recreation program is managed by the Director of Parks and Recreation, and operated by seasonal park and recreation department staff. Recreation programs are offered at City parks and public schools through a joint programming agreement.

City policy dictates that those who participate in recreation programs should help minimize the costs of that activity. Fees and charges are assessed according to the needs of the program, but can be waived for individuals who are unable to pay. Residents of the City of Cedarburg, Town of Cedarburg, and Cedarburg School District qualify for the "resident" fee for programs, while individuals residing outside of these areas must pay a slightly higher, non-resident fee.

The City recreation program is well managed, and meets most of the needs of residents and non-residents. The citizen surveys conducted in 1996 identified that 70% of the respondents participated in one or more recreation programs each year. 72% of the survey respondents felt that City recreation programs were adequate or more than adequate to meet their needs. Furthermore, when questioned about specific recreation programs, respondents ranked most of the programs as excellent or good. Finally, when asked what the major recreation programs needs in the City in the next ten years would be, one third of the survey respondents felt that winter programs and aquatic programs ranked highest. No more than 30% of the respondents felt any other individual program needed to be expanded in the next ten years.

The City should continue to work to meet the current recreation needs and desires of recreation program participants, particularly winter and aquatic programs. Furthermore, the City should periodically survey recreation program users and plan to meet future needs as they are identified.

## **Wild Geese Control**

Several of Cedarburg's parks have significant problems with waterfowl. Specifically, the parks with lagoons or those that have frontage on Cedar Creek have large seasonal populations of geese and ducks. The waterfowl, and in particular the geese, contaminate many of the park areas along the waterways with fecal matter. Moreover, some geese have become aggressive toward

park users and consequently have adversely affected the enjoyment and safety of these parks.

The City has implemented numerous control measures including euthanasia and relocation of juveniles and has determined that no single measure works satisfactorily – a combination of measures must be implemented. The City implements the following control measures annually: egg addling; volunteers utilizing permitted dogs to chase geese; and the installation of goose grid on the ponds at Centennial and Willowbrooke Parks. However, the geese continue to be a nuisance in parks that have ponds or are located near Cedar Creek.

### **Parkland Disposal**

For a variety of reasons, certain parklands may be unsuitable as City parks, and it therefore may become necessary for the City to dispose of them periodically. Since the City already has a parkland deficiency (see pg. 29), the City should make an effort to replace any parkland that it disposes of, as well as acquire additional parkland to meet community needs. The City should adopt a policy that it uses the proceeds from the sales of disposed parklands to help acquire new parklands in the same neighborhood or area. Furthermore, the City should require that any new parkland purchased under this policy should be suitable for development as a neighborhood or community park.

### **Parkland Acquisition/Future Park Locations**

City residents should be served by either a neighborhood park in close proximity or a community park. To address the parkland acreage, service area, and facility deficiencies of the City, several future park locations have been recommended. Map 4 shows the optimal location of the proposed parks. The criteria used to select specific park locations are:

- Suitability of the land to accommodate both active and passive park facility development
- Ability to secure the land through dedication, purchase, or easement
- Ability to serve the neighborhood or community.

In general, future park land should be suitable for development, and should exclude wetlands, stormwater detention areas, or other lands that will not support the development of recreation facilities. Wetlands, stormwater detention areas or other lands may be accepted into the park system, but they should be accepted or acquired in addition to park lands that will provide active and passive recreation facilities. Such lands would not satisfy the park land dedication requirements for new residential developments.

## Proposed Future Park Locations

- Park Site A: A proposed park would be located adjacent to the quarry located in the northern section of the City's urban service area. The site would encompass about 20 acres of land, including frontage on a planned quarry lake, a buffer strip surrounding the quarry site, an active recreation facility area, and an adjacent natural area. The natural area includes a site referred to as the "Cedarburg Woods-West" which was identified by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as a natural area and critical species habitat. This area is heavily wooded and also includes a small wetland. Facilities proposed for this park site include a children's play area, an open play area, a soccer field, a softball diamond, water access facilities, restroom/shelter, trails, and a passive use/picnic area.
- Park Site B: A proposed park would be located on the former City of Cedarburg/Town of Cedarburg landfill site. The landfill is located northwest of the City and west of Wauwatosa Road. The site encompasses approximately 14 acres of land. Facilities proposed for this site include regulation lighted softball diamonds, an open play area, a children's play area, a passive use/picnic area, a parking lot, restrooms, and shelters. The city should consider developing the former landfill as a community/regional park area after closure and remediation have been completed. This is a long-range priority, and would likely occur in 10-20 years or longer.
- Park Site C1: A proposed park would be located along the west side of Cedar Creek approximately ¼ mile south of State Highway 60, and approximately ¼ mile east of Sheboygan Road. The site would encompass approximately 7 acres, including about 2 acres of woodlands within a primary environmental corridor. Facilities proposed for this site include an open play area, a children's play area, a passive use/picnic area, a shelter, and a restroom. A trail segment would be located within the park to connect with a trail in Park Site C2.
- Park Site C2: This area would consist of a linear park corridor along the west side of Cedar Creek. The park corridor would connect existing City parkland along Cedar Creek which ends at the north line of the Cedar Hedge Subdivision with proposed Park Site C1 described above. Park Site C2 would be approximately 200 feet wide from the west bank of Cedar Creek and would extend approximately 1,400 feet north from the Cedar Hedge Subdivision to connect with proposed Park Site C1. The park site would encompass about 6.5 acres. The site would incorporate a portion of a 23 acre wooded tract referred to as the "Cedar Creek Forest" which has been identified by SEWRPC as a natural area and critical species habitat, and is recommended for acquisition by the City in SEWRPC's adopted plan for management of such areas. The acquisition of this area is recommended because the "Cedar Creek Forest" is a virgin forest native to the area which is largely undisturbed. Facilities within Park Site C2 would be very low impact and would include an unpaved trail and perimeter edge fencing.

- Park Sites C1 and C2 to be developed jointly with the Town of Cedarburg: It is recommended that Park Sites C1 and C2 be developed jointly with the Town of Cedarburg in accord with an intergovernmental agreement related to maintaining the area described above as Park Site C2 as being in the Town’s jurisdiction. This area is required to be in the Town’s jurisdiction to connect with other Town lands along Cedar Creek.
- Park Site D: A proposed park would be located west of Wauwatosa Road and north of Western Road in the southwestern section of the City’s urban service area. The site would encompass about 18 acres, including about 8 acres of wetlands, surface water, and other natural resource features within an identified isolated natural area. Facilities proposed for this site include a league softball diamond, an open play area, a children's play area, tennis courts, a passive use/picnic area, a shelter, a parking lot, and restrooms. This should be reconsidered when development proposals are submitted. The neighborhood may be served by other near-by parks.
- Park Site E: A proposed park would be located west of Wauwatosa Road and south of Western Road in the southwestern section of the City’s urban service area. The site would encompass about 5 acres, including about 2 acres of wetland in a secondary environmental corridor. Facilities proposed for this site include an open play area, a children's play area, a passive use/picnic area, and a trail system.
- Park Site F: Cedar Pointe Conservancy, which is located south of Lincoln Boulevard in the southwest section of the City’s urban service area, is proposed to be expanded. The proposed expansion would encompass about 14 acres, including about 8 acres of wetlands within a secondary environmental corridor. Facilities proposed for this site include an open play area, a children's play area, a passive use/picnic area, trails, and appropriate support facilities.
- Park Site G: A proposed neighborhood park could be located approximately 600 feet north of Lakefield Road and approximately 800 feet west of Green Bay Road in the unincorporated eastern section of the City’s urban service area. The need for Park Site G should be further evaluated when pre-development land planning is being done for the area along Cedar Creek. The need, location and size of this proposed park should be determined based on anticipated residential densities of the area. Proposed facilities would include an open play area, a children’s play area, a shelter, a passive/picnic area and a creek-side trail.
- Park Site H: A proposed park would be located north of Pioneer Road in the southeastern section of the City’s urban service area. Park Site H would be located at the confluence of Cedar Creek and the Milwaukee River. The site would consist of a 32 acre peninsula-shaped area bounded on the north by Cedar Creek and bounded on the east by the Milwaukee River. The site is a primary environmental corridor and includes significant floodplain areas, wetlands, surface waters, critical species habitat, and other natural resource features. Any development of facilities on the subject site would be “nature-based” and may include a trail system, a shelter, a passive use/picnic area, and possibly a

canoe launch. Because of the significant distance from the City, development of Park Site H is a long-term priority which may occur in 20-30 years. Access to the site would be through City-owned lands purchased for development of a wastewater treatment facility.

All of the proposed parks are located on the proposed City-wide recreational trail system (Map 5). All of the proposed future parks should contain recreational and support facilities listed in the "Park Type" section of this report (see pages 3-4). A park master plan should be prepared and adopted for each park, as soon as the land has been acquired.

## **Park Planning**

The City should develop site-specific master plans for each City park as soon as the parkland is designated or acquired. These master plans are an important first step in developing recreation facilities to meet current and future needs of community residents. A good park master plan will result in a park that provides a wide variety of benefits to both the residents who use it and the City Staff who maintain it. A well-designed park will be:

- Safe for the residents who use it
- Cost-effective to maintain
- Aesthetically pleasing
- Environmentally sound and sustainable
- In compliance with federal, state, county, and local development regulations

Park master plans should be prepared by competent designers who are able to design park and recreation facilities that meet community needs in a cost-effective manner without compromising the environmental or cultural character of the land. It is recommended that park master plans be prepared by City Staff and a registered landscape architect who specializes in park and open space design.

## **Public Golf Facilities**

Baehmann's Golf Center is the only golf facility, public or private, that is located in the City. However, Ozaukee County operates two public golf courses, one in the City of Mequon, and one in the Village of Saukville, and there are several privately owned and managed golf courses in communities surrounding Cedarburg that are open to the public and provide golfing opportunities to community residents. Baehmann's provides a driving range and an intermediate level, par-3 golf course that is very popular with community residents.

This combination of public and private golf facilities in the area seems to meet the needs of community residents. The city should evaluate the status and future of Baehmann's Golf Center,

and determine if it might be sold and/or converted to a different land use. If there is a plan to convert Baehmann's from a golf course to a different land use, the city should evaluate the desirability and feasibility of acquiring it and operating it as a public recreation facility.

## **Park Operations and Maintenance**

The operations and maintenance of park and recreation facilities are important components of the overall community recreation experience. It is important that the City make a commitment to maintain adequate staff and budget appropriate funds to maintain its park lands. National Recreation and Park Association baseline studies and other state sponsored studies from can be used to identify general performance standards for park operations and maintenance.

These standards indicate that parks and recreation in a community the size of Cedarburg should be administered as a distinct program through a separate department (i.e., Parks and Recreation Department) and directed by an existing City Staff member (e.g., Director of Parks and Recreation). The parks and recreation programs should be funded by separate line items for development, operations, programming, and maintenance. Park and recreation policy should be developed and administered by the Park and Forestry Board and Leisure Services Commission under the oversight of the City Council.

The standards also indicate that a community the size of the City of Cedarburg should have a full-time Park and Forestry Superintendent, at least two full-time park maintenance staff, and eight part-time (or seasonal) park personnel to maintain the city park facilities (NRPA). These personnel should have sufficient equipment (mowers, truck, loaders, etc.) to perform their tasks.

The City of Cedarburg currently has a Park and Forestry Superintendent, three park laborers (3 F.T.E.) and seven seasonal workers. These staff members work under the direction of the Director of Park and Recreation and share City public works equipment for park maintenance operations. Funds to maintain the City park facilities are budgeted through specific line items of the overall park and recreation section of the City Budget.

In addition to park maintenance, the park laborers and seasonal workers are responsible for maintaining park and street trees (planting, removals, and pruning), maintaining the creekwalk, and maintaining the City segment of the county Interurban Trail system. Furthermore, the park laborers and seasonal workers are considered a part of the Public Works labor pool and frequently are assigned to non-park projects.

As the Cedarburg park system expands, the City should expect to add additional park maintenance personnel and purchase additional capital equipment to help manage the park system.

## **Funding Mechanisms**

There are several common mechanisms that the City can use to acquire, develop, operate, and maintain its park system. Each mechanism has its relative strengths, while several have specific regulatory requirements that restrict their use. The amount of park system funding is a function of the recreation need and supply within the community. Recreation need and supply are typically identified through a planning process, which also proposes an action plan, capital improvement program, and a budget to help support the development and operation of the park system. The proposed action plan and budget, in turn, helps the community identify the appropriate funding mechanism to develop and manage park land.

### General Funding

The City can levy local taxes to acquire, develop, operate, and maintain parks and other public spaces. This is one of the most common and widely-accepted methods of funding the development and operation of a park system. While there are no specific restrictions on levying local taxes to support park systems, actual allocations vary widely due to a variety of reasons, including the value of the local tax base, political commitment to park development, and constituent support for parks and recreation. Local tax levies are typically used to fund all types of park development and management.

### Parkland Dedication or Payment in Lieu of Dedication

Under Chapter 236 of the Wisconsin State Statutes, the City can require the dedication of land, or payment in-lieu-of parkland dedication, for the purpose of developing a park system. Cedarburg has a subdivision platting ordinance that requires developers to dedicate land or make a payment in-lieu-of parkland dedication as a condition for receiving subdivision plat approval. The City's ordinance requires developers to comply with adopted comprehensive plans, and only dedicate lands that are suitable and needed for park system development. Suitable park land is land that is of an appropriate size, soil type, and topography to support the desired park development. Wetlands and stormwater detention areas are not suitable as park land. Furthermore, if suitable and needed land is not available, the developer must make a payment in-lieu-of parkland dedication, based on the size of the proposed development. These payments typically are based on the fair market value of developable land in the area.

Currently, the City subdivision regulation ordinance (Chapter 14 - Article H) requires that developers dedicate one acre of suitable land for each thirty dwelling units platted, or make a payment in-lieu-of parkland dedication for each dwelling unit if the City elects not to accept park land dedication. The formula for calculating the payment in-lieu-of parkland dedication (PLD) in the City is based on the value of the park land that would be dedicated, if required by the City.

FORMULA:

$$\text{PLD} = \text{Average Land Value per acre} \times \text{acres per dwelling unit}$$

ASSUMPTIONS:

$$\text{Average land value per acre} = \$22,000$$

$$\text{Acres per dwelling unit} = 1/30 \text{ (as per ordinance)}$$

Currently, the City requires a payment in-lieu-of parkland dedication at the rate of \$733.33 per dwelling unit.

$$\$733.33 = \$22,000 \times 1/30$$

The City should amend its subdivision regulation ordinance to allow a method of adjusting the payment in-lieu-of parkland dedication fee on a periodic basis to assure that the land values used reflect true market value.

Park Impact Fees

In accordance with State Statutes 66.0617, the City has created an impact fee ordinance (#2001-54) to mitigate the impact of the cost of growth on existing residents. The impact fees provide for capital costs necessary to accommodate park facilities expansion. This ordinance also serves to, among other things, create an impact fee for the capital cost of the swimming pool and recreational facilities within the City.

**Table 7: Park Facilities Improvement Impact Fee Calculation**

| Dwelling Unit Type  | 1 Persons Per HH | 2 Cost per Person | 3 (1+2) Gross Fee |
|---------------------|------------------|-------------------|-------------------|
| Single family       | 2.79             | \$496.33          | \$1,384.76        |
| 2-4 Family          | 1.81             | \$448.48          | \$811.75/unit     |
| Multi Family & CBRF | 1.81             | \$448.48          | \$811.75/unit     |

Source: Public Facilities Needs Assessment, Virchow, Krause & Company, 11/27/01 & 2002

**Table 7a. Swimming Pool Cost by Residential type**

| Dwelling Unit Type | 1<br>Persons<br>Per HH | 2<br>Cost per<br>Person | 3 (1+2)<br>Gross<br>Fee |
|--------------------|------------------------|-------------------------|-------------------------|
| Single Family      | 2.79                   | \$185.96                | \$518.84                |
| 2-4 Family         | 1.81                   | \$204.61                | \$370.35                |
| Multi Family       | 1.81                   | \$168.04                | \$304.16                |

Source: Report of Cedaqua Swimming Pool Evaluation, 7/93 & 2002 U.S. Census

Grant-in-Aid Programs

There are numerous publicly-administered, grant-in-aid programs available to assist cities, municipalities, and counties in acquiring and developing park lands and recreation facilities. Most of these programs are administered through the Wisconsin Department of Natural Resources, even though the funding may originate in one of several state or federal agencies. All of the grant-in-aid programs have eligibility requirements and restrictions on their use, and most of them require matching funding (cash, in-kind contribution, or both). These grant programs are excellent mechanisms for communities to generate funds to acquire land and develop needed facilities that they might not otherwise be able to afford.

Also, there are numerous publicly-administered, grant-in-aid programs available to assist cities, municipalities, and counties to conduct other projects that support park development through resource and habitat improvement, and environmental protection. These programs, which are administered through the Wisconsin Department of Natural Resources, also have eligibility requirements and restrictions on their use. Programs include urban forestry planning, lake protection, lake planning, and water quality management planning.

All of the grant-in-aid programs administered through the Wisconsin Department of Natural Resources are described in the *Directory of State and Federal Financial Assistance Programs - Fiscal Years 2001 – 2003*.

Volunteer Participation

Volunteer participation by individuals and organizations can be an effective mechanism for funding the development and management of park and recreation facilities. Volunteer participation can include:

- Cash donations for acquisition and development
- In-kind material donations for development

- Donated labor for development
- Donated labor for management

However, if volunteer participation is utilized for park development and management, it must be properly administered to be effective. Volunteers must be properly trained, equipped, and supervised to work in an appropriate, safe, and legal manner. Furthermore, volunteers should be recognized by the park board for their contributions to the community. Also, volunteer participation in park development must be accurately documented, since some grant-in-aid programs do not recognize donated labor as a local match.

## **Summary**

Most communities that have successful park and recreation systems utilize a balanced combination of general funds, land dedication, payment in lieu of dedication, impact fees, and grant-in-aid programs. Many communities with successful park systems have adopted a general system for funding park acquisition, development and operations:

- General Funds (local taxes) - used for park system administration, park operations and maintenance, and some park acquisition and development.
- Land Dedication (or payment in-lieu-of dedication) - used for general parkland acquisition and development.
- Impact Fees - used for parkland acquisition and development within the City and designated to meet recreation needs created by new development.
- Grant-in-Aid Programs - used for park acquisition and development.
- Volunteer participation - used for park development, operations, and management.
- The City should adopt this general approach and develop a balanced funding mechanism for acquiring, developing, and managing the City park system.

## **PROPOSED ACTION PLAN**

The following is a list of recommendations for the entire City of Cedarburg park and recreation system. The overall list of recommendations may seem overwhelming, but they are meant to be long-term and should be implemented over a period of years. The city-wide, general recommendations should be implemented over a ten-year or longer period, as opposed to completing the capital improvements program for specific sites in a five-year period. If all the city-wide general recommendations are implemented, the City's park and recreation system will be significantly improved.

### **General Recommendations**

#### **Primary Environmental Corridors**

The City should explore the possibility of acquiring additional land and easements, and of developing additional parks, appropriate facilities, and multi-purpose trails along the primary environmental corridor adjacent to Cedar Creek to provide access to the City's existing natural resources. The City should cooperate with other jurisdictions (particularly the Village of Grafton and Ozaukee County) to develop appropriate parks and trails within the City's primary environmental corridors. In addition, the City should consider cooperating with the Ozaukee Washington Land Trust to protect and preserve natural areas and open spaces whenever possible.

#### **Trail System Development**

Connecting existing and future City parks to local and regional trail systems would provide City and County residents a greater opportunity to have access to other areas of the region. A key portion of this trail system is located along Cedar Creek and could connect to the Interurban Trail and, to the extent possible, to City parks. It should be noted that while the City amended its Official City Map in 2003, removing a future vehicular bridge across Cedar Creek at West Highland Road, it was with the condition that a pedestrian bridge would be planned at the same location. The bridge would connect an existing trail system along the west side of Cedar Creek to the east side. Such a bridge would also serve bicycle traffic and would provide ADA access to and over Cedar Creek. Furthermore, the City should cooperate with developers and others in the development of public trails and greenways in new developments that could connect to city and county trail systems. Finally, the City should make a commitment to cooperate with other jurisdictions and work to develop the community-wide trail system adopted by SEWRPC, Ozaukee County, and the City of Cedarburg (Map 5).

#### **Mini-Parks**

It is recommended that the City not develop new mini-parks. While mini-parks can play an important role in providing recreation opportunities to community residents, (particularly community children), these parks can become financially burdensome on a community. Accordingly, to protect the City from excessive mini-park development and maintenance costs it

is advised that the City insist that the neighborhood association or developer assume responsibility for the development and maintenance of such facilities. If a developer or neighborhood association requests a mini-park, a land covenant and maintenance agreement should be developed between the City and the neighborhood association. This covenant and agreement should stipulate the specific obligations and responsibilities of maintaining the mini-park: The association will own, operate, and maintain the mini-park. The maintenance agreement should also stipulate that any problems with health, safety or maintenance shall be the responsibility of the developer and/or the homeowners association to correct. Failure to correct such problems in a timely manner may result in the City conducting the necessary work to correct the problem and specially assessing the responsible parties for the costs

### **Park Security and Safety**

There are several means of making a park more secure and safe. Some of these factors are tangible safety measures, while others give a psychological feeling of security. These factors include:

**Visibility** - Buildings and sites should be located in areas that are clearly visible from streets, buildings, and other areas of observation. This will facilitate periodic patrolling by police officers, and constant visibility to neighborhood residents and visitors.

**Proximity** - Buildings and activity areas should be located near other activity areas and facilities. This will give facility users a feeling of security, increase utilization, and decrease the temptation for vandalism and other crime.

**Lighting** - Lighting of recreation facilities, buildings, and pathways will not only allow night use, but also discourage crime by illuminating the activity areas and making them visible. Critical facilities such as restrooms, children's play areas, and frequently-used paths should be illuminated all night to further discourage crime or inappropriate use.

**Screening** - Individual areas should be carefully designed so that they do not provide hiding places for criminals. Generally, earth berms, hedges, low-branched evergreen trees, or fences higher than three feet should not be situated in or around activity areas. Paths that pass through wooded areas should have at least six feet of cleared land between the edges of the path and vegetation or obstructions. Also, paths that pass through wooded areas that receive night use should always be well-lighted, and should not have benches that can not be seen from public streets. Children's play areas should also be kept away from potential hiding places, and should normally be located in the most visible and secure part of the park.

**Materials** - Recreational facility materials should be appropriately selected for their intended use and location. Materials should be sturdy enough to withstand normal use, and anticipated abuse. If a particular facility receives such abuse that no material can withstand it, the City should consider relocating the facility or adding some other safety or security measure. Also, all materials used in park facilities should meet the appropriate U.S. Consumer Product Safety Commission (CPSC) guidelines for that facility.

**Surveillance** - The installation of surveillance devices, such as cameras, can reduce vandalism, but are generally expensive to install and operate. These devices require periodic maintenance and an operator to monitor them. Also, surveillance devices themselves can be the target of theft or vandalism. Surveillance devices are typically not cost effective in park facilities. However, routine surveillance of park facilities by law officers, park staff, and residents can significantly reduce vandalism and crime. Neighborhood residents, and neighborhood watch groups in particular, should be encouraged to monitor activities in their local neighborhoods and to report suspicious activities to local law enforcement officials. In particular, bicycle patrols by law enforcement officials and neighborhood resident "foot patrols" can reduce the likelihood of crime and vandalism in a park.

**Park Hours** - Parks can be closed during night hours (typically 11:00 pm through 5:00 am) to reduce the likelihood of un-noticed crime and vandalism. Closing access roads, lighting, and random patrols, used in conjunction with closing parks can be effective means of reducing crime.

### **Accessibility--Universal Design and ADA Compliance**

All parks facilities should be barrier-free and should meet the intent of the Americans with Disabilities Act (ADA). As park facilities are built they should be designed to be barrier-free and accessible to all park users. All existing park facilities should be evaluated and upgraded, as necessary, to meet ADA guidelines.

Universal design is a realistic method for complying with ADA and is required for most grant-in-aid programs. It is an evolving ideal that ensures that facilities are accessible to as many users as possible. Universal design is a method of looking at facilities and opportunities objectively, resulting in programs, services, and facilities that work for every person's special needs including those of the very young, the elderly, and the handicapped. The results of universal design are equal-opportunity facilities which allow all people to benefit from their desired recreational experiences. The needs of all users are incorporated as an integral part of the architecture, landscape design, and program. All people are welcome to use the facilities with little or no assistance needed. This offers feelings of dignity, independence, self-reliance, and the opportunity to socialize with other users. Mainstream participation is facilitated through careful consideration of different physical, psychological, and social needs. These human factors are matched with the natural opportunities and limitations of a site in the design process. Success is best portrayed by simple solutions that solve many problems and support many types of use. This approach is initially more complex during design, but results in more effective solutions that lead to a more diverse population sharing the designed site. Universal design is very different from providing special facilities that highlight the differences between people.

Recreation site designs based on these principles can offer understandable choices for all users. The City should make a commitment to design new recreation facilities to be barrier-free and meet the intent of universal design. This commitment should include an ADA accessible pedestrian bridge across Cedar Creek at West Highland Road as discussed herein under "Trail

System Development”. Also, the City should routinely monitor existing facilities, and upgrade them as necessary to provide reasonable barrier-free access to park and recreation user. However, the City should also be cognizant of the natural limitations of the park sites, and should not force barrier-free facility designs onto landscapes that are not suitable for them.

## **Urban Forestry**

It should be the goal of the City to establish and maintain an urban forest in parks, boulevards, terraces, preserves, and other public right-of-way lands. This urban forest will provide community residents with high-quality, convenient, economical, and healthy exposure to trees and native plant communities, and their associated benefits to the environment as well as to individuals. Furthermore, it should also be the goal of the City to regulate certain private trees on private property in order to protect the health, safety, and welfare of the general public. Specifically, the City should:

- Provide services to develop and maintain its urban forest
- Maintain an adequate amount of land to meet current and future urban forest needs
- Regulate "public nuisance" trees on private property
- Stress the benefits of urban forestry to the public
- Utilize all available resources to develop and maintain the quality of the City's Urban Forest
- Maintain "Tree City USA" status for the City

To meet the goals of establishing and maintaining an urban forest, and regulating "public nuisance" trees on private property, the City should make a commitment to prepare and implement an urban forestry plan. This urban forestry plan should contain:

- Analysis of the existing urban tree ordinance
- Inventory of publicly-owned urban trees
- Analysis of the City's urban forest
- Analysis of the City's current urban forestry programs
- Recommendations to manage the City's urban forest
- Proposed capital improvements program that identifies the costs of implementing an urban forestry plan

## **Playground Safety Surfaces**

Surfaces directly under play equipment and within the use area around the play equipment should be covered with a 10"-12" layer of resilient safety surface. Commonly used resilient surfaces are sand, pea gravel, engineered wood fibers, and bark or wood chips. Due to its superior shock-absorbing properties the City will be installing engineered wood fibers in playgrounds that currently use sand as the safety surface. Additionally, to meet ADA requirements, the City should use a resilient rubber or similar product to provide safe, barrier free access to transfer points on the play equipment.

## **Specific Recommendations**

Upgrade all existing park facilities to meet the guidelines and standards established by the Americans with Disabilities Act (ADA).

Acquire and develop additional park lands and a City-Wide multi-purpose trail system along Cedar Creek as appropriate to meet current and future recreational needs per the recommendations of the City of Cedarburg Comprehensive Outdoor Recreation Plan.

Expand and/or develop existing park lands as appropriate to meet current and future recreation needs per the recommendations of the City of Cedarburg Comprehensive Outdoor Recreation Plan.

Develop a funding mechanism for park acquisition, park development, park and recreation program operation, and park management.

- Revenue generating activities (fees)
  - exercise and fitness
  - softball
  - other recreation programs
- Payment in-lieu-of parkland dedication
- Impact Fee on new development (to meet future needs)
- Grant-in-aid programs
- Local donations (monetary donations, in-kind contributions, volunteer labor)

Develop joint-use policies and agreements between the City and recreation associations to help develop and maintain city park facilities.

Perform systematic, routine maintenance of existing and new park facilities and equipment.

- Play equipment
- Courts and fields
- Benches and picnic tables
- Trail systems
- Restrooms and shelters
- New facilities as they are developed

Hire additional staff and acquire additional equipment as needed to adequately operate and maintain the City park system.

Implement an Urban Forestry Plan.

- Urban forestry ordinance
- Urban forestry guidelines
- Removal/stumping/restoration
- Planting
- Maintenance/management
- Public education

Periodically update the Comprehensive Park and Open Space Plan to meet current conditions.

- Update needs and action plan yearly
- Update entire plan every five years

## Capital Improvements for Specific Sites

Capital improvements to a park are the addition of labor and materials that improve the overall value and usefulness of that park. Capital improvements are designated and funded individually through segregated municipal funds. Routine maintenance, on the other hand, is considered to be the routine repair and upkeep of existing park facilities, such as painting a shelter building. Routine maintenance of park facilities does not appreciably increase the value or usefulness of the park, and is traditionally funded through the park department's operations budget. Non-routine maintenance of park facilities, such as upgrading a toilet facility to be barrier-free, usually would be considered a capital improvement.

Most projects can be easily identified and categorized, but some will be difficult. When a project falls on the borderline between capital improvement and maintenance, the overall cost will become the determinant. Projects with a high cost, such as seal coating roads or parking lots, will be categorized as capital improvements.

The capital improvements system for each park is a combination of several types of projects. These projects are ranked according to their importance and priority in the overall development of the park. Generally, capital improvements are ranked in the following manner:

- Improvements to existing facilities
  - Correct health and safety hazards
  - Meet ADA guidelines and standards
  - Upgrade deficient facilities
  - Modernize adequate but outdated facilities
- Installation of facilities as deemed appropriate and necessary through community response (public hearings, survey results)
- Development of new facilities as deemed necessary through comparison to NRPA park and recreation standards

Specifically, improvements to existing facilities will rank the highest in the capital improvements program, while new facilities are usually ranked lower, according to their relative need in the park. Improvements that correct health and safety hazards are always the highest ranking priority. Improvements that are deemed necessary through comparison to national park and recreation standards are usually ranked the lowest.

## Action Plan: City Parks

**Adlai Horn Park**

- Resurface tennis courts and replace fencing.....\$50,000
  - Place rip-rap along shoreline .....\$25,000
  - Construct restroom, concession, shelter .....\$100,000
- Total \$175,000**

**Beckmann Park**

No improvements recommended

**Beechwood Park**

- No improvements recommended

**Boy Scout Park**

- Construct paved path to water .....\$2,000
- Total \$2,000**

**Cedar Creek Walkway**

- Extend the walkway on the west side of creek from Columbia Road to Cedar Creek Park ..... \$250,000
- Total \$250,000**

**Cedar Creek Park**

- Upgrade children's play equipment – meet ASTM.....\$50,000
- Total \$50,000**

**Cedar Hedge Park**

- Pedestrian bridge crossing Cedar Creek at Highland Road.....\$270,000
- Total \$270,000**

**Cedar Pointe Conservancy**

- Improve trail system.....\$15,000
- Total \$15,000**

**Cedar Pointe Park**

- Provide access from Western Road.....\$25,000
- Total \$25,000**

**Centennial Park**

- Regrade base of sledding hill to improve safety.....\$10,000
- Total \$10,000**

**City Entrance**

- No improvements recommended

**Doctors Park**

- No improvements recommended

**E. Stephan Fischer Park**

- Regrade base of sledding hill to improve safety.....\$10,000
- Total \$10,000**

**Founders Park**

- Remove invasive trees and shrubs.....\$2,500
  - Upgrade rustic trails (widen and resurface).....\$5,000
- Total \$7,500**

**Georgetown Walking Path Park**

- Resurface asphalt paths.....\$1,000
- Total \$1,000**

**Georgetown Park**

- Resurface asphalt paths.....\$10,000
  - Remove sand from play equipment area, place weed mat, install wood mulch  
and repair timber border.....\$ 2,000
- Total \$12,000**

**Harrison Park**

- No improvements recommended

**Highland Bridge Park**

- No improvements recommended

**Hillcrest Park**

- Develop a paved path through the park .....\$2,500
  - Remove sand from play equipment area, place weed mat, install wood mulch  
and repair timber border.....\$1,000
- Total \$3,500**

**Hoffmann Glen**

- Install split-rail fencing .....\$25,000
  - Site furnishings and trail.....\$15,000
  - Acquire one acre parcel along creek.....+
- Total \$40,000+**

**Interurban Trail**

- Provide site furnishings along trail .....\$3,000
  - Resurface southern portion of  
trail.....\$20,000
- Total \$23,000**

**Maple Manor Park**

- Regrade low section of park .....\$10,000
  - Develop sand volleyball courts.....\$1,200
- Total \$11,200**

**Pioneer Park**

- No improvements recommended

**Westlawn Park**

- No improvements recommended

**Westlawn Woods Park**

- Prepare park master plan.....\$3,000
  - Develop interpretive trails .....\$15,000
- Total \$18,000**

**Willowbrooke Park**

- Remove sand from play equipment area, place weed mat, install wood mulch and repair timber border.....\$2,000
  - Provide additional children’s play equipment.....\$10,000
- Total \$12,000**

**Woodland Park**

- No improvements recommended

**Wurthmann Park**

- Acquire additional access to main street..... \$+
  - Prepare park master plan.....\$3,000
  - Upgrade children's play equipment.....\$10,000
- Total \$13,000+**

**Zeunert Park**

- Resurface tennis courts.....\$30,000
  - Work with cooperating agencies to improve pond water quality.....\$+
  - Complete trail around quarry .....\$15,000
  - Resurface paths.....\$25,000
  - Expand Skate Facility.....\$50,000
- Total \$120,000+**

**Table 8: Budget Summary**

| <b>Item</b>   | <b>Total</b>   |
|---|--|
| <b>DEVELOP NEW PARKS</b>  | <b>\$1,660,000</b>                                       |
| (See Appendix A for park development costs)   |  |
| <b>DEVELOP EXISTING PARKS</b>   | (See Capital Improvements for Specific Sites, pp. 55-58) |
| Beckmann Park   |  |
| Boy Scout Park  | \$2,000  |
| Cedar Creek Park  | \$50,000   |
| Adlai Horn Park   | \$175,000  |
| Cedar Creek Walkway   | \$250,000  |
| Cedar Hedge Park  | \$270,000  |
| Cedar Pointe Conservancy  | \$15,000   |
| Cedar Pointe Park   | \$25,000   |
| Centennial Park   | \$10,000   |
| E. Stephan Fischer Park   | \$10,000   |
| Founders Park   | \$7,500  |
| Georgetown Walking Path Park  | \$1,000  |
| Georgetown Park   | \$12,000   |
| Hillcrest Park  | \$3,500  |
| Hoffmann Glen   | \$40,000   |
| Interurban Trail  | \$23,000   |
| Maple Manor Park  | \$11,200   |
| Westlawn Woods Park   | \$18,000   |
| Willowbrooke Park   | \$12,000   |
| Woodland Park   | \$15,000   |
| Wurthmann Park  | \$13,000   |
| Zeunert Park  | \$70,000   |
| <br>  |  |
| <b>SUBTOTAL (Existing Parks)</b>  | <b>\$1,033,200</b>                                       |
| <b>TOTAL DEVELOPMENT COST *</b>   | <b>\$2,693,200</b>                                       |
| <br>  |  |
| Potential Impact Fee Eligibility  | \$1,873,000  |
| Potential Grant Eligibility   | \$555,000  |
| (Potential Eligible “nature based” Costs and a Transportation Enhancement grant for 80% of the Cedar Creek Walkway project) |  |

\* Budget summary does not include land acquisition cost. Land acquisition costs for proposed parkland may vary dramatically. Land acquisition costs may be eligible for up to 50% grant funding. WDNR guidelines require that land value for grant-eligible park land acquiring be established by WDNR certified appraisers. “Nature based” development costs are eligible for up to 50% grant funding through ADLP (see Appendix C). ADLP projects are eligible for funding through 2 consecutive years.

**IMPLEMENTATION PLAN**

In order to implement the recommendations contained in the Action Plan section of this plan, and thereby implement the Comprehensive Outdoor Recreation Plan, the City must make a commitment to adopt the programs, acquire needed park lands, develop needed recreation facilities, and maintain the park system in a safe and cost effective manner. The recommendations contained in the Action Plan are critical elements in developing a park and recreation system that will meet the current and future needs of City residents. The overall cost of implementing these recommendations is relatively high (see Table 8, p. 59), but the City could reduce their impact on the City budget by adopting a phasing plan for park acquisition and development, and adopting a balanced funding mechanism for park acquisition, development, and operation.

The City should phase into the full implementation of the Comprehensive Outdoor Recreation Plan. Phasing will allow the cost of acquisition and development to be spread over a period of years and will allow the Park and Forestry Board and staff time to become familiar with the park and recreation system and gradually increase staff and resources to manage it. Phasing will also give the City some time to assess the benefits and success of the Comprehensive Outdoor Recreation Plan to generate interest and support among City residents. Specifically, the City should adopt the following general phasing guidelines:

1. Upgrade/replace existing park facilities to meet current health and safety standards, ADA access standards, ASTM playground safety standards, and other appropriate state and local building codes.
2. Acquire additional park lands to meet current and future recreation needs.
3. Expand and/or develop existing park lands to meet current and future recreation needs.
4. Develop future park lands to meet future recreation needs as the surrounding neighborhoods develop.

The City should develop a balanced funding mechanism for acquiring, developing, and managing the City park system. This mechanism should include general funds (local tax levy), parkland dedication (or payment in-lieu-of parkland dedication), impact fees, and grant-in-aid programs. Implementing a balanced funding mechanism will help the City utilize all available funding for the park system, and thereby reduce impact on the local tax levy. Specifically, the City should adopt the following prioritized funding mechanism guidelines:

- Land Acquisition

- Land dedication
- Payment in-lieu-of parkland dedication
- Grant-in-aid programs
- General funds
  
- Park Development – to meet existing needs
  - General funds
  - Grant-in-aid programs
  
- Park Development - to meet future needs
  - Impact fees
  - Payment in-lieu-of parkland dedication
  - General funds
  - Grant-in-aid program
  
- Park Operations and Maintenance
  - General funds
  - Grant-in-aid program

## Summary

The City should follow these guidelines in implementing the recommendations in the Action Plan. The City should adopt the following implementation plan:

- Meet the existing recreation needs of the community (as identified in the Recreation Needs Analysis section, pages 28-32) by:
  - Developing additional facilities in existing parks utilizing payment in-lieu-of parkland dedication funds and general funds.
  - Acquiring and developing a new community park utilizing grant-in-aid funding, payment in-lieu-of parkland dedication funds and general funds.
  - Acquiring and developing a multipurpose trail system utilizing grant-in-aid funding, payment in-lieu-of parkland dedication and general funds.
  
- Meet future recreation needs of the community by:
  - Acquiring and developing new neighborhood parks utilizing impact fees, payment in-lieu-of parkland dedication, and general funds.
  
- Operate and manage the City park system by utilizing general funds.

APPENDIX A: POTENTIAL FUNDING SOURCES

## **APPENDIX A**

### City of Cedarburg Comprehensive Park and Open Space Plan

#### Potential Funding Sources

##### Park Acquisition and Development Grant Programs

| <b>PROGRAM</b>  | <b>YEARLY ALLOCATION</b> |
|---|--------------------------|
| Urban Green Space   | up to \$1.6 million      |
| Aids for the Acquisition and Development<br>of Local Parks (ADLP) | \$1 million              |
| Urban Rivers Grant Program  | up to \$1.6 million      |
| National Recreational Trails Act (NRTA)                           | \$634,180                |
| Land and Water Conservation (LAWCON)                              | \$1.0 million            |

##### Resource and Habitat Improvement Grant Programs

| <b>PROGRAM</b> | <b>YEARLY ALLOCATION</b> |
|----------------|--------------------------|
| Urban Forestry | \$690,000                |

Note: All these programs are administered through the Wisconsin Department of Natural Resources. All these programs require a local match (either monetary or in-kind) of some percentage of the total project. Please refer to the "Directory of State and Federal Financial Assistance Programs Administered by the Department of Natural Resources Fiscal Year 2001-2003 for specific details and requirements for each program.

Potential Funding Sources  
Existing Parks – Improvements/Expansion

Potential Impact Fee or In-Lieu-Of Land Dedication Fee Eligible Costs:

Adlai Horn Park = \$100,000 (restroom/concession/shelter)  
Boy Scout Park = \$2,000 (construct paved path to water)  
Cedar Creek Walkway = \$50,000 (extend walkway from Columbia Road to Cedar Creek Park,  
\$200,000 potential funding from D.O.T. grant)  
Cedar Hedge Trail = \$135,000 (pedestrian bridge crossing Cedar Creek at Highland Road,  
\$135,000 potential funding from DNR grant)  
Cedar Pointe Park = \$25,000 (provide access from Western Road)  
Hoffmann Glen = \$40,000 (site development as noted in Plan)  
Westlawn Woods Park = \$18,000 (prepare park master plan and develop trails)  
Willowbrooke Park = \$10,000 (provide additional children's play equipment)  
Wurthmann Park = \$3,000 (prepare park master plan)  
Zeunert Park = \$50,000 (expand skate facility)

**TOTAL = \$433,000**

## APPENDIX B: MAPS

APPENDIX C: ESTIMATED DEVELOPMENT COSTS FOR PROPOSED NEW  
PARK SITES