



# Comprehensive Outdoor Recreation Plan

## + Gathering Places Feasibility Study

CITY OF MILWAUKEE 2022-2027

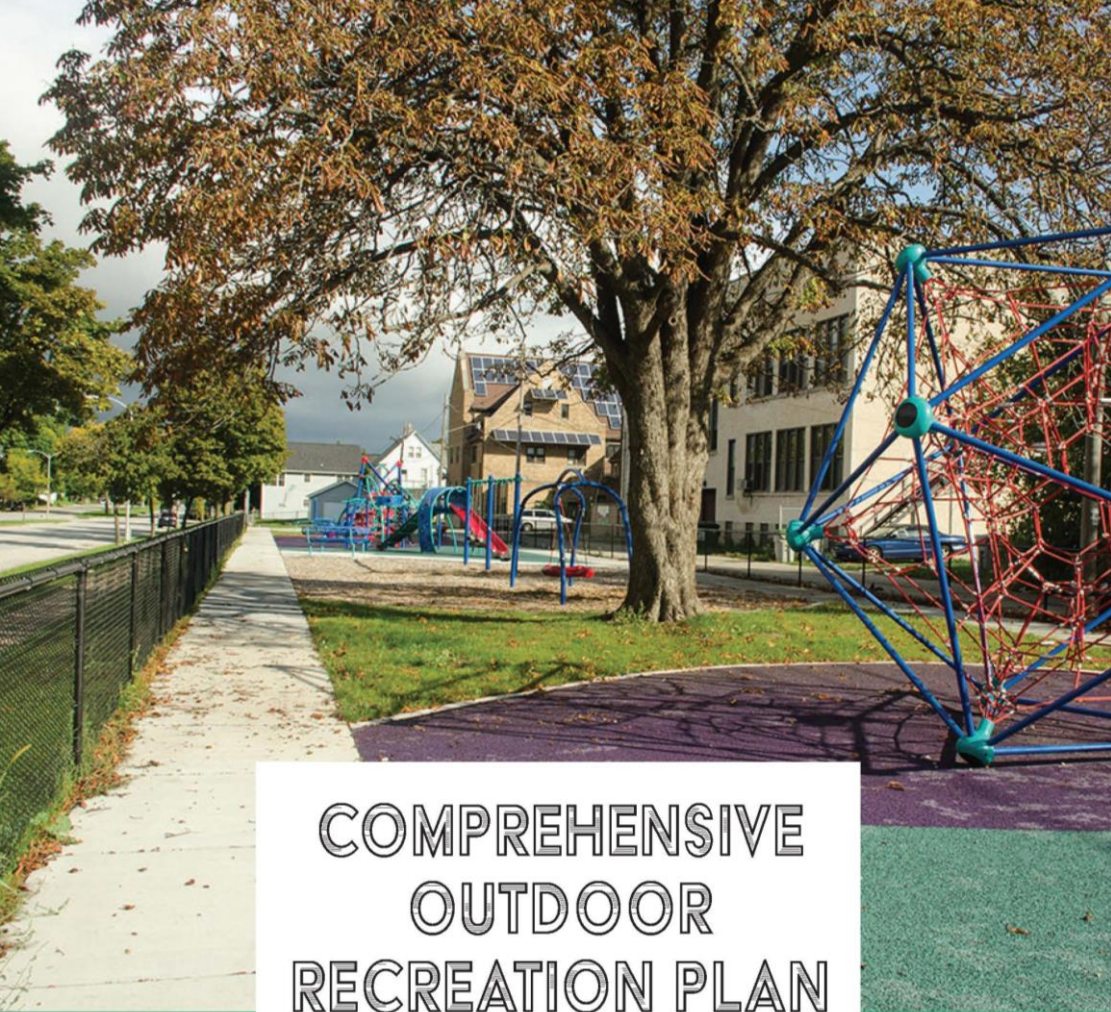


City of Milwaukee

HOME GR/OWN  
ecoCITY of MILWAUKEE

DEPARTMENT OF CITY DEVELOPMENT

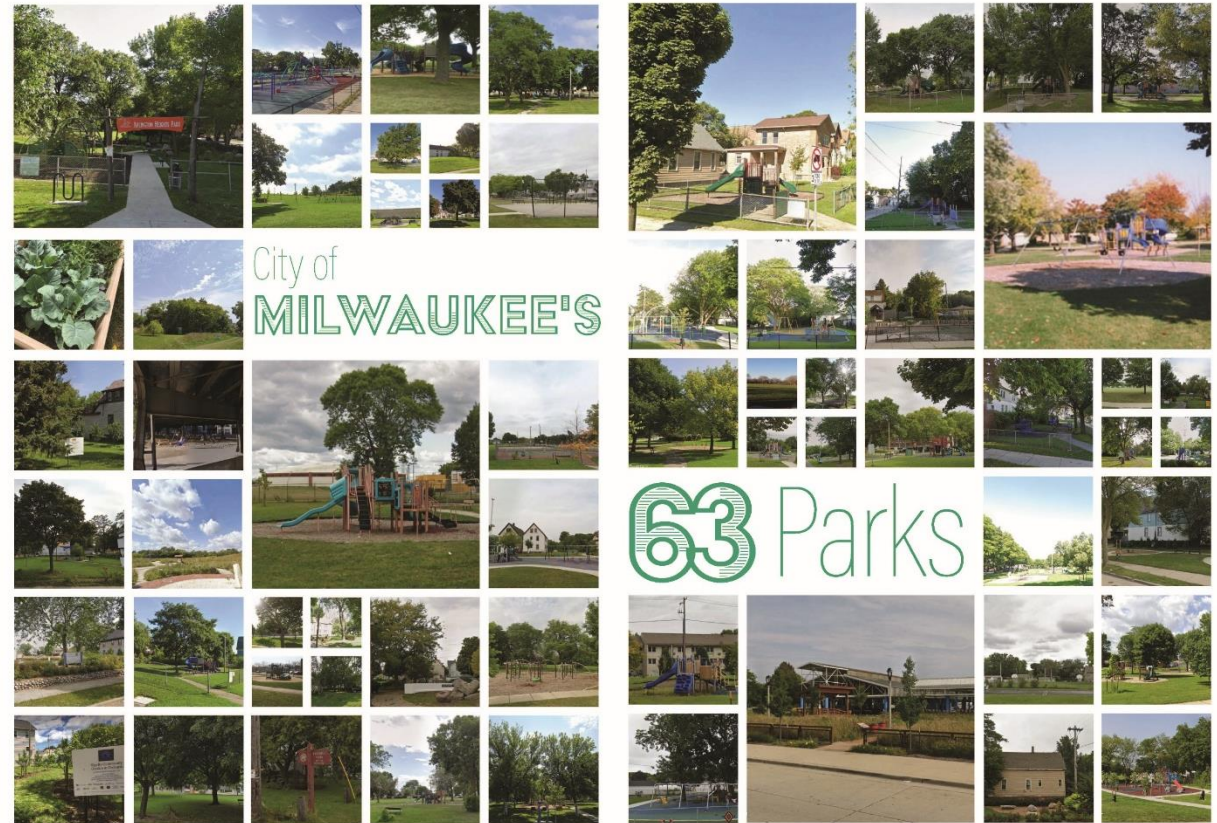




# COMPREHENSIVE OUTDOOR RECREATION PLAN

CITY OF MILWAUKEE 2022-2027

MARCH 2022



## Goals

- 1 Ensure that all residents have **access** to outdoor recreation spaces in the City of Milwaukee.
- 2 Continue **collaborating with neighborhoods** in the improvement & programming of local outdoor recreational spaces.
- 3 **Incorporate equity measures** when identifying priorities & allocating resources.
- 4 Identify methods to improve **efficiency & sustainability** of park redevelopment and maintenance.
- 5 Expand & diversify additional **funding sources** for outdoor recreational spaces, including City resources to leverage private funds.

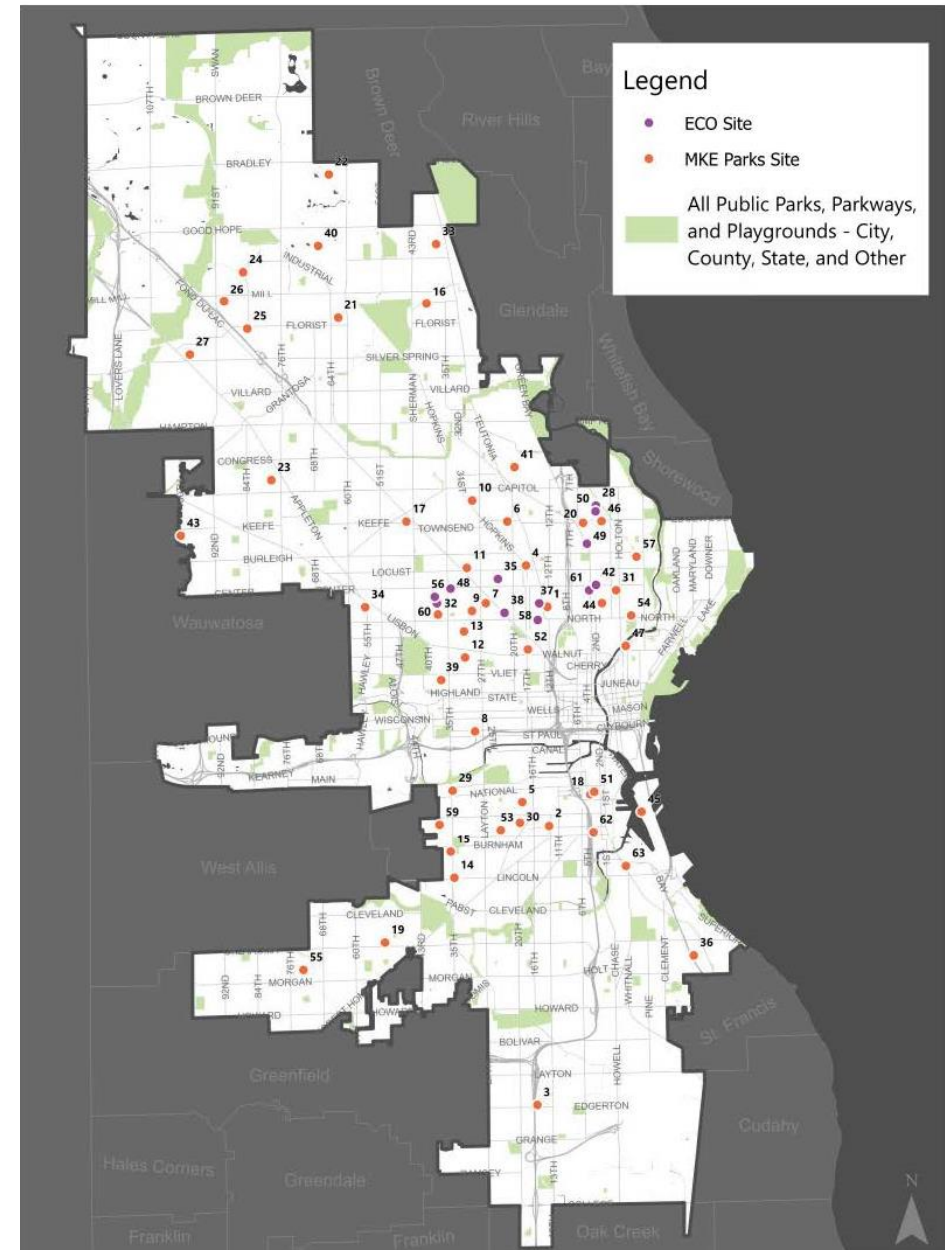


# City Parks

#	PARK	ADDRESS
1	12th & Wright	2435 N 12th St
2	13th & Lapham	1300 W Lapham Blvd
3	16th & Edgerton	1600 W Edgerton Ave
4	16th & Hopkins	1601 W Hopkins St
5	18th & Washington	1825 W Washington St
6	21st & Keefe	2105 W Keefe Ave
7	26th & Medford	2478 N 26th St
8	29th & Clybourn	449 N 28th St
9	29th & Meinecke	2403 N 29th St
10	29th & Melvina	3840 N 29th St
11	30th & Cawker	2929 N 30th St
12	31st & Galena	3002 W Galena St
13	31st & Lloyd	3100 W Lloyd St
14	35th & Lincoln	3430 W Lincoln Ave
15	36th & Rogers	3514 W Rogers St
16	40th & Douglas	3929 W Douglas St
17	45th & Keefe	3512 N 45th St
18	4th & Mineral	937 S 4th St
19	51st & Stack	5201 W Stack Dr
20	5th & Randolph	3460 N 5th St
21	62nd & Kaul	6210 W Kaul Ave
22	66th & Port	6440 W Port Ave
23	78th & Fiebrantz	4137 N 78th St
24	84th & Burbank	6700 N Hastings St
25	84th & Florist	8525 W Florist Ave
26	90th & Bender	8900 W Bender Rd
27	97th & Thurston	9714 W Reichert Ave
28	Adams Park	3760 N 2nd St
29	Arlington Heights	3429 W Pierce St
30	Arrow & Comstock	1867 W Arrow St
31	Buffum & Center	2624 N Buffum St
32	Butterfly	3717 W Meinecke Ave

#	PARK	ADDRESS
33	Darien & Kiley	6952 N Darien St
34	Deback	2461 N 55th St
35	Dr. L. Carter Jr Park	2776 N 24th St
36	Ellen	1829 E Fernwood Ave
37	Ezekiel Gillespie	2478 N 14th St
38	Fondy Park	2210 W Fond Du Lac Ave
39	Foundation	3701 N 37th St
40	Gardner	6632 W Hustis Ave
41	Gore	1970 W Olive St
42	Harambee Square	134 W Center St
43	Hartung	3342 N Argonne Dr
44	Johnson-Odom	2470 N 1st St
45	Kaszube Park	1421 S Carferry Dr
46	Keefe & Palmer	117 E Keefe Ave
47	Marsupial Bridge	1737 N Water St
48	Metcalfe Rising Park	3401 W Center St
49	MLK Jr Peace Place	3218 MLK Jr Dr
50	Nigella Community Orchard	130 W Nash St
51	Palafito	901 S 3rd St
52	Phillips	1800 N 17th St
53	Reiske	1640 S 24th St
54	Reservoir	626 E North Ave
55	Riverbend	3305 S 73rd St
56	Scholars Park	2577 N 38th St
57	Snail's Crossing	3050 N Bremen St
58	Sunshine Park	2265 N 14th St
59	Trowbridge Square	1530 S 38th St
60	Unity Orchard	2506 N 38th St
61	Victory Over Violence	2625 N MLK Jr Dr
62	Witkowiak	1656 S 4th St
63	Zillman	2168 S Kinnickinnic Ave

Map 1.1: City of Milwaukee Maintained Recreation Facilities



# Equity Analysis: Indicators

Table 4.1 Indicators & Weights Selected for the Parks Equity Analysis

## Demographic Indicators

- » Population density
- » Population of children
- » Persons of color
- » Children with disabilities

## Economic Indicators

- » Low income households
- » Children in poverty

## Health Indicators

- » Poor mental health
- » Obesity

## Access Indicators

- » No vehicle available
- » Access to other parks

## Physical Environment

- » Multi-family housing units
- » Tree canopy coverage
- » Impervious surfaces

## Park Condition Rating

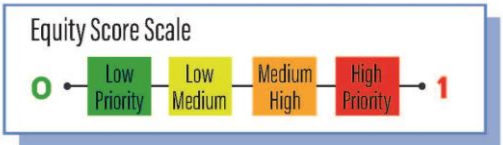
- » Surfacing
- » Pathways
- » Seating
- » Overall Appearance
- » Amenities

CATEGORY	WEIGHT	DESCRIPTION
<b>DEMOGRAPHIC INDICATORS</b> 27%		
Population density	(8%)	The estimated density of the population in that park service area (population divided by the total acreage).
Population of children	(10%)	Total number of people under the age of 18 living within the ½ mile service area.
Persons of color	(4%)	Count and percent of people living within a half mile walk who identify as non-white, and includes white people who identify as Hispanic or LatinX.
Children with disabilities	(5%)	Percent of persons under age 18 that have 1 or more disabilities.
<b>ECONOMIC INDICATORS</b> 8%		
Low income households	(4%)	Percent of households whose income is at or below 200% of the poverty level.
Children in poverty	(4%)	Percent of total children who live in a household with an income at or below the poverty level.
<b>HEALTH INDICATORS</b> 10%		
Poor mental health	(5%)	Percent of adults that reported 14 or more days during the past 30 days during which their mental health was not good.
Obesity	(5%)	Percent of adults who have a body mass index (BMI) $\geq 30.0$ kg/m <sup>2</sup> calculated from self-reported weight and height.
<b>ACCESS INDICATORS</b> 10%		
No vehicle available	(5%)	Percent of households that lack access to a vehicle.
Access to other parks	(5%)	Total number of outdoor recreation areas within a half mile walk. This includes all properties with a land use classification of parks, playgrounds, and parkways, City- and County- owned parks, and MPS playfields.
<b>PHYSICAL ENVIRONMENT</b> 5%		
Multi-family housing units	(1%)	Total percent of residential units that are located in a building with the land use classification of multi-family more than two units within a half mile walk. This excludes any units in buildings classified as mixed-use.
Tree canopy coverage	(2%)	Total acreage of tree canopy that covers the land within a half mile walk.
Impervious surface	(2%)	Total acreage of the impervious surface (sidewalk, streets, roofs, etc.) within a half mile walk.
<b>PARK CONDITION RATING</b> 40%		
Rating score	(40%)	Each park was graded on a scale of 1 (lowest) to 4 (highest), based on the combined scores for Surfacing, Pathways, Seating, Overall Appearance, and other amenities including Playgrounds and Courts (if applicable).



# Equity Analysis: Results

Table 4.2: Equity Analysis Scores of City of Milwaukee Parks in Order of Need



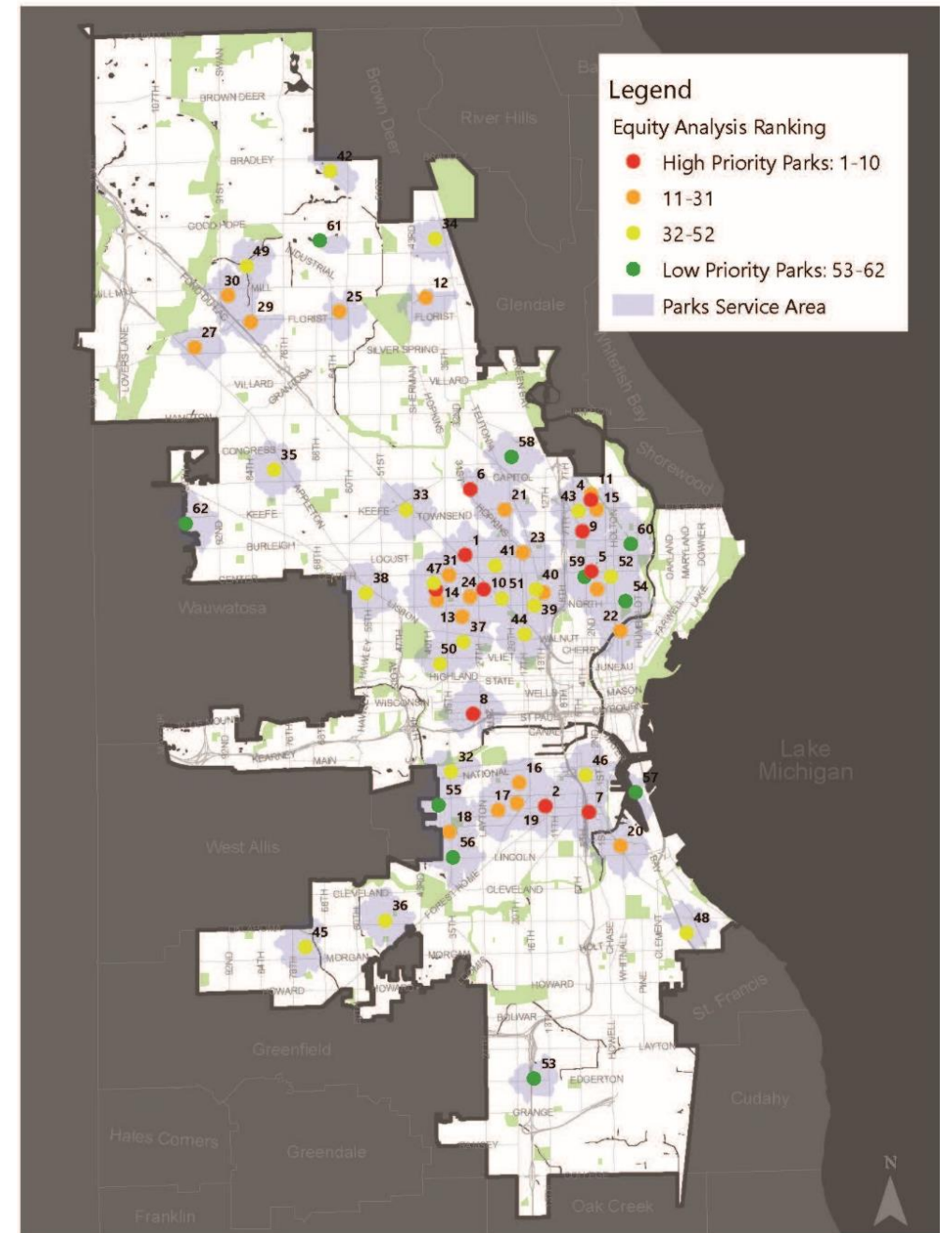
RANK	PARK	SCORE
1	30th & Cawker	0.77
2	13th & Lapham	0.76
3	Unity Orchard	0.74
4	Nigella Community Orchard	0.72
5	Harambee Square	0.69
6	29th & Melvina	0.68
7	Witkowiak	0.67
8	29th & Clybourn	0.67
9	MLK Peace Place	0.66
10	26th & Medford	0.65

RANK	PARK	SCORE
11	Adams Park	0.64
12	40th & Douglas	0.63
13	31st & Lloyd	0.63
14	Butterfly	0.63
15	Keefe & Palmer	0.62
16	18th & Washington	0.61
17	Reiske	0.61
18	36th & Rogers	0.60
19	Arrow & Comstock	0.59
20	Zillman	0.58
21	21st & Keefe	0.57
22	Marsupial Bridge	0.56
23	16th & Hopkins	0.56
24	29th & Meinecke	0.55
25	62nd & Kaul	0.55
26	12th & Wright	0.55
27	97th & Thurston	0.55
28	Johnson-Odom	0.54
29	84th & Florist	0.53
30	90th & Bender	0.51
31	Metcalfe Rising Park	0.50

RANK	PARK	SCORE
32	Arlington Heights	0.50
33	45th & Keefe	0.46
34	Darien & Kiley	0.46
35	78th & Fiebrantz	0.43
36	51st & Stack	0.42
37	31st & Galena	0.41
38	Marcus DeBack	0.41
39	Sunshine Park	0.40
40	Ezekiel Gillespie	0.40
41	Dr. L. Carter Jr Park	0.40
42	66th & Port	0.39
43	5th & Randolph	0.38
44	Phillips	0.37
45	River Bend	0.37
46	4th & Mineral	0.36
47	Scholars Park	0.36
48	Ellen	0.36
49	84th & Burbank	0.35
50	Foundation	0.35
51	Fondy Park	0.35
52	Buffum & Center	0.34

RANK	PARK	SCORE
53	16th & Edgerton	0.33
54	Kadish	0.33
55	Trowbridge Square	0.33
56	35th & Lincoln	0.32
57	Kaszube	0.32
58	Gore	0.32
59	Victory Over Violence	0.31
60	Snail's Crossing	0.30
61	Gardner	0.28
62	Hartung	0.17
63	Paliafito*	--

MAP 4.1: EQUITY ANALYSIS RANKINGS OF CITY PARKS, 2022

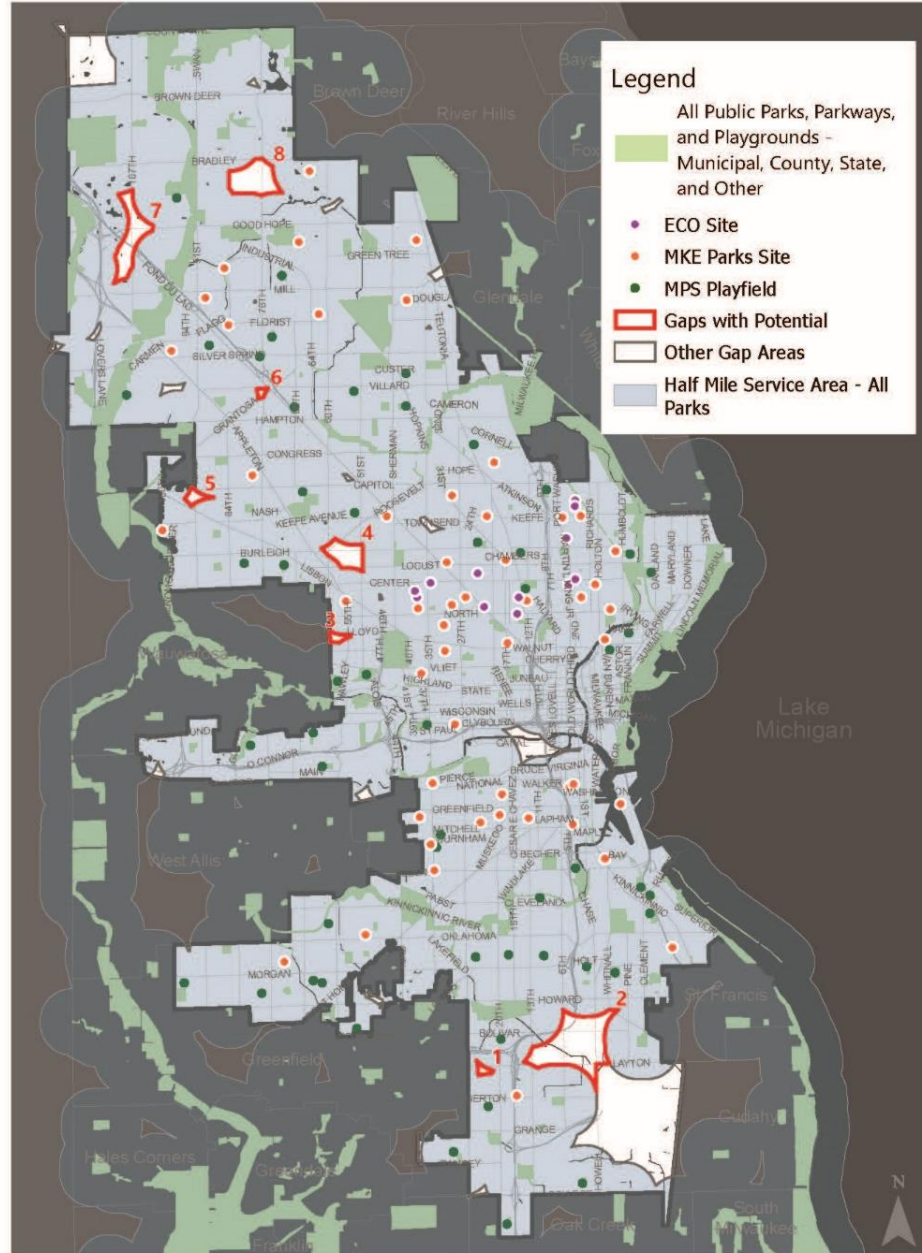


# Gap Analysis: Results

MAP 4.2: GAP ANALYSIS OF PARKS IN THE CITY OF MILWAUKEE, 2022

Table 4.4: Gap Area Metrics

GAP AREA	POPULATION	CHILDREN POPULATION	PERCENT CHILDREN	MEDIAN HOUSEHOLD INCOME	PEOPLE OF COLOR	PERCENT PERSONS OF COLOR
1	190	35	18%	\$ 79,403	50	26%
2	3,076	717	23%	\$ 54,933	839	27%
3	533	126	24%	\$ 53,747	209	39%
4	2,258	641	28%	\$ 51,055	1,762	78%
5	190	48	25%	\$ 55,858	90	47%
6	176	49	28%	\$ 57,324	152	86%
7	259	96	37%	\$ 47,760	225	87%
8	408	139	34%	\$ 50,894	334	82%



# Key Recommendations:

## Organizational & Budget Changes for MKE Parks

2. Establish a Parks Division or Section to manage and maintain City of Milwaukee parks in DPW. Evaluate the potential to streamline City public space management and maintenance.
3. Evaluate consolidating ownership of City parks properties under a new MKE Parks Division to streamline park redevelopment and planning processes. For example, this would include transferring ownership of Reservoir Park from Milwaukee Water Works to MKE Parks, and Lynden Hill Park from RACM to MKE Parks, and providing corollary budget support for those parks. Streamlining the process should include a zoning analysis, as some parks zoning may need to be updated.
8. Increase the staff capacity of MKE Parks to sustainably manage and maintain the City's 52 parks. The pending staff retirement provides an opportunity to reevaluate staffing within MKE Parks. Staff has proposed a way to increase capacity (1 FTE) while remaining budget neutral.
10. ECO and MKE Parks should continue working together to identify options for a pilot program for community-led maintenance of City facilities.
11. Dedicate an operating budget for playground and pocket park maintenance within the DPW annual budget that sustainably supports the capital investments for City-owned outdoor recreational space.
12. Expand revenue sources for park improvements and maintenance, and explore the creation of a funding mechanism that would match grants. The City of Milwaukee should continue to expand revenues for outdoor play areas by tapping governmental, private sector, non-profit and philanthropic organizations.



# Key Recommendations: Proposed Future Projects

1.

Ensure that MKE Parks is funded to complete the 23 planned projects between 2022-2026. This includes 21 full park reconstruction projects, 2 partial rehabilitations, and several smaller projects and partial reconstructions. This would allow MKE Parks to keep on track to a 15-year replacement cycle by 2030. Table 7.1 shows the proposed schedule and budget, and is based on the findings of the Equity Analysis (Chapter 4).

24.

Support the creation of the mobile engagement hub. The trailer is designed but needs to be funded, and would be part of a program-wide engagement strategy.

26.

Work with partners to implement the recommendations of the Gathering Places Feasibility Study, which is incorporated as Appendix A of this Plan.

30.

Continue to support the development of new partnership park spaces included in this Plan (Chapter 5), including the engagement, planning, identification of funding, design, implementation, and maintenance.

37-

40.

Support the implementation of the Beerline Trail, the 20th Street Powerline Trail, the Kinnickinnic River Trail, the South Powerline Trail, and the 30<sup>th</sup> Street in collaboration with partners.



# Gathering Places Feasibility Study appendix





# Gathering Place Goals

1

Increase the vibrancy of Milwaukee's neighborhoods and commercial districts by activating existing and underutilized spaces

2

Create or enhance high quality public spaces that are accessible to all residents and communities (safe, active, clean) and encourage positive social interactions and gatherings of neighbors, with a focus on racial equity and investments in neighborhoods lacking existing gathering spaces

3

Build and leverage business and community partnerships for investment, programming, and maintenance

4

Identify projects that can be implemented in the near-term

# TYPES OF GATHERING SPACES

## Private Developments that Serve as Gathering Places



Recent developments such as the Sherman Phoenix and the Zócalo Food Truck Park demonstrate how well-designed and intentionally programmed private developments can serve as neighborhood anchors that welcome a diverse array of residents while providing economic opportunity for local entrepreneurs. While these privately-owned spaces do differ in function from publicly owned land and are not a substitute for public gathering places, they are included in this feasibility study given their demonstrated ability to bring energy, vibrancy, and economic activity to city neighborhoods.

## Gathering Places on Public Parks & Public Land



Milwaukee's park system has always served to provide a network of public spaces for recreation and gathering, and recent projects such as improvements to Fondy Park and Arlington Heights Park, along with Milwaukee County's permanent and traveling beer gardens have showcased how new investments and programming in public spaces can bring added activity and opportunities for gathering in our public parks. This feasibility study focuses on City-owned public spaces, though opportunities also exist for additional collaboration with Milwaukee County Parks.

## Repurposing Public Streets & Rights-of-Way as Gathering Spaces



Around the country, cities are finding innovative ways to repurpose and redesign their streets and other public rights of way as vibrant and social public spaces. Milwaukee's Active Streets for Business program demonstrates the opportunities and demand that exist in local commercial districts for creating new spaces for outdoor dining, socializing, and gathering, while also supporting City goals of reducing speeding and creating safer, pedestrian friendly streets.



# Success Factors

- » Gathering spaces are welcoming to Milwaukeeans of all abilities, having taken **ADA and accessibility** considerations into account throughout the project design phase.
- » **Location, location, location.** Successful gathering places are easy to access for visitors by foot, bicycle, and transit; located nearby other activity generators; with significant buffering or separation from high-speed automobile traffic and other automobile uses.
- » Given the realities of limited public resources, **Partnerships** with neighborhood groups, businesses, non-profits, and Business Improvement Districts are a critical component of developing and operating new neighborhood gathering spaces. Depending on the project, these partnerships can span elements including design, funding, operation, construction management, and ongoing maintenance and programming.
- » **Programming** can be a critical factor in bringing people into the City's gathering spaces. Concerts, markets, classes, food vendors and other activities occur frequently and are designed to be culturally relevant to neighborhood residents. While programming can be a major factor in activating public spaces, numerous successful examples also exist of spaces that do nothing more than provide seating and a well-crafted environment to allow people to watch city life go by.
- » Ongoing **Operations and Maintenance** are not an afterthought. A dedicated plan for ongoing maintenance, including funding sources and responsible parties, is in place prior to commencing a project.
- » **Community Outreach and Engagement** informed project design, location, and programming to meet the needs of area residents and businesses.



# Supporting City Programs & Funding Programs

A variety of City funding sources and grant programs have been utilized to create gathering spaces in City neighborhoods. These sources can continue to be deployed and augmented to support the development of new gathering spaces:

## **DEPARTMENT OF CITY DEVELOPMENT**

- Tax Incremental Financing
- Commercial Corridor Grant Programs

## **DEPARTMENT OF PUBLIC WORKS**

- Active Streets
- Active Streets for Businesses
- Rapid Implementation Improvements projects
- MKE Parks

## **NEIGHBORHOOD IMPROVEMENT DEVELOPMENT CORPORATION (NIDC)**

- Community Improvement Project (CIP) grant program
- Healing Spaces Initiative

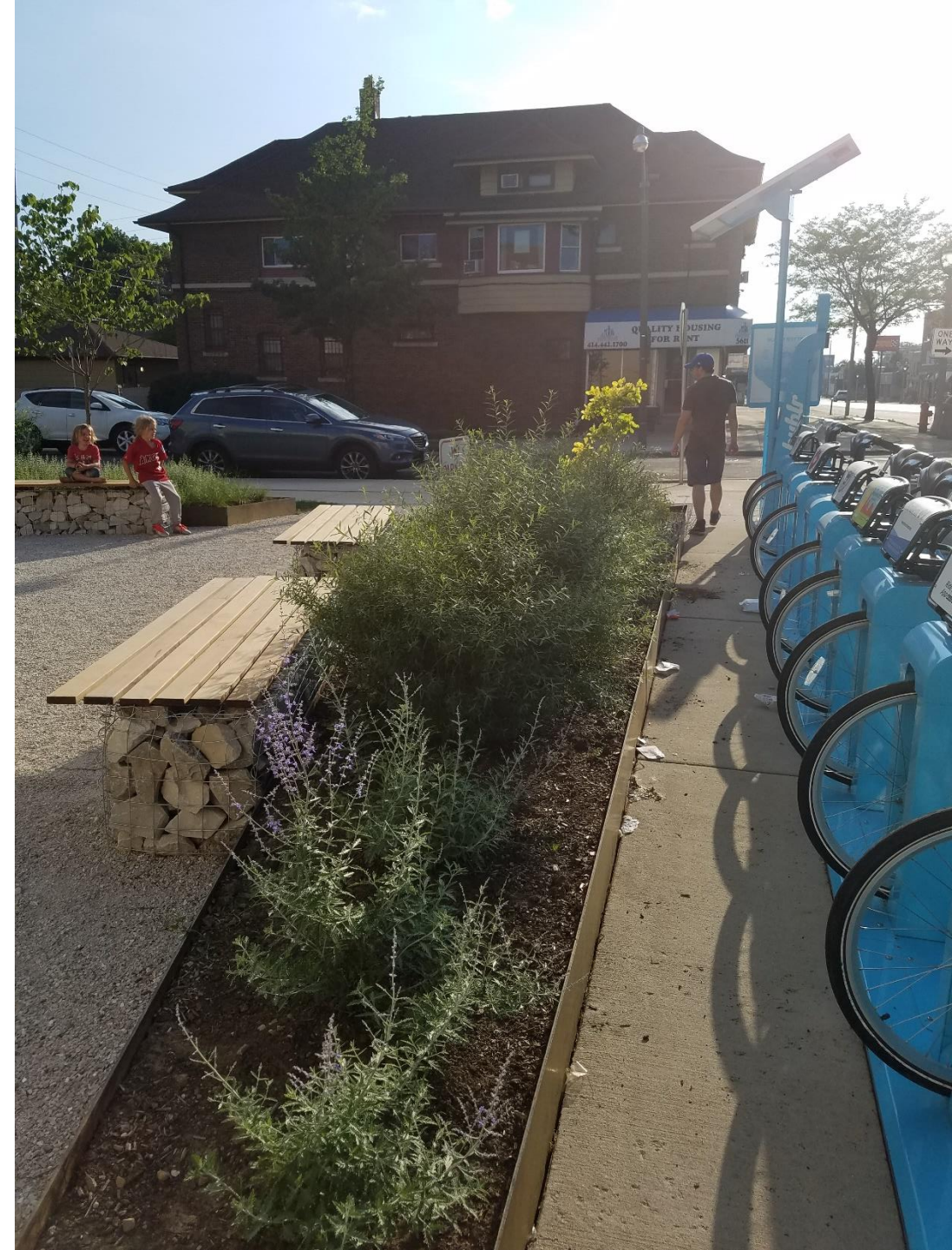
## **OUTSIDE GRANT FUNDING**

The City and its partners have been successful in pursuing and securing outside grants to support the development of gathering spaces. The Fund for Lake Michigan, Coastal Management Grant Program, WEDC Community Development Investment Grant, MMSD Green Infrastructure Partnership, NEA Our Town, and many local foundations have all contributed to the development of Gathering Spaces within the city.



# Program & Policy Recommendations

- **Racial Equity**
- **Funding**
- **Partnerships & Programming**
- **Operations & Maintenance**
- **Planning, Outreach, & Engagement**



# Private Developments that Serve as Gathering Places – Opportunities

- 76<sup>th</sup> & Dean Road
- Former DNR Site on King Drive and North Avenue
- Granville Connection
- Midtown Center





# Gathering Spaces on Public Parks & Public Land – Opportunities

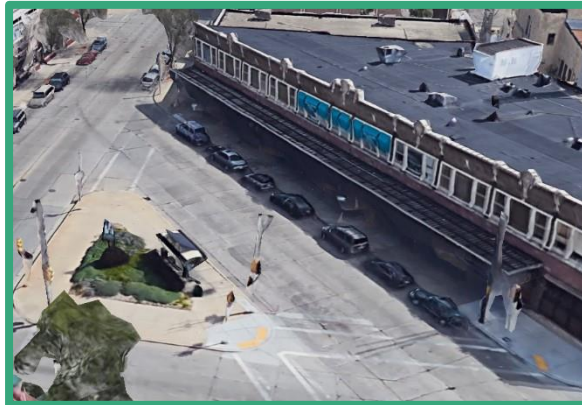
- 29<sup>th</sup> & Melvina Park
- 30<sup>th</sup> & North
- 31<sup>st</sup> & Galena
- B-Line on the Beerline Trail
- Chavez Drive Pedestrian Walkway
- City Hall Square
- Harbor District Riverwalk at Komatsu
- Lakefront Gateway Plaza & Couture Park
- Vel R. Phillips Plaza
- West Basin
- Villard & Hopkins Plaza
- Victory Over Violence Park





# Repurposing of Public Streets & Rights-of-Way as Gathering Spaces – Opportunities

- Mitchell Street, W. Forest Home Avenue & S. 13<sup>th</sup> Street
- Ivanhoe Place
- Arlington Place
- Villard Avenue



Mitchell Street,  
Forest Home  
Avenue & S. 13<sup>th</sup>  
Street existing  
conditions



Ivanhoe Place  
conceptual  
rendering



Ivanhoe Place  
existing  
conditions



Villard  
Avenue & N.  
36<sup>th</sup> Street,  
existing  
conditions

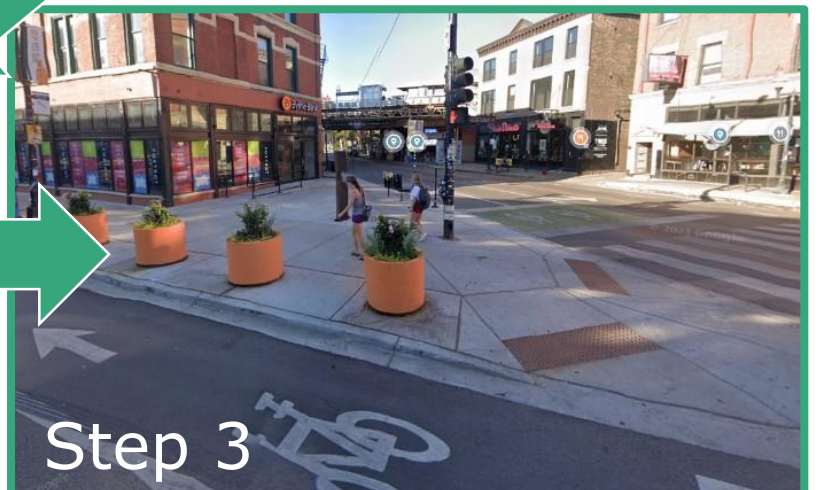
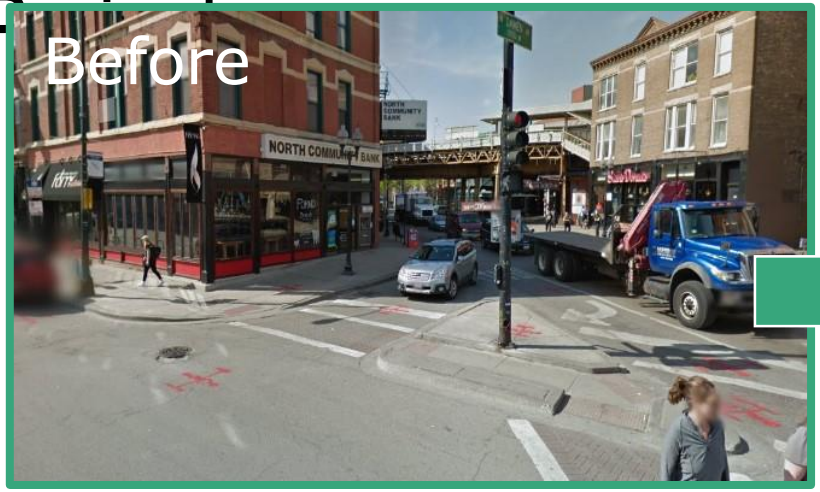


Arlington  
Place (north  
of Brady  
Street),  
existing  
conditions



# Repurposing of Public Streets & Rights-of-Way as Gathering Spaces – Inspiration From Chicago

Incremental changes made to an intersection in Chicago using low-cost materials to create a gathering space and safer intersection for people crossing.





# Repurposing of Public Streets & Rights-of-Way as Gathering Spaces – Inspiration Projects

COMMUNITY PARTNER
<p><b>RESPONSIBILITIES</b></p> <ol style="list-style-type: none"> <li>1. General liability insurance</li> <li>2. Maintenance &amp; upkeep</li> <li>3. Programming</li> </ol>
<p><b>EXPENSES</b></p> <ol style="list-style-type: none"> <li>1. Furnishings</li> <li>2. Soils &amp; plant materials for all planters</li> <li>3. Maintenance¹</li> </ol>

LADOT
<p><b>RESPONSIBILITIES</b></p> <ol style="list-style-type: none"> <li>1. Design development</li> <li>2. Plaza installation</li> </ol>
<p><b>EXPENSES</b></p> <ol style="list-style-type: none"> <li>1. Striping &amp; surface treatments</li> <li>2. Perimeter planters &amp; initial fill</li> <li>3. Flexible delineators</li> <li>4. Identity &amp; wayfinding signage</li> </ol>

Bradley Avenue Pedestrian Plaza, Los Angeles



A pedestrian plaza at a similar shaped intersection as Mitchell Street, Forest Home Avenue, and 13th Street.



Grays Ferry Triangle, Philadelphia







Thank you!

# Comprehensive Outdoor Recreation Plan

+ Gathering Places Feasibility Study

CITY OF MILWAUKEE 2022-2027

