



COMPREHENSIVE OUTDOOR RECREATION PLAN

CITY OF MILWAUKEE 2022-2027

MARCH 2022

ACKNOWLEDGMENTS

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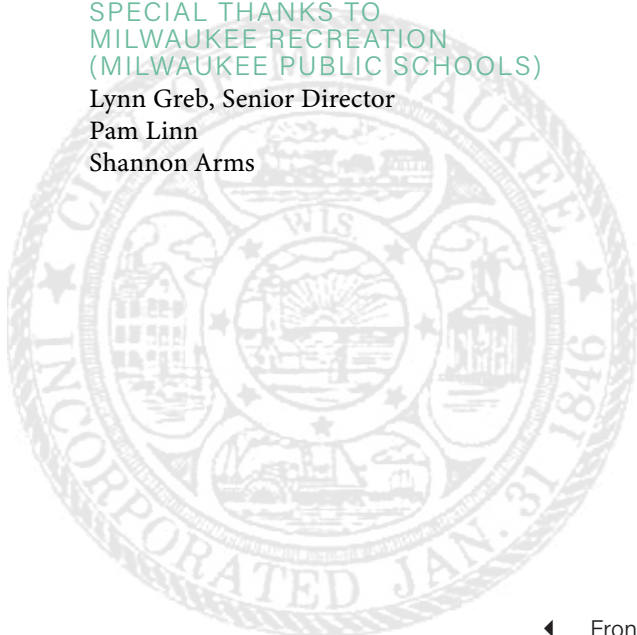
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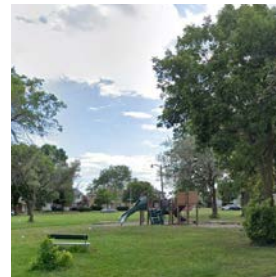
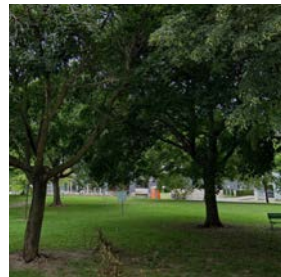
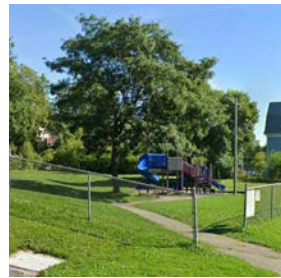
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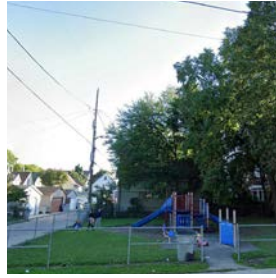
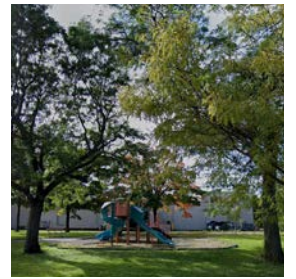
CITY OF MILWAUKEE 2022-2027

FINAL PLAN | MARCH 2022

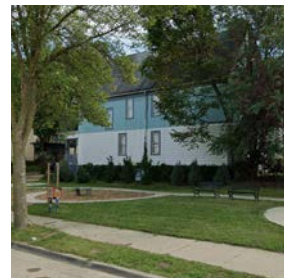
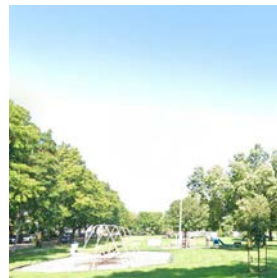


City of MILWAUKEE'S





63 Parks



PLACEHOLDER FOR RESOLUTION

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CHAPTER 1

VISION, GOALS
& BACKGROUND





Vision

We envision a city in which every resident has access to a recreational space that enhances their physical, social, emotional, and intellectual well-being.

Mission

To transform underutilized public spaces into high-quality neighborhood parks and trails that are equitable, innovative, safe, fun, challenging, and eco-friendly.



▲ Gore Park Basketball Court

Land Acknowledgment

We acknowledge in Milwaukee that we are on traditional Potawatomi, Ho-Chunk and Menominee homeland along the southwest shores of Michigami, North America's largest system of freshwater lakes, where the Milwaukee, Menominee and Kinnickinnic rivers meet and the people of Wisconsin's sovereign Anishinaabe, Ho-Chunk, Menominee, Oneida and Mohican nations remain present.

What We Offer





▲ Construction of 31st & Galena (courtesy by Evan Siegle)

City's Commitment to Parks

We will, through a community-based approach, transform City parks. We seek not only to create opportunities for children to play, but also to create spaces where neighbors can interact, exchange culture, experience nature, and actively contribute to their community.

Grounded in the input gathered from the community, each playground reconstruction will exemplify the collaboration between public, private and nonprofit partners, and will strive to realize the following “theories of change”:

- » By reconstructing park space to suit local needs and interests, we will enhance the local play experience and increase healthy physical activity.
- » By involving residents in the reconstruction process, we will encourage neighborhood collaboration and promote civic engagement.
- » By improving the appearance and function of park space, we will reinforce neighborhood stability and pride.

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** in park redevelopment and maintenance.
- 5 Expand & diversify additional **funding sources** for outdoor recreational spaces, including City resources to leverage private funds.

▼ Gore Park, after reconstruction in 2019



Goal 1: Ensure that all residents have access to outdoor recreation spaces in the City of Milwaukee.

- » The City of Milwaukee’s environmental sustainability plan, ReFresh Milwaukee, established a goal that all residents live within an easy walking distance to a park, playground, trail or other outdoor recreational space. An easy walking distance is defined as a 10-minute walk or half mile. Evaluations of parks moving forward should include access – street crossing conditions, lighting, and visibility. When issues are identified, DPW should work with area residents to mitigate impediments.
- » Access includes ensuring that Milwaukee’s outdoor recreation programs are in compliance with the American with Disabilities Act (ADA). All outdoor recreation facilities have been surveyed, identified non-compliant outdoor recreation facilities features and developed an ADA Transition Plan to bring them into compliance. Areas with higher concentrations of children with mobility disabilities and adults with mobility disabilities with children will also be identified.
- » Access also requires not just the availability of recreational sites, but the ability to travel to them safely and comfortably by foot or bicycle. Access to sites can be compromised by bike and pedestrian conflicts with vehicular traffic or by safety issues such as poorly lit areas in areas subject to higher than average crime rates. This CORP plan identifies strategies to ensure users can safely travel to outdoor recreation spaces in their neighborhoods.

Goal 2: Continue collaborating with neighborhoods in the improvement and programming of local outdoor recreational spaces.

- » Capacity for collaboration and outreach is a critical consideration to ensure a quality park system is being provided.
- » The City of Milwaukee’s MKE Plays program launched in 2015 and created a model for playground improvement that prioritized neighborhood input in playground design. This plan highlights the model as a means to improve public input regarding neighborhood playground improvements and as an example of the level of neighborhood involvement that should be included in all MKE Parks projects.
- » Existing parks can be leveraged to support existing programs such as the Healing Spaces Initiative.

Goal 3: Incorporate equity measures when identifying priorities and allocating resources.

- » Incorporate an equity analysis (a series of equity measures for each park) into the parks planning process.
- » An examination of multiple sets of data, including Census, mapping, and neighborhood context can provide a clearer picture of recreational needs or, conversely, lack of unmet need. The type of analysis suggested in this CORP may improve future capital programming by determining community priorities, eliminating potential redundancies or unneeded improvements.
- » Identify and evaluate areas of the City that may be currently underserved to determine potential for need.
- » Ensure park planning aligns with environmental sustainability and climate goals, including evaluating opportunities to increase the urban tree canopy, manage stormwater, and support ecological education.

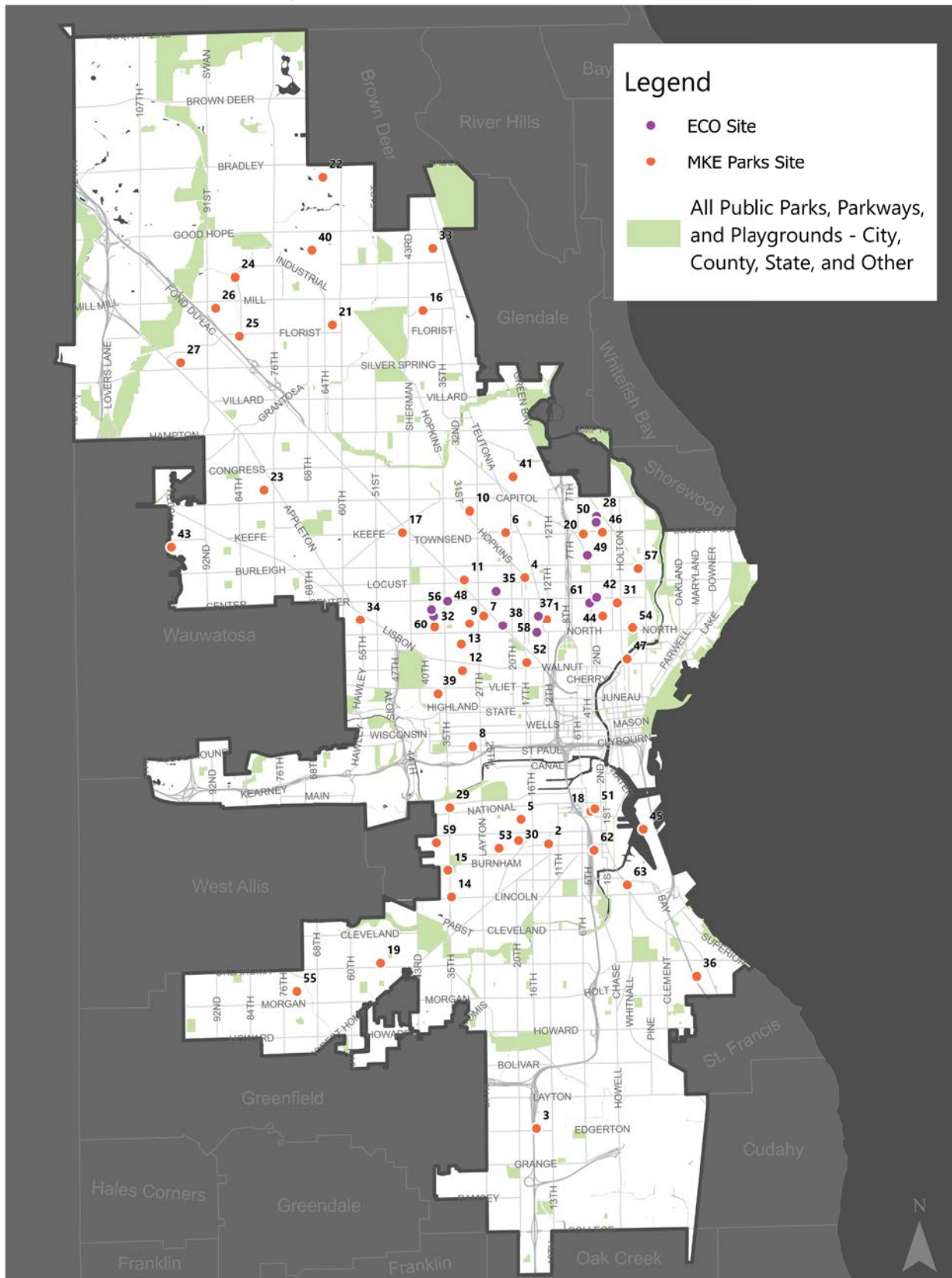
Goal 4: Identify methods to improve efficiency and sustainability in park redevelopment and maintenance.

- » Capacity for maintenance of MKE Parks, ECO, RACM, Milwaukee Water Works, and other City-managed spaces is a critical consideration moving forward to ensure a quality park system is being provided.
- » The CORP will examine City of Milwaukee organizational and operational policies and practices as they currently stand and the effects on City outdoor recreation maintenance and programming.

Goal 5: Expand and diversify additional funding sources for outdoor recreational spaces, including City sources to leverage private funds.

- » Most external grants require a financial matching component that is sometimes a struggle to identify with current funding levels.
- » The CORP will highlight recent projects and initiatives that have relied on non-traditional funding that can serve as examples for future outdoor recreation projects in Milwaukee.

Map 1.1: City of Milwaukee Maintained Recreation Facilities



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	Paliafito	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

Background

The completion of a Comprehensive Outdoor Recreation Plan (CORP) and submittal to the Wisconsin Department of National Resources (WDNR) is required for local communities hoping to participate in outdoor recreation grant programs administered by the State of Wisconsin and, in certain cases, the Federal Government. CORP plans cover a five year period, and the most recent CORP was developed in 2016, expiring at the end of 2021. This CORP, developed in 2021, will expire at the beginning of 2027.

In addition, to making the City of Milwaukee eligible to apply for certain funding opportunities, the CORP is an opportunity to highlight and codify new goals and strategies for City policy-makers, staff and other stakeholders involved with outdoor recreational development, funding, and set an agenda, strategy, and goals for the next five years.

Most of the recommendations set forth in the 2016–2021 CORP focused on two new/emergent parks initiatives (MKE Plays and ECO’s HOME GR/OWN). While the City of Milwaukee has historically had an inventory of over 50 small neighborhood parks, with the oldest dating back to 1930 (Marcus DeBack Park), the City has not had a formal parks department for some time. In 2015, the MKE Plays initiative began to reinvigorate the City’s parks.

The 2016–2021 CORP was developed within the context of the lingering recovery from the Great Recession and subsequent home mortgage crisis, which resulted in the City of Milwaukee owning a significant number of vacant lots. ECO’s HOME GR/OWN initiative grew out of this. Additionally, the 2016–2021 CORP addressed tightening budgets and competing budget priorities, identifying supplemental funding sources (public/private partnerships).

While issues concerning the financing of parks and redevelopment of vacant lots still linger, this 2022 to 2027 CORP has been developed within the context of new priorities and new challenges, most notably the unprecedented COVID-19 pandemic. The COVID-19 pandemic has shown the importance of the role that public spaces, particularly outdoor spaces, play in urban environments.

EQUITY FOCUS IN PLANNING

In planning, we must acknowledge the historical trauma of racism and discrimination inflicted on people of color, wrought by the planning profession itself, which led to structural disadvantages in housing, transportation, education and employment that last to this day.

The City of Milwaukee is committed to examining current practices and making strategic improvements to further racial and social equity. Racial disparities exist in virtually every key indicator of child, family, economic and community well-being. The City of Milwaukee is committed to addressing racial inequities. It is critical for the City of Milwaukee government to achieve racial equity within City government itself and in the communities we serve.

We must work to:

- » Build capacity and strengthen relationships so that each City department can work more effectively and collaboratively to advance racial equity, inclusion, and anti-racism;
 - » Identify and change policies and practices that may be contributing to racial disparities and inequity; and,
 - » Develop a shared racial equity framework with data-driven tools and measures to evaluate progress.
- City of Milwaukee Office of Equity and Inclusion



COMPLEXITIES OF PARK PLANNING IN MILWAUKEE

While there are two other organizations operating parks and recreation sites within city limits (Milwaukee County Parks and Milwaukee Public Schools), this plan focuses on City-owned parks and recreation sites.

Milwaukee County Parks has historically had one of the largest and most extensive public parks system in the county, with 154 parks and parkways totaling over 15,000 acres. The County has always operated cooperatively but parallel to the City of Milwaukee's parks with each focused on its respective needs, including developing separated outdoor recreational plans for their own facilities.

Milwaukee Public Schools has 52 stand-alone playfields. Between 1973 and 2005, MPS and the City of Milwaukee worked together to develop a consolidated CORP plan, but continued reduction of funding and staffing levels within both jurisdictions led to the dissolution of this formal partnership. Coordination continues, and closer collaboration continues to be considered as capacity is regained for both organizations. This collaboration may include collaborative engagement (ideally with Milwaukee County as well) and potentially maintenance.

While there currently is not a city recreation or parks department/division, there are city parks in addition to public recreational spaces that are managed and maintained by various City departments:

- » The Department of Public Works (DPW) manages and maintains 52 city-owned parks under the MKE Parks umbrella. These are predominantly small parks, usually with playgrounds and are designed to serve the immediate neighborhood where they are located.
- » DPW also manages and maintains portions of the Kinnickinnic and Beerline Trails and is working to develop "Powerline Trails" on the north and south sides of Milwaukee,
- » The Environmental Collaboration Office (ECO) manages 8 parks, 10 orchards, and 87 gardens through its HOME GR/OWN program, and
- » The Department of City Development oversees the development of the City's Riverwalk system, in partnership with private owners who construct and maintain individual segments.

Between 2012 and 2015, two new approaches to park development emerged, MKE Plays pilot program and ECO's HOME GR/OWN program, to address both the financial constraints and the vacant lot inventory. Many of the goals/action steps set forth in the 2016-2021 CORP reflect those two new programs. After several years of program activity, the 2022 to 2027 CORP has been an opportunity to review and re-evaluate the goals related to the two programs.

**COMMUNITY ENGAGEMENT:
COMPREHENSIVE PLANNING**

A useful but often times overlooked public input opportunity is through a city’s comprehensive planning or a related neighborhood or corridor planning process. The City of Milwaukee is covered by fourteen Area Plans which guide future neighborhood development with land use, design, and priority project recommendations. These Area Plans are created with robust planning processes in collaboration with neighborhood residents and partners. The Department of City Development works to update the Comprehensive Plan on a continuous ongoing basis and through this multi-year plan process, numerous outdoor recreation issues, ideas, and recommendations identified have been incorporated into this CORP.

This public input consisted of stakeholder interviews, focus groups, surveys, and public workshops and in each of these settings park and open spaces were a major topic of discussion and a specific section in each plan. Through the City’s Area Planning process thousands of Milwaukee residents have provided input on park and open space goals for their neighborhoods. The following are re-occurring ideas and issues generated via public engagement that are reflected in this CORP:

- » Continue to maintain City spaces with community-centered design approaches
- » Support the creation of new spaces by partners that serve community desires and needs
- » Improve sustainability measures including the use of stormwater run-off best practices
- » Improve the lakefront and access to it
- » Improve streetscaping on commercial corridors
- » Expand and improve trail and bike opportunities
- » Enact more complete streets measures to encourage increased safe bike and walking

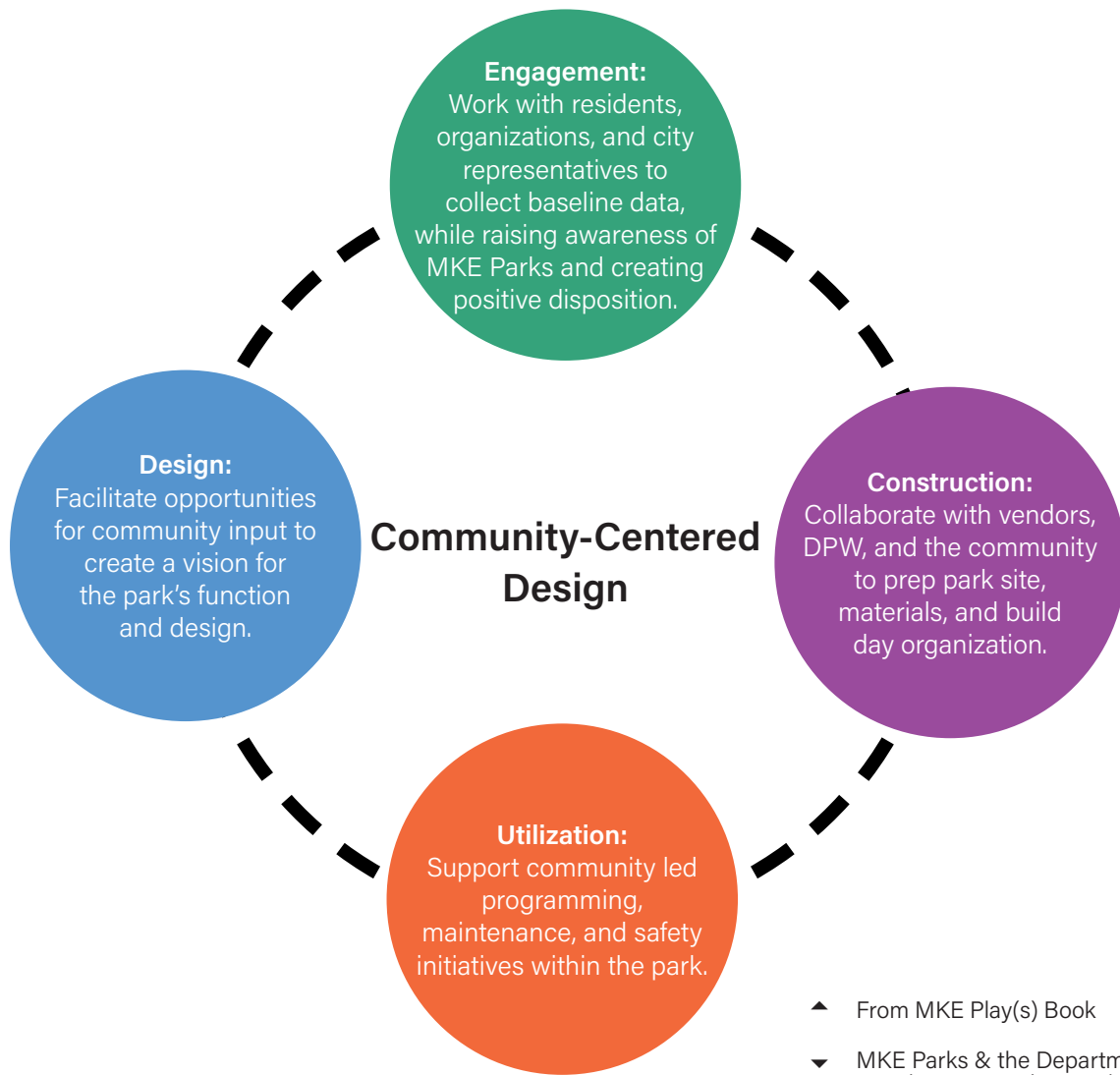
COMMUNITY-CENTERED DESIGN FOR PARKS

Public input on City of Milwaukee outdoor recreation needs takes different formats and processes depending on the nature and type of project or facility being developed. Public input can range from attendance and comment at formal public hearings to direct input to City staff and aldermen, or to an active neighborhood-based public engagement strategy.

Extensive public input on the city’s outdoor recreation needs has been gathered during recent years through the City of Milwaukee’s area planning process and the outreach associated with MKE Parks and ECO’s HOME GR/OWN.

The typical outdoor play space needs assessment model used by the City of Milwaukee in the past has not traditionally incorporated significant public input. Rather, the City previously used a needs assessment upon a standard inspection-repair and ADA conversion schedule. (See schedule provided by DPW). This process is a proven and standard procedure for many municipalities and maintains a long lasting and compliant playground system intact over the long run. However, the drawback to this system is individual neighborhood dynamics and needs are overlooked and may result in under-used or redundant play spaces and may not maximize the impact of the limited funds that the City has to invest in park improvement.

In creating MKE Parks (formerly the MKE Plays initiative), the City of Milwaukee recognized the need for a “third leg” of playground assessment and engagement above and beyond the replacement and ADA conversion schedule. In order to reflect the goals of the initiative, MKE Parks has adopted a neighborhood-centric approach from the grassroots up.



- ▲ From MKE Play(s) Book
- ▼ MKE Parks & the Department of City Development at the Fond du Lac Area Plan community meeting for the Comprehensive Plan Update

MKE Parks mobilizes community organizations, committed residents, and public services to engage neighborhood residents through park meetings, letters, door-to-door canvassing, and participation at community events. These efforts build awareness and baseline data for program evaluation and assessment.

Based upon community conversations, MKE Parks and residents create a vision for the park and its function. This vision is shared between the community, vendors and public works staff, and through feedback and refinement a park design and program is created.



CHAPTER 2

COMMUNITY PROFILE





Community Profile

Covering approximately 99 square miles and with a population of 590,000 people, the city of Milwaukee is the largest city in Wisconsin, and home to roughly 10% of the state's population. It is also the most racially and ethnically diverse population in the state of Wisconsin.

Historically, like many northern tier industrial cities, Milwaukee's peak population of 740,000 occurred in 1960, and has since undergone decline, as suburban populations have grown. Since 2000, Milwaukee appears to have stemmed its population decline. The University of Wisconsin – Madison Applied Population Laboratory projects that the city of Milwaukee will experience a gradual increase in population during the coming decades with an estimated 2040 population of 627,000, or a 6% increase from 2019.

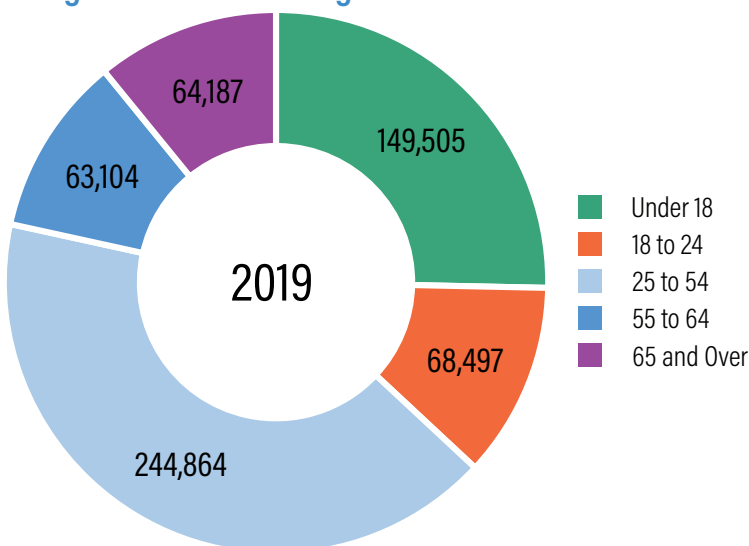
Figure 2.1 shows the age breakouts within the city in 2019; approximately 25% of Milwaukee's residents are under age 18.

The US population, as a whole, is aging; this long term trend is likely to continue for the foreseeable future. The city of Milwaukee is also getting older, although it has a much younger population than its surrounding suburbs. The median age of both the US and the metro Milwaukee area (MWOW counties) is about 38.2 years; the city of Milwaukee's median age is about 31.5 years.

Mirroring a national trend, the number of kids has been declining in Milwaukee. Currently, about 150,000 kids (under age 18) live in Milwaukee. Map 2.1 shows the distribution of kids throughout the city.

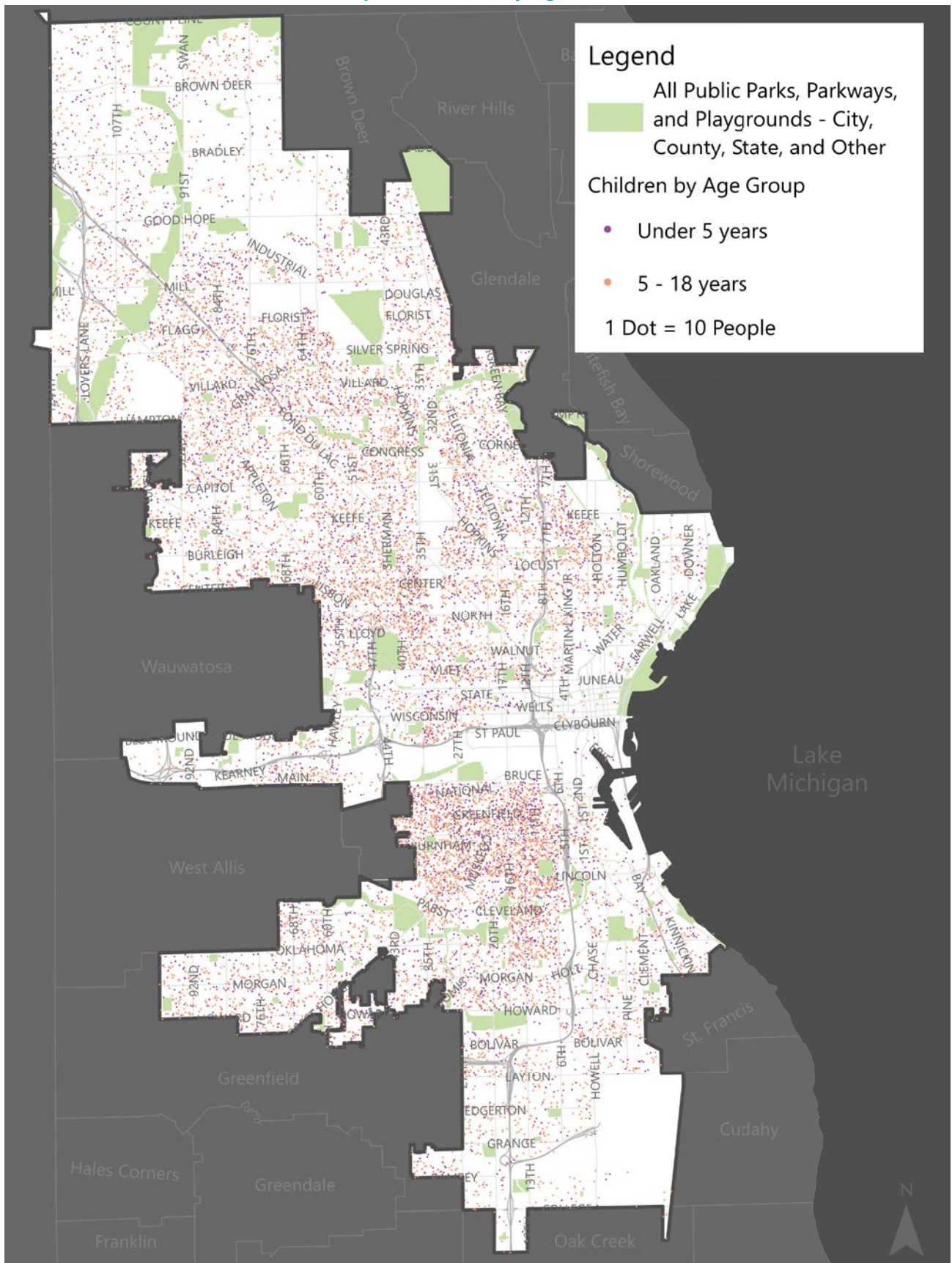
The largest concentration of youths is in Milwaukee's near south side between I-94/I-43 south and the city's western boundary with West Milwaukee. Other notable concentrations of households with children include the Concordia, Metcalfe Park, Sherman Park and Washington Park neighborhoods and smaller neighborhood clusters in the city's north side and the neighborhoods surrounding Alverno College on the south side.

Figure 2.1: Pie Chart- Age Breakouts

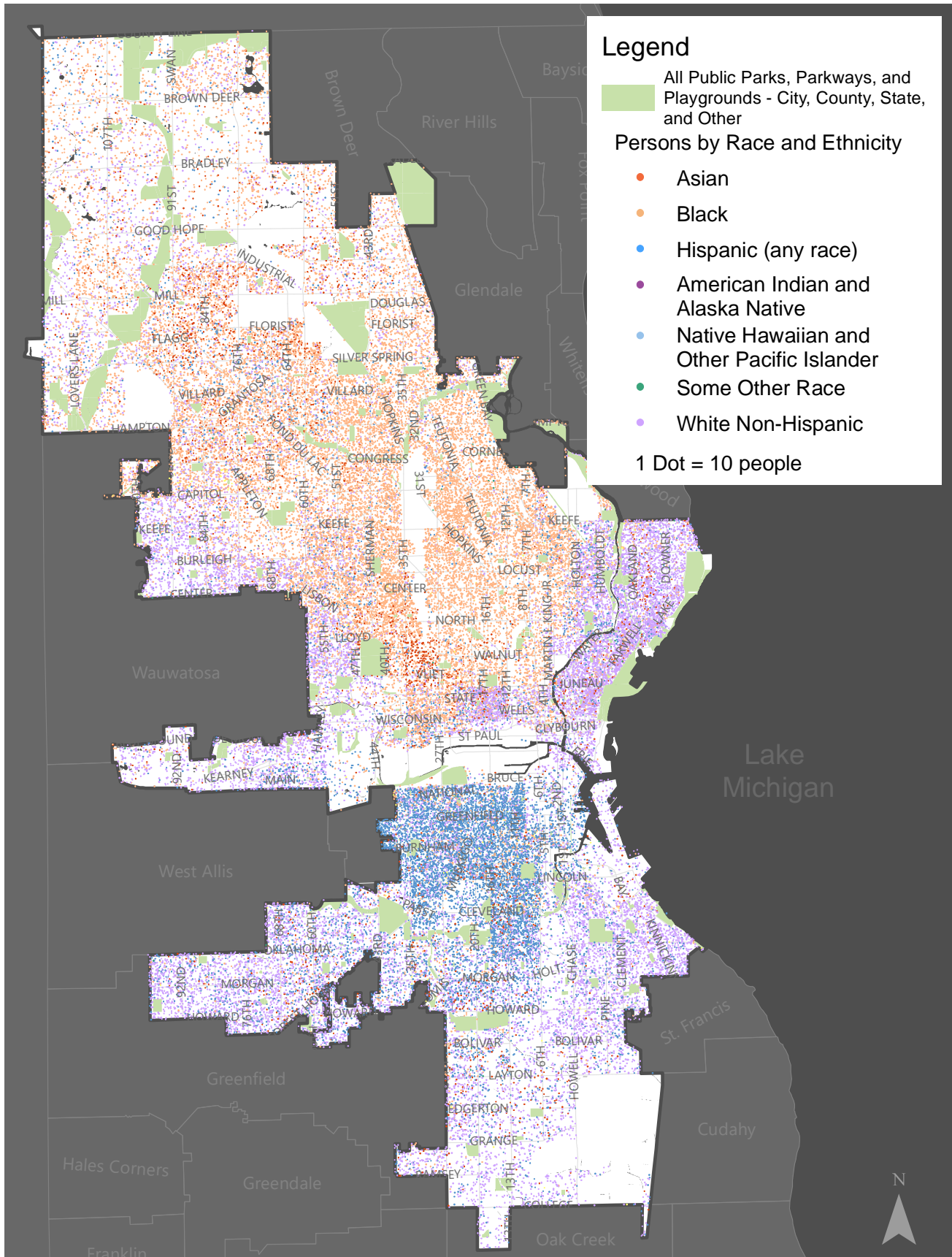


Data Note
 All data in the Community Profile is sourced from the 2019 5-Year American Community Survey, unless otherwise noted.

Map 2.1: Children by Age, 2019



Map 2.2: Race & Ethnicity, 2019



RACE & ETHNICITY IN THE CITY

Milwaukee’s racial and ethnic make-up has changed significantly in the past three decades. Since the 2000 Census, people of color have represented a majority of the city’s population. Figure 2.2 shows the change in proportion of the city’s major race and ethnic populations. The city’s Hispanic and Asian populations have increased significantly over the last 20 years, and it is anticipated that this growth will continue in the coming decades.

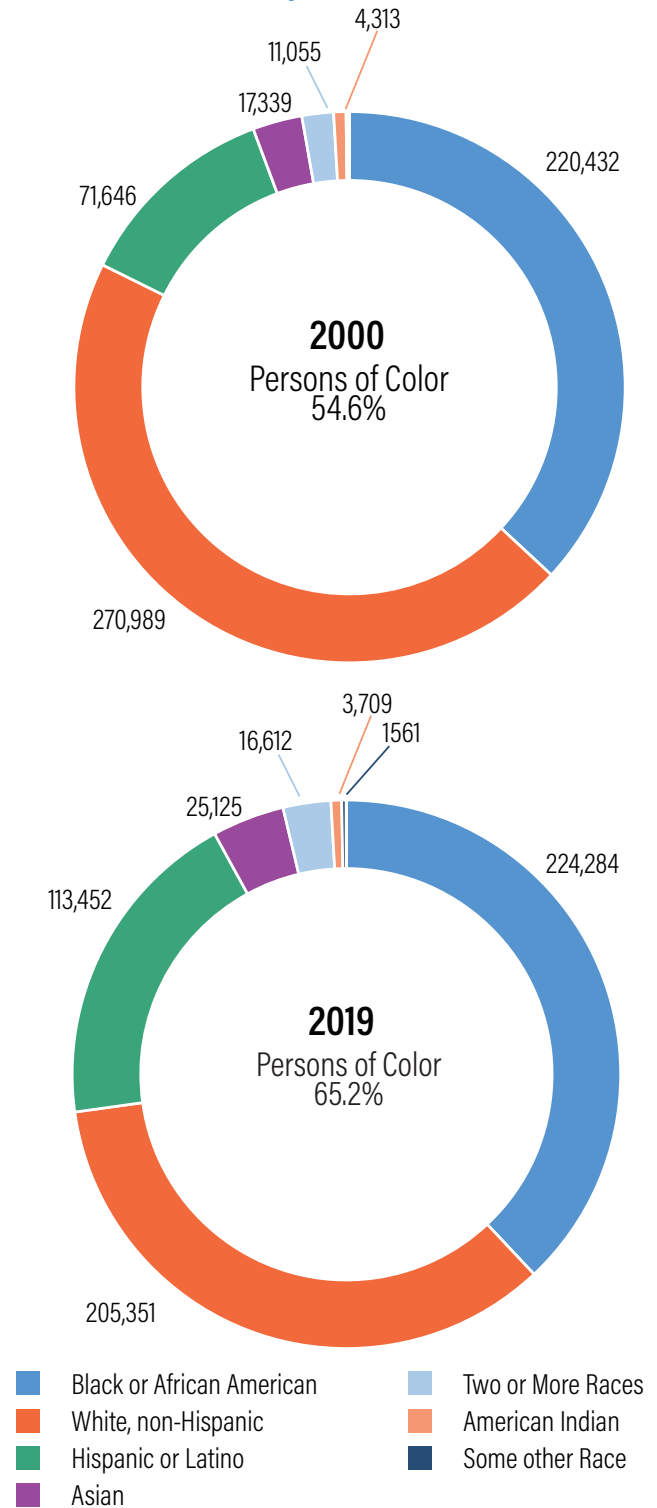
ECONOMIC CHARACTERISTICS

Households are economic units and include all people occupying a housing unit, independent of whether or not they are related. The total number of households has remained flat, at about 232,200 households in Milwaukee. In 2019, about 29% of households have children, down from just under 35% in 2000, mirroring the long term decline in number of children. This trend is not unique to Milwaukee, and is in line with a very long term national trend, as the percentage of households with children was about 45% in 1970, steadily declining to about 29% in 2019.

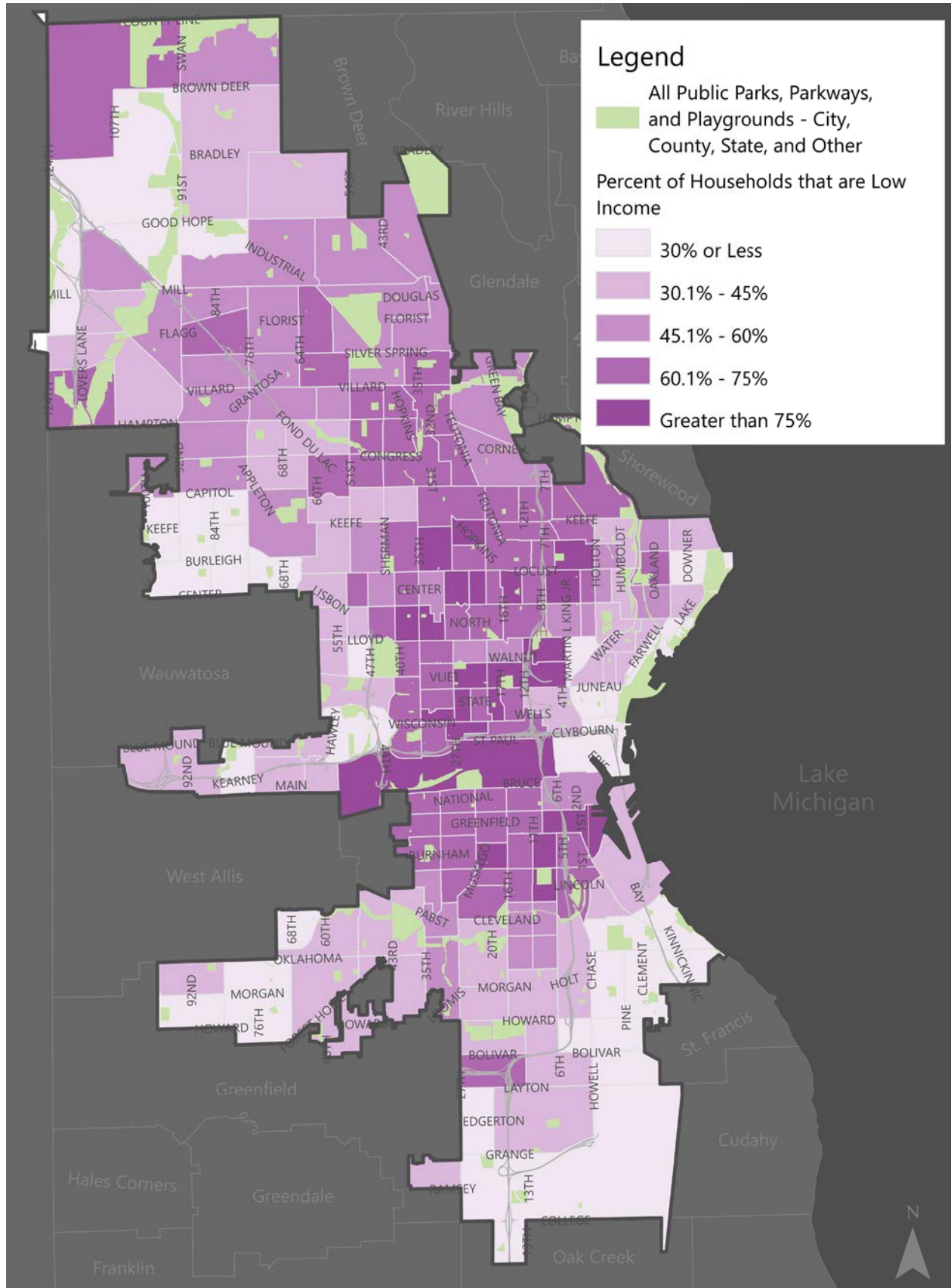
Milwaukee has a higher number and concentration of low income households and persons in poverty than it’s suburbs. The median household income in Milwaukee in 2019 was about \$42,000; this is substantially lower than the surrounding metro area (\$65,800). Map 2.3 shows census tracts based on the percent of low income households. Low income households include all whose income falls below twice the poverty rate. In 2019, the threshold for low income households is about \$42,000 for a family of 3. Low income households are more highly concentrated on the city’s north and near-south side neighborhoods.

A **growing body of research** is demonstrating that access to parks, particularly high quality parks and the physical activity provided are critical to the future health and well being of children.

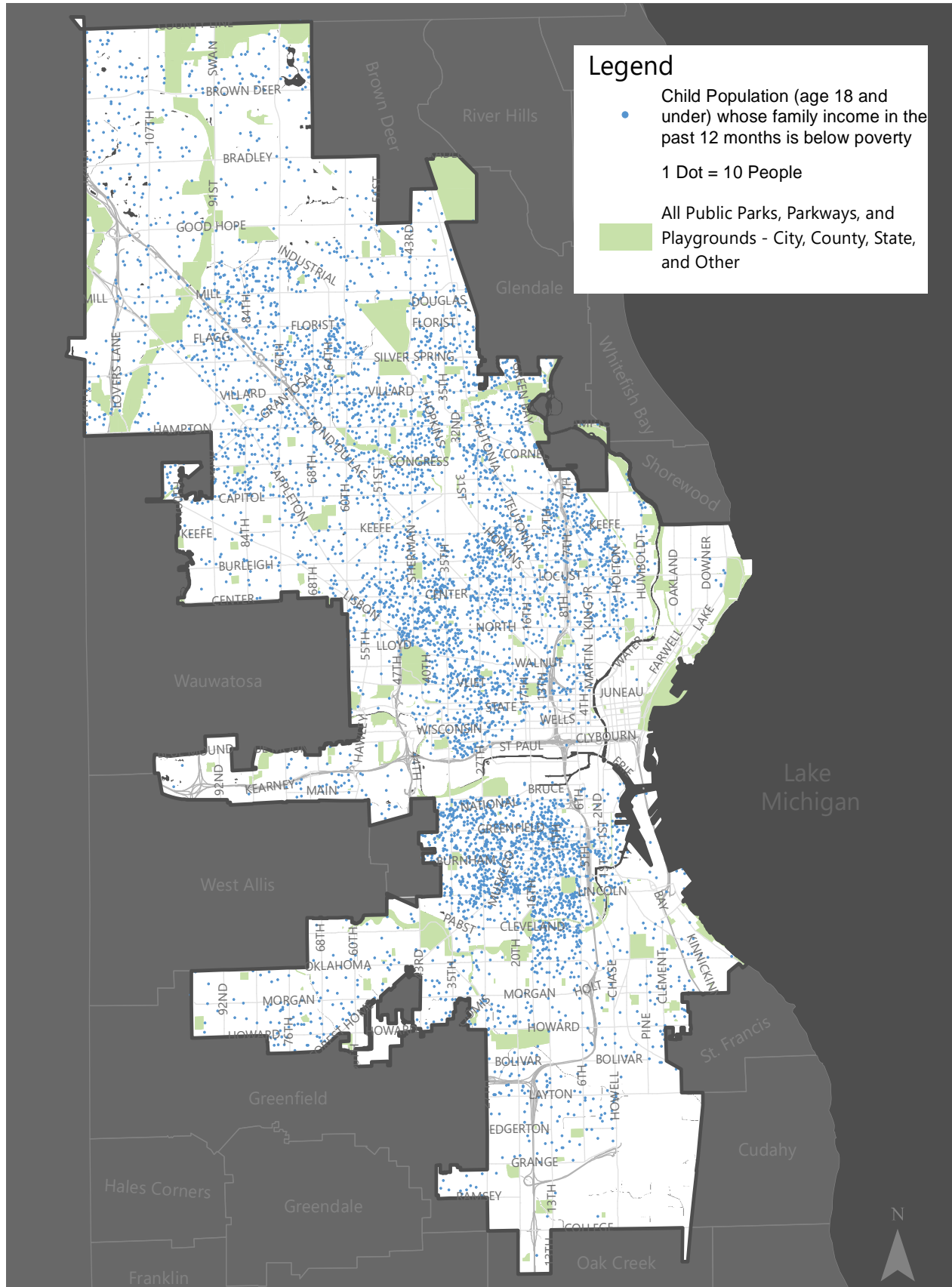
Figure 2.2: Change in Race & Ethnicity, 2000 to 2019



Map 2.3: Percent of Low-income Households, 2019



Map 2.4: Children in Poverty, 2019



Within the metro area, poverty is more highly concentrated within the city of Milwaukee than its suburban neighbors. In 2019, roughly 22.4% of city residents were in poverty, compared to the 13.3% for the metro area as a whole. Unfortunately, poverty rates are higher among children and in 2019, roughly 47,300 (32.6%) of Milwaukee’s children lived in poverty. Map 2.4 shows the locations of children in poverty.

The Urban Institute demonstrates that investing in safe and engaging community playgrounds and recreational spaces for children in high poverty neighborhoods is a pressing community need given the traditional disparities in access to high quality recreational spaces; Milwaukee will need to continue tailoring its investments in outdoor recreation to serve families most in need of recreational opportunities.

TRANSPORTATION ACCESS

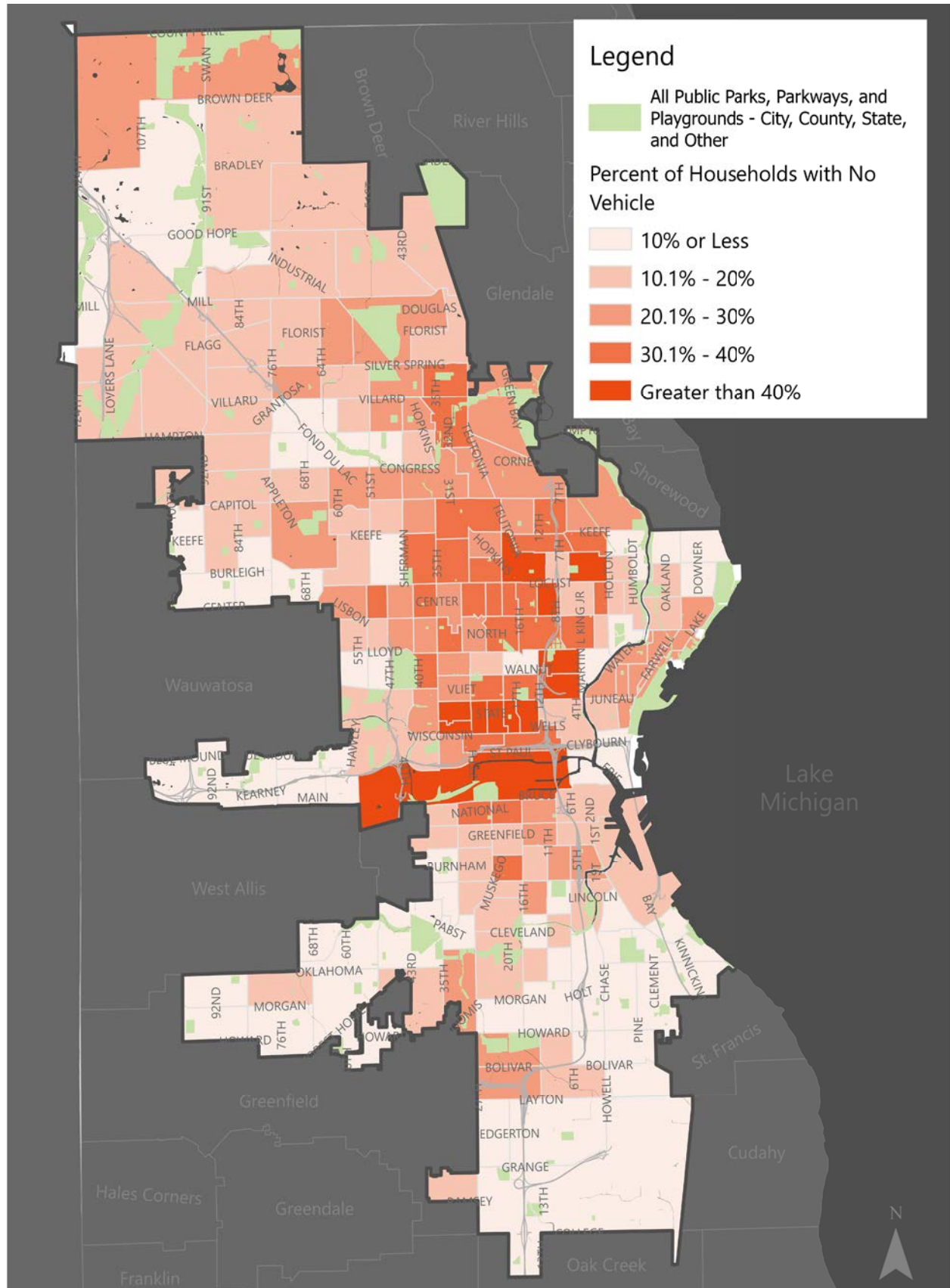
Having easy, local access to recreational amenities is important for all residents, but vitally important to those residents and families without access to a private vehicle. Map 2.5 shows neighborhoods by the percentage of households with vehicle access; many are concentrated in north, west, and near south side neighborhoods.

In 2019, American Community Survey data estimated that 39,700 households in Milwaukee did not have access to a privately owned vehicle. This figure represents about 17% of households in the city of Milwaukee, and reinforces the need for outdoor recreational amenities to be available for all Milwaukee residents within a comfortable walking distance.



Unity Park, a Home Gr/own Orchard, before installation

Map 2.5: Percent of Households with no Vehicle, 2019



PERSONS WITH DISABILITIES

Making play areas ADA accessible and inclusive is a major component of the City’s playground maintenance policy. Identifying where concentrations of people and children with disabilities reside, and specifically mobility disabilities, can be an important factor when making design, programming, and maintenance decisions impacting playgrounds and other recreational spaces.

Approximately 70,850 people in Milwaukee have at least one disability, including 8,038 children. The number of people living in Milwaukee with an ambulatory disability in 2019 was 38,001 or about 7% of the city’s population. Of these, 305 are children under 18. Figure 2.3 shows the distribution of persons with specific disabilities by age.

Map 2.6 shows the locations of children and adults with disabilities. The data compiled for the Equity Analysis (Chapter 4, and Appendix A) also includes data on children with disabilities for each park service area, and may provide more insights into the population served by each park and their specific needs.

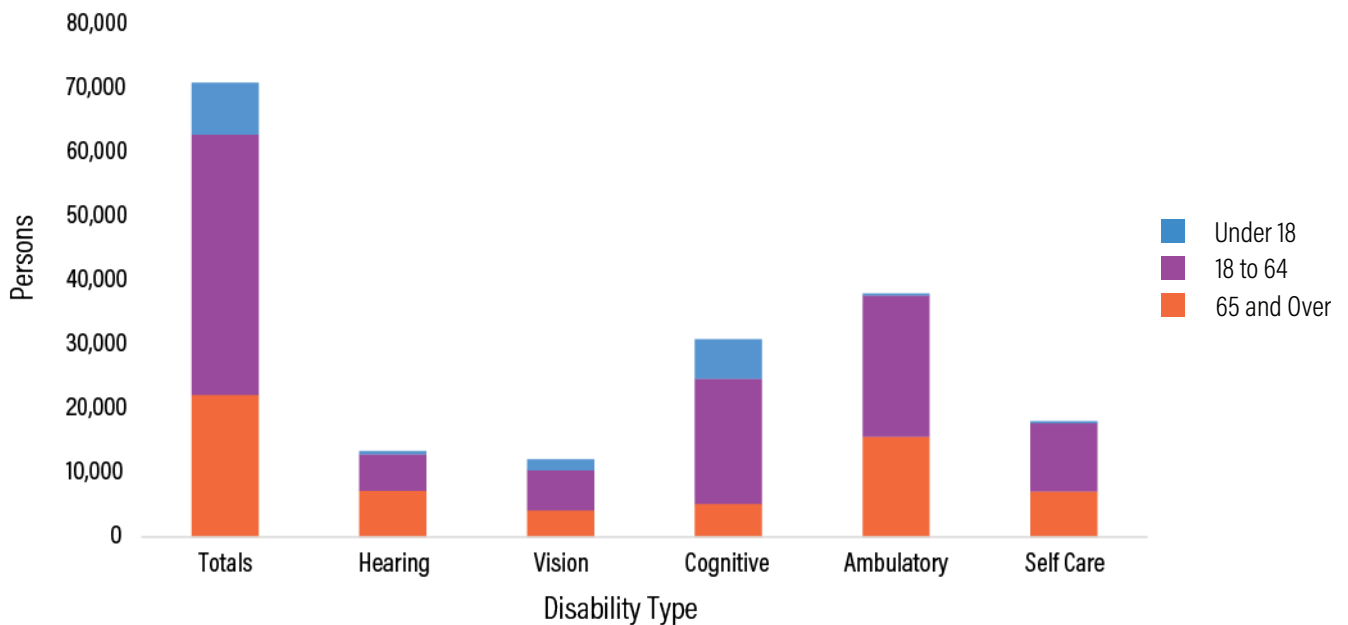


▲ Foundation Park

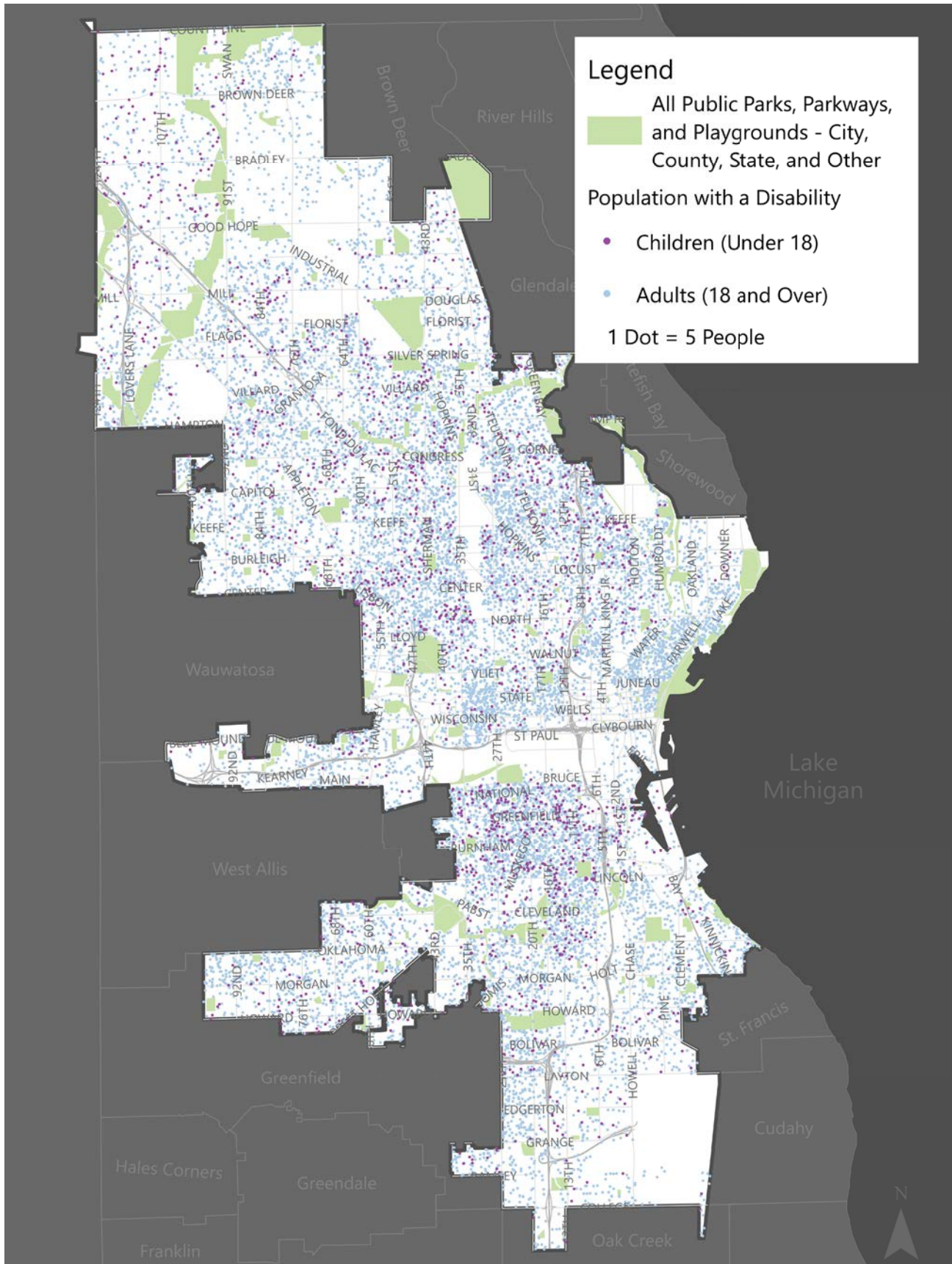
▼ Arlington Heights Park path



Figure 2.3: Persons with Disabilities by Age & Disability Type, 2019



Map 2.6: Population with a Disability, 2019



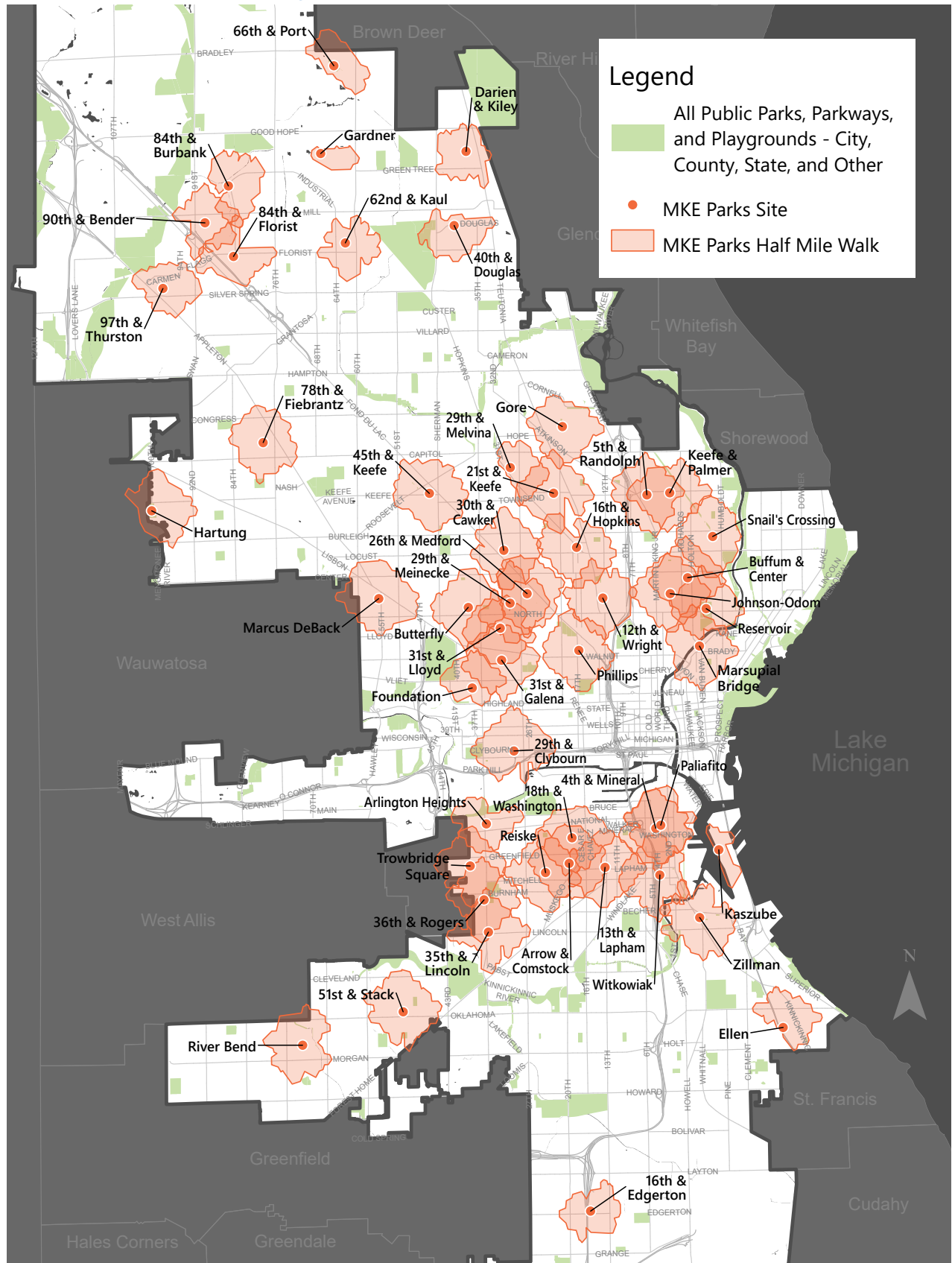
CHAPTER 3

CITY PARKS





Map 3.1: City of Milwaukee Maintained Recreation Facilities



MKE Parks Sites

PARK	ADDRESS	REHAB	AGE
30th & Cawker	2929 N 30th St	1997	25
Butterfly	3717 W Meinecke Ave	1996	26
29th & Melvina	3840 N 29th St	2009	13
26th & Medford	2478 N 26th St	2015	7
Zillman	2168 S Kinnickinnic Ave	1965	57
31st & Galena	3048 W Galena	New	New
13th & Lapham	1300 W Lapham Blvd	2010	12
40th & Douglas	3929 W Douglas St	2006	16
Johnson-Odom	2470 N 1st St	1999	23
18th & Washington	1825 W Washington St	2006	16
51st & Stack	5201 W Stack Dr	1996	26
84th & Florist	8525 W Florist Ave	1997	25
78th & Fiebrantz	4137 N 78th St	1998	24
Darien & Kiley	6952 N Darien St	1997	25
31st & Lloyd	3100 W Lloyd St	2015	7
Reiske	1640 S 24th St	2010	12
45th & Keefe	3512 N 45th St	2006	16
36th & Rogers	3514 W Rogers St	2007	15
Arrow & Comstock	1867 W Arrow St	2003	19
Marsupial Bridge	1741 N Water St	2014	8
16th & Hopkins	1601 W Hopkins St	2002	20
62nd & Kaul	6210 W Kaul Ave	1998	24
Kaszube Park	1421 S Carferry Dr	1978	44
12th & Wright	2435 N 12th St	1996	26
97th & Thurston	9714 W Reichert Ave	2000	22
90th & Bender	8900 W Bender Rd	2014	8

PARK	ADDRESS	REHAB	AGE
Keefe & Palmer	117 E Keefe Ave	2014	8
29th & Meinecke	2403 N 29th St	2009	13
84th & Burbank	6700 N Hastings St	1998	24
66th & Port	6440 W Port Ave	1999	23
River Bend	3305 S 73rd St	2003	19
Reservoir	626 E North Ave	2006	16
Kadish	701 E Garfield Ave	2002	20
Ellen	1829 E Fernwood Ave	2004	18
4th & Mineral	937 S 4th St	2010	12
Hartung	3342 N Argonne Dr	2009	13
Arlington Heights	3429 W Pierce St	2015	7
DeBack	2461 N 55th St	2016	6
Gardner	6632 W Hustis Ave	2016	6
Phillips	1800 N 17th St	2016	6
Buffum & Center	2624 N Buffum St	2017	5
Foundation	3701 N 37th St	2017	5
21st & Keefe	2105 W Keefe Ave	2018	4
5th & Randolph	3460 N 5th St	2018	4
Paliafito Park	901 S 3rd St	2018	4
Snail's Crossing	3050 N Bremen St	2018	4
Gore	1970 W Olive St	2019	3
Trowbridge	1530 S 38th St	2019	3
35th and Lincoln	3430 W Lincoln Ave	2020	2
16th & Edgerton	1600 W Edgerton Ave	2020	2
Witkowiak	1656 S 4th St	2021	1
29th & Clybourn	449 N 28th St	2021	1

MKE Parks

The City of Milwaukee Department of Public Works operates and maintains 52 parks and playgrounds, totaling roughly 100 square acres (see Map 3.1). With the exception of Kadish and Hartung Parks, nearly all of the city's parks are small, between 1 and 2 acres, and would be considered neighborhood parks or playgrounds. Currently, an estimated 192,000 residents, including 55,000 children and 18,200 seniors live within a half mile of a MKE Park.

While these parks are small, they serve an important role and are a major investment in the neighborhoods that they serve. Most of these parks are located in neighborhoods that are under-served by County or MPS parks. Most are in neighborhoods that have higher concentrations of low and moderate income households, and with a higher percentage (18.5%) of households lacking access to a vehicle, without easy access to parks outside of their neighborhoods. Many of these neighborhoods also have a higher number and percentage of households that live in apartment buildings and would otherwise have limited access to outdoor recreational space.

Each of these parks represent the City's commitment to investing in its neighborhoods. Historically, parks have not been prioritized, and decades of disinvestment and the dissolution of the City's Parks Department in 1996 left many parks in poor shape, deteriorated and underutilized. By the early 2010's, parks were no longer serving to enhance the quality of life for local residents, but rather burdening them with the violence, substance abuse, and vandalism that deteriorating parks can attract.

MKE PLAYS INITIATIVE

To combat this growing problem, in 2015, Milwaukee 10th District Alderman Michael Murphy created the MKE Plays initiative to re-establish parks as a priority for the City, and to transform the city's most underutilized parks.

Up until 2015, the City had followed a traditional parks development process in which DPW staff would determine the need for a particular area, order traditional playground equipment, and complete the installation. Resident engagement was limited or non-existent; neighbors were generally not given the opportunity to provide input into the process or to voice their wants or concerns.

MKE Plays turned a traditional parks development process around by:

- » Involving local residents in the design and construction process (putting local residents at the center of the parks development)
- » Matching private contributions with public funds
- » Encouraging the use of innovative park and play features
- » Activating reconstructed spaces through collaborative programming
- » Assessing the impacts of program activities on the lives of residents
- » Gathering park-level data to support efficient and equitable facility management

They created a four phase implementation process that placed the Community at the center of the process, beginning with engagement and outreach. Community engagement is a key step to ensure that the neighborhood not only has a say in the park and features being reconstructed, but is also necessary for the sustainable use and long term maintenance of the parks.

Arlington Heights Park

This project was the first park reconstruction as part of the MKE Plays initiative, in 2015. Since 2010, Layton Boulevard West Neighbors (now VIA CDC) had been leading community efforts to improve the park, including visioning sessions, bandshell construction, and summer programming. The MKE Plays reconstruction was completed in 2016, building on these efforts with a new playground and enhanced park access features from 35th Street.

Grants: Zilber Family Foundation (\$70,000), Milwaukee Metropolitan Sewerage District (\$25,500)

City Funding: Recreational Facilities (\$87,968.05)
Total Cost: \$183,468



31st & Galena

This project expands local recreational opportunities in the Midtown and Walnut Hill neighborhoods by developing a new 1.2 acre park space on vacant, former industrial brownfield, in collaboration with community organizations, residents, and the Redevelopment Authority of the City of Milwaukee (RACM). This site serves a growing number of Hmong families who make their home on the near west side of Milwaukee and use the current site to play Sepak Takraw (cane ball). In 2018, the Green Bay Packers donated a \$75,000 playground, which was installed with community help. Additional features will include a Velosolutions asphalt pump track, Sepak Takraw courts, a potential future rail-with-trail development, adaptive re-use of a former brownfield, natural playscapes, green infrastructure, intergenerational features, and an "active street" collaboration.

This project is to be completed in 2022/2023 and has secured funding from: Outdoor Recreation Legacy Partnership Program and Land and Water Conservation Fund (ORLPP/LWCF) (\$372,000). Estimated Project Cost: \$750,000.



▲ Before reconstruction



▼ After reconstruction

Gore Park & Killiebrew Court

The 20th & Olive play area was reconstructed in 2019 with the help of the Rufus King Neighborhood Association and local residents. The new park, named after longtime local resident and community leader Bill Gore, features an expanded playground with zipline, exercise stations, large net climber, and new full and half basketball courts. These courts were dedicated by the community in honor of Ervin Killiebrew, a young man who grew up in the neighborhood and died at age 18. In 2020, local resident Jonathan Holt spearheaded a court art project that incorporated designs from local youth.

Grants: Greater Milwaukee Foundation (\$70,000)
 City Funding: ADA (\$109,500), Recreational Facilities (\$148,718). Total Cost: \$328,218

Gardner Park

Gardner Park (formerly 67th and Spokane play area) was reconstructed in collaboration with the Brady Block Association and Havenwoods Economic Development Corporation. The park was renamed at the request of the community in honor of active long-time residents Bev and Bill Gardner who established the neighborhood block watch. For this project, the neighborhood envisioned an intergenerational park that included a large play area, new pathways, fitness stations, and community gathering space for events and celebrations. The bulk of the reconstruction was completed in 2016, but the last of these amenities was not completed until 2020.

Grants: AARP Community Challenge (\$12,528), Greater Milwaukee Foundation (\$65,000), Miscellaneous Donations (\$38,959)

City Funding: Recreational Facilities (\$125,118)
 Total Cost: \$241,604



▲ After reconstruction



▼ Before reconstruction

More broadly, the engagement process was an opportunity to accomplish four long term goals:

1. Social Justice: fair and meaningful involvement of all people - regardless of race, ethnicity, nationality, income, sex, orientation, etc. - in civic service/governance.
2. Environmental Sustainability: responsible use and preservation of natural resources to ensure well-being and vitality of future generations.
3. Public Health & Wellness: promotion of healthy, active, nonviolent behaviors and lifestyles to reduce crime, decrease health risk-factors, and increase neighborhood safety.
4. Economic Development: efforts that seek to improve the financial well-being and quality of life for a community by creating jobs, growing incomes, and increasing property value.

This was an opportunity to create an entirely new approach to park reconstruction. In addition to engaging with community residents, staff also worked with local council members and community stakeholders including local non-profits and philanthropic organizations to help champion the parks.

This was also an opportunity to try new public/private partnerships to fund the parks. Funding for city-owned parks and playgrounds has steadily eroded over the past few decades. During the 3 year initiative Alderman Murphy raised nearly \$1.6 million from local donors, and with a staff of 2, reconstructed 13 parks.

More on MKE Plays development and outreach process is [available online](#).

METAMORPHOSIS OF MKE PLAYS INTO MKE PARKS

While the MKE Plays initiative ended in 2018, its legacy continues as MKE Parks within DPW. Building upon the initiatives successes, DPW staff incorporated the MKE Plays methodology into its park development process, and by the end of 2021, a total of 21 parks have been reconstructed or developed using this model. On average, MKE Parks is able to complete 3 to 4 reconstruction projects per year, and anticipates completing full reconstructions to all 52 parks by 2030.

While MKE Parks has successfully created an entirely new strategy for developing and managing City parks, it has also highlighted several critical ongoing challenges. MKE Parks will need to address re-centralizing those who operate and maintain the parks system within the City under one organization. This current ad hoc system is inefficient and not cost effective, and has created significant challenges related to maintenance. With only a full time staff of 2, capacity is stretched thin; as one of the two staff will be retiring in the spring, this is an opportune moment to re-evaluate positions and capacity, including the critical role that engagement plays in the process.

MKE Parks will also need to address ongoing financial issues, which includes an unsustainable public/private funding imbalance. Without full funding and support, it will be difficult for existing staff to maintain a basic level of service, and risks falling back into a cycle of barely keeping up with maintenance and replacement.

To maintain the momentum, MKE Parks and the City of Milwaukee will need to find solutions to each of these issues.

FINANCING

Prior to the MKE Plays initiative, funding for parks had been undergoing a decades long shift from relying primarily on public sources to heavier reliance on alternative and external sources such as grants or funding through public/private partnerships. Funding from all sources has also been trending downward for over two decades.

This funding deficit has material implications - it equates to decreasing quality of playgrounds, which negatively impacts the lives of local residents, especially children. When children lack an adequate place to play, they are deprived of the many benefits associated with it. If the quality of playgrounds is positively correlated with improved socioeconomic and health outcomes, the City and its partners have a compelling interest in assuring that adequate play conditions exist for all Milwaukee children, and especially for those considered most at-risk.

Unfortunately, under current fiscal constraints, the City of Milwaukee has been unable to meet the playground reconstruction demand, resulting in much of the city’s playground infrastructure being in need of replacement. Funding constraints impact both the Capital, and Operating and Maintenance (O&M) sides of MKE Parks’ budget.

The Capital side of the budget includes financing of park infrastructure, including the periodic construction or reconstruction, parks planning and design, and includes the MKE Plays Program Coordinator position. A 2016 assessment of City recreational sites revealed that the average reconstruction cost of each site was just over \$220,000. With a lifespan of 15 years, the current portfolio of recreational areas requires 3 to 4 park reconstruction projects annually, at an estimated total cost of \$770,000. Between 2016 and 2020, park related expenditures averaged roughly \$739,000, but fluctuated significantly year to year, based on grants, donations, and leveraged funds. On average, capital funds sourced from the City account for roughly 36% of spending on park projects; additional support from ADA brings it closer to 50%, although that funding will eventually run out. Grants, donations, or leveraged funding account for the remaining 50%.

The O&M side of the budget includes the day-to-day management and upkeep related to maintaining the parks, including inspection, repair and replacement of park structures, and other safety issues, and includes funding the Engineering Tech IV position. Expenditures have averaged roughly \$361K per year since 2016 and

Table 3.1: Current & Proposed* Staffing for MKE Parks

CURRENT STAFFING	FTE	HOURLY RATE	WITH FRINGE	ANNUAL COST
MKE Plays Program Coordinator	1	\$26.48	\$47.67	\$99,141
Engineering Tech IV	1	\$29.16	\$52.49	\$109,175
Facilities Maintenance Manager	0.045	\$36.45	\$65.61	\$5,904
Total				\$214,221

PROPOSED STAFFING	FTE	HOURLY RATE	WITH FRINGE	ANNUAL COST
MKE Parks Facilities Coordinator	1	\$24.00	\$43.20	\$89,856
MKE Parks Community Coordinator	1	\$24.00	\$43.20	\$89,856
MKE Parks Supervisor	1	\$32.00	\$57.60	\$119,908
Total				\$299,620

* Note: These titles and rates are estimates for planning purposes only; the City’s Department of Employee Relations review would be required to determine final job title and classifications.



▲ Before reconstruction



▲ After reconstruction

Buffum & Center Playground

Harambee, which is Swahili for “pulling together,” is a vibrant neighborhood which takes pride in the cooperative nature of invested citizens and organizations. The Buffum and Center playground, is an example of such collaboration, which was created in 1995 at the request of former Alderwoman Marlene Johnson and local residents, citing the need for children’s recreational space in the neighborhood. In 2015, the playground burned down, but was rebuilt better than ever in 2017, under the leadership of Alderwoman Coggs and the MKE Plays initiative. Local residents wanted a space for families to be active together, and the new playground reflects that with fitness elements, a large climbing structure, group swings, and a social spinning feature.

have remained relatively steady as these funds are predominantly sourced from the Bridges and Buildings annual budget. Currently, MKE Parks does not have a formal Operating and Maintenance Budget. As it is part of the larger Bridges and Buildings Section budget, O&M funding is challenging as it is in direct competition with other Bridges and Building projects. This has created a situation in which Parks funding is not consistent year over year.

Inconsistent funding creates a situation in which MKE Parks cannot absorb changes on an annual budget, making it difficult to plan ahead and adjust accordingly. While not all parks require a full reconstruction, historically, the City has based budget requests for recreational areas on traditional playground equipment and other factors including land, infrastructure, and play equipment.

During the MKE Plays initiative, one of the key problems identified was the need for additional financial resources to reverse the course of deteriorating park infrastructure. The solution involved reaching out to private and non-profit partners throughout the city to help fund the reconstructions. This financial assistance accelerated the reconstruction of the parks.

While this was a fantastic opportunity for the City, this solution has created some problems of its own. First, it has shown that in order for this method to work, the City needs to provide a dedicated funding source to sustain the public/private partnerships. The vast majority of private or grant funding opportunities for park reconstruction projects require a 50% cost share. Current capital budget and additional ADA funding (\$109.2K 5-year average) accounts for about 51% of total expenditures. Without

Table 3.2 Current & Proposed Expenditures & Budget

ESTIMATED EXPENDITURES (CURRENT)	O&M	CAPITAL / ADA	FUNDRAISING	TOTAL
Administration				
Engineering Tech IV	\$110,000			\$110,000
MKE Parks Coordinator		\$70,000	\$30,000	\$100,000
Facilities Maintenance Manager		\$10,000		\$10,000
Landscape Maintenance				
Private Contract	\$340,000			\$340,000
Facilities Repair				
Supplies/Equipment/Tools/Materials	\$250,000			\$250,000
Facilities Construction				
Supplies/Equipment/Tools/Materials		\$320,000	\$320,000	\$640,000
Total	\$700,000	\$400,000	\$350,000	\$1,450,000

ESTIMATED EXPENDITURES (CURRENT)	O&M	CAPITAL / ADA	FUNDRAISING	TOTAL
Administration				
MKE Parks Supervisor	\$60,000	\$60,000		\$120,000
MKE Parks Facilities Coordinator	\$90,000			\$90,000
MKE Parks Community Coordinator		\$90,000		\$90,000
Landscape Maintenance				
Seasonal Technician	\$50,000			\$50,000
Seasonal Technician	\$50,000			\$50,000
Seasonal Technician	\$50,000			\$50,000
Facilities Repair				
Supplies/Equipment/Tools/Materials	\$200,000			\$200,000
Facilities Construction				
Supplies/Equipment/Tools/Materials		\$400,000	\$400,000	\$800,000
Total	\$500,000	\$550,000	\$400,000	\$1,450,000

Note: These titles and rates are estimates for planning purposes only; the City's Department of Employee Relations review would be required to determine final job title and classifications.

the additional capital support from ADA, potential private grant money would decrease proportionally as there currently is no other City source for a matching share. If this method for creating a sustainable future for City parks is to continue, then the City will need to provide the financial resources to be able to match private and grant funding opportunities.

Second, MKE Parks is currently a staff of 2, doing the work of multiple people. While it began as a two person pilot project, its success has generated more interest and more demand, creating a fundamental capacity issue, making it difficult to fully adhere to the MKE Plays model. Each park reconstruction requires a significant amount of community outreach as well as working with sponsors and funders in addition to the day to day management of the parks. Maintaining current staffing positions and capacity would be a missed opportunity to not only grow a successful program, but to fully develop it as it was envisioned.

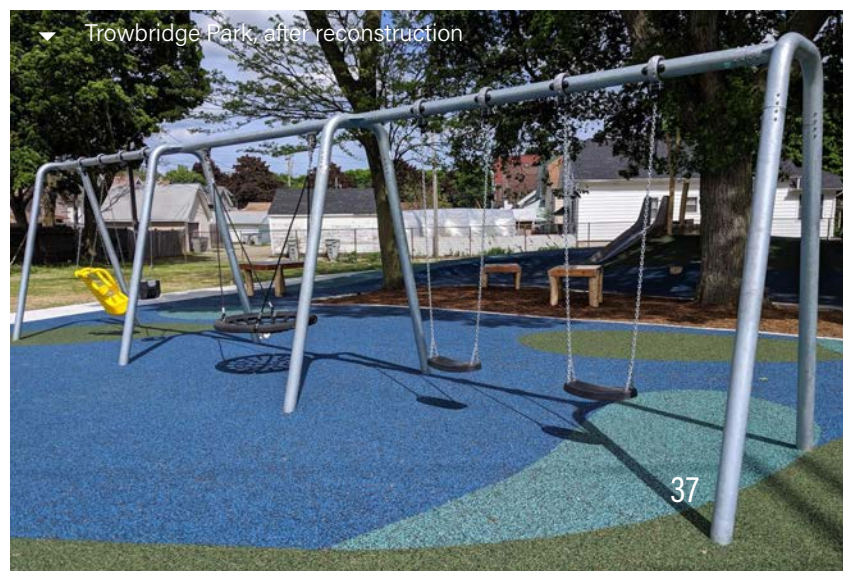
The MKE Plays Program Coordinator position added valuable capacity to park reconstruction efforts, but did not address the need for sustained outreach or programming in new park spaces. The shift in process to a more community engaged approach fed an appetite for parks management that is responsive to resident needs. It also ignited interest from local elected officials in activating parks beyond the reconstruction process. With only two full-time staff overseeing parks projects

and operations, and outdated job descriptions which do not fully reflect the scope of work being performed, there is little flexibility to coordinate and collaborate. Table 3.1 compares the current staffing budget to a proposed staffing scenario.

Under MKE Parks proposed budget, a modest increase in staffing will yield a substantial increase in revenue and service (see Tables 3.1 and 3.2). Reclassifying the two current positions (MKE Plays Program Coordinator and Engineering Tech IV) to more accurately reflect their functions, and restoring the Parks Supervisor position would alleviate capacity issues. Reclassification of the Engineering Tech IV Position would also eliminate the need for oversight from the Facilities Maintenance Manager. MKE Parks current Engineering Tech IV staffer will be retiring in Spring 2022. This is a unique opportunity to reclassify the position, to the proposed *MKE Parks Facilities Coordinator*, whose activities and duties include:

- » Park and playground inspections
- » Park equipment repairs
- » Construction management
- » Landscape design & maintenance, and
- » Security

While this proposed change would require an increase of roughly \$85K for staffing, this would come from money budgeted for subcontracted maintenance, therefore making this staffing change budget neutral. See Table 3.2.



MAINTENANCE

Prior to 1996, City parks were maintained by a dedicated section within DPW. In 1996, DPW reorganized in an attempt to combine like activities with like functions; park and recreational facility functions were redistributed, and the position of Playground Supervisor was eliminated, leaving only 2 dedicated staff to manage over 60 parks.

Under the organizational restructuring, most responsibilities were divided between DPW's Buildings Section and Forestry Section. Buildings Section (within the Infrastructure Division) was responsible for capital improvements including design, repair and replacement of playground apparatus, equipment (courts, benches) infrastructure (pathways) and graffiti removal. Forestry (within the Operations Division) was responsible for all grounds maintenance, including all grass mowing, landscape maintenance, wood safety chip maintenance, and litter/debris pick up. Litter pick up within the park was replaced by curbside collection by DPW Sanitation, adding the need to coordinate with a third division.

This decentralized approach lasted over two decades. Coordinating operations and maintenance between multiple sections proved challenging, and the poor state of DPW parks illustrates its failure. Without consolidated management, the standard of care has eroded, as has advocacy for parks funding.

By 2021, Buildings/Infrastructure had assumed responsibility for inspection, and wood safety chip replacement. Operations/Forestry was performing only basic mowing and trimming. As part of the 2021 budget process, the remaining position within Operations/Forestry dedicated to park maintenance was eliminated, and all responsibility transferred to Buildings/Infrastructure. With the exception of tree maintenance, all other park maintenance was outsourced. Despite the challenge it presented for funding, the 2021 proposed budget effectively re-centralized management of park spaces within Infrastructure.

The 2016-2021 CORP ambitiously set forth a plan to clear the backlog of parks requiring ADA accessibility upgrades and playground reconstructions caused by insufficient and uneven funding levels. Then, the City had a total of 62 parks which included 10 passive parks and 17 "active" parks identified as long overdue for replacement. Since the last CORP, 16 parks were reconstructed, 1 new park replaced a nearby shuttered park (31st & Galena), and 11 passive parks were reclassified as public green space without any amenities; these are managed by DPW's Forestry Services. Palfalfo Park is currently the only remaining passive park, and Zillman Park (formerly passive) is being developed into an "active" park. As of 2021, MKE Parks has 52 parks to maintain.





▲ Design for Zillman Park, courtesy of Continuum



▼ Existing conditions in Zillman Park

Zillman Park

The City of Milwaukee, in collaboration with Bay View Neighborhood Association (BVNA), is working to enhance recreational opportunities by redeveloping Zillman Park as a multi-functional and inter-generational public space. With help from the community, Zillman Park will be transformed to reflect the unique and creative character of the neighborhood it serves.

In 1964 the City of Milwaukee purchased the last privately-owned portion of land within the area bounded by South Kinnickinnic Avenue, East Archer Avenue, and East Ward Street, to expand an existing public park. This space was renamed in 1978 to honor Erwin F. Zillman, a former alderman, newspaper editor, author, and engaged citizen of the Bay View Neighborhood. Today, the site features dozens of mature trees, a handful of simple benches, pedestrian pathways, overhead lighting, a historic marker identifying Bayview as a part of the Green Bay Ethnic Trail, a Bublr bike-share station, and a steel sculpture donated by Carl and Catherine Billingsley (Catherine is Erwin Zillman's granddaughter).

Preliminary community feedback in 2019 revealed a number of priorities for reconstruction, including:

- » Features that are playable, natural, sculptural, social, creative, and inter-generational
- » Pedestrian-friendly access within and around the park
- » Unique social gathering and performance spaces
- » Organic, minimalist aesthetic
- » Neighborhood branding opportunities
- » Flexible programming options
- » Eco-friendly elements for stormwater management, energy use, waste collection.

This project is to be completed in 2022/2023 and has dedicated TIF funding of \$500,000. Estimated Project Cost: \$500,000.

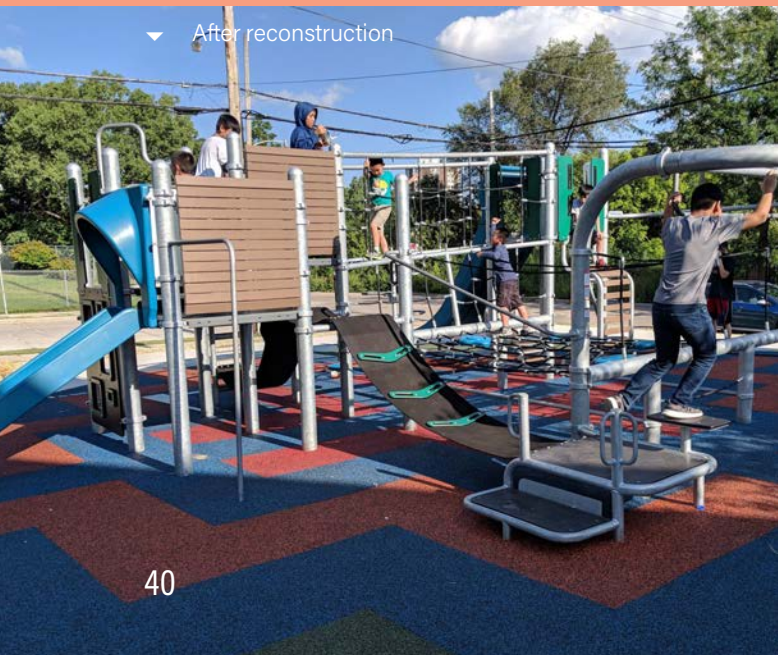
The 2021 budget cuts eliminated the only remaining position (0.65 FTE) in Operations/Forestry dedicated to parks maintenance, and provided no additional allocation for privately contracting this work. In response, Infrastructure released a bid for park maintenance with a reduced scope of work including: routine mowing and string trimming; waste collection including routine receptacle emptying and litter pick-up; playground inspection including routine safety and accessibility monitoring. This work was contracted to the lowest bidder, for a cost of \$131,650. This cost is projected to increase substantially in 2022 if contracted, given that the next lowest bid was more than \$200,000 higher; the current contract is unlikely to be renewed in 2022 due to poor service.

In addition to the cost for work performed, private contracting of park maintenance still requires significant supervision and oversight. Verifying and correcting work performed, processing invoices, and coordinating park access represents a significant time commitment. Furthermore, as contractors will only perform work outlined in their contract, unique tasks necessitate additional mobilization by city labor crews.

Table 3.3 shows a proposed Maintenance Budget scenario for MKE Parks using seasonal city workers (3 part time seasonal or potentially 2 full time). When done “in house” with City labor crews, playground maintenance between 2016 and 2020 cost approximately \$162K per year over the five year period. Creating a dedicated seasonal parks maintenance crew would reduce costs and provide a higher level of service, greatly improving the appearance and playability of the parks.



▲ Before reconstruction



▼ After reconstruction

Foundation Park

In 2012, the Foundation Park (37th & McKinley) playground was significantly damaged by fire and had to be removed. In 2017 MKE Plays partnered with the Hmong American Friendship Association and Martin Drive East Neighborhood Association to create a new space that reflected the cultural heritage of local residents. The playground surfacing features traditional Hmong textile patterns meaning “home” and “unity”. A local artist, Muneer Bahauddeen, was commissioned to work with youth on the creation of “peace poles” which feature clay tiles designed by local families.

Grants: Greater Milwaukee Foundation (\$65,000), National Recreation & Park Association (\$30,000)

City Funding: ADA (\$52,268), Recreational Facilities (\$76,495). Total Cost: \$223,763

Table 3.3 Proposed Maintenance Staff Budget

PROPOSED PARK MAINTENANCE STAFF	FTE	HOURLY RATE	WITH FRINGE	ANNUAL COST
Landscape Maintenance Technician 1	.67	\$18.00	\$32.40	\$45,152.64
Landscape Maintenance Technician 2	.67	\$18.00	\$32.40	\$45,152.64
Landscape Maintenance Technician 3	.67	\$18.00	\$32.40	\$45,152.64

Total \$135,457.92

Note: These titles and rates are estimates for planning purposes only; the City's Department of Employee Relations review would be required to determine final job title and classifications.

PROPOSED PARK MAINTENANCE EQUIPMENT - 100% ELECTRIC FLEET	QUANTITY	COST	TOTAL	ANNUAL COST*
Pick-Up Truck	2	\$45,000	\$90,000	\$11,250
Equipment Trailer	1	\$8,000	\$8,000	\$1,000
Dump Trailer	1	\$14,000	\$14,000	\$1,750
Mower - 72" Riding	1	\$32,755	\$32,755	\$4,096.88
Mower - 52" Stand On	1	\$21,375	\$21,375	\$2,671.87
Mower - 32" Walk Behind	1	\$9,025	\$9,025	\$1,128.13
Compact Utility Loader	1	\$30,000	\$30,000	\$3,750
Trimmers	2	\$400	\$800	\$100
Blowers	2	\$600	\$1,200	\$150
Hand Tools	Misc.	\$5,000	\$5,000	\$625

*Assumes 8-year replacement

Total \$212,175 \$26,521.88

Proposed Park Maintenance Total (Staff + Equipment)	\$161,979.80
Anticipated Private Contract Total	\$340,000.00

Total Annual Savings \$178,020.20

▼ 16th & Edgerton, before reconstruction



▼ 16th & Edgerton, after reconstruction



OUTREACH/ENGAGEMENT

Community outreach and an inclusive and meaningful engagement process is a fundamental step in park planning and development. A successful process is necessary to ensure that parks and public spaces are created by the people they are intended to serve, is fully transparent, and aligns with community goals.

The MKE Plays model places community outreach and engagement at the core of park development and renovation. The initial phase of each playground development or reconstruction is engagement, which includes establishing community partnership relationships and building awareness of the MKE Parks program within the target community. Once the groundwork is set, the design process, driven by

community input, begins developing a vision for the new space, followed by construction of the park. The presence of a new playground is the beginning of the utilization stage that includes community follow up and evaluation of program impact through a final evaluation, and ideally, programming.



▲ Design for 29th & Melvina Park, courtesy of Ce Planning Studio & team.

29th & Melvina

This project will redevelop an aging neighborhood park and brownfield into a larger park. The park will have a community-driven design and expanded amenities including a dog park, basketball courts, multi-use field, playgrounds, performance stage, community garden planters and green infrastructure elements.

The Melvina Park project is more than a simple park redevelopment. It is a way to build and sustain community within the Century City Tri-Angle Neighborhood. The Century City Tri-Angle Neighborhood Association (CCTNA) was formed in 2010 and has repeatedly demonstrated their commitment to enhancing their community's quality of life through a multi-faceted approach outlined in their 2014 neighborhood plan. Melvina Park is the heart of the neighborhood and as such, is being redesigned at the direction of the community and in collaboration with many stakeholder groups. The vision for the park includes environmental education at its core since environmental stewardship is a critical element of the community development work conducted by CCTNA on a regular basis.

This project is to be completed in 2022/2023 and has secured funding from: MMSD (\$165,000), Burke Foundation (\$400,000), WDNR (\$105,000), Greater Milwaukee Foundation (\$30,000), Great Lakes Restoration Initiative/EPA (\$295,000) Estimated Project Cost: \$1,500,000.





▲ Mobile Workshop concept, courtesy of Community Design Solutions

While staff has successfully undertaken the initial outreach phase and visioning processes for each of the park reconstructions, follow up outreach and ongoing engagement which is vital to programming the parks has proven to be more challenging given the limited staff capacity.

Although the MKE Plays Program Coordinator position added valuable capacity to park reconstruction efforts, it did not address the need for sustained outreach or programming in new park spaces. The proposed *MKE Parks Community Coordinator* would be responsible for:

- » Communications and marketing
- » Partnership development
- » Community engagement and outreach
- » Volunteer management
- » Events and programming

Ongoing programming is key to keeping communities engaged and ensuring long term sustainability. Clean-ups, movie nights, holiday celebrations, and other hosted events are all strategies to keep neighbors engaged; this could be achieved with the addition of a MKE Parks Community Coordinator.

Mobile Engagement

MKE Parks most successful engagement happens in the field, when they go to where people already are, in the parks and in the neighborhoods. This engagement is also very challenging, without the predictable nature of a controlled interior space.

With the help of UWM's Community Design Solutions, MKE Parks created a conceptual plan for a custom trailer that would serve as a hub for on-site engagement. It includes play equipment, lawn games, audio/visual technology, and creative space to support the park redesign process.

HOME GR/OWN Parks & Orchards

The City of Milwaukee’s Environmental Collaboration Office (ECO) is charged with making Milwaukee a world class eco-city by developing practical and racially equitable solutions that improve people’s lives and the economy while working to protect and restore the natural ecosystems that support long-term prosperity. ECO is guided by ReFresh Milwaukee: A Vision for Community Sustainability (adopted in 2013), and is currently supporting the development of the City’s first Climate and Equity Plan. This CORP is complementary to the forthcoming Climate and Equity Plan which recommends strengthening connections to nature in the City, and supporting pedestrian and bike-friendly neighborhoods.

ReFresh Milwaukee is a plan that provides a roadmap for community action and sustainability with programs developed to address eight Priority Issue Areas (Buildings, Energy, Food Systems, Human Capital, Land and Urban Ecosystems, Mobility, Resource Recovery, and Water). ECO is charged with implementing the plan in partnership with other city agencies and community partners. ReFresh Milwaukee was the catalyst for ECO’s HOME GR/OWN initiative, which created a variety of unique community parks, gardens and orchards.

Table 3.4: HOME GR/OWN Pocket Parks

POCKET PARK	ADDRESS	YEAR	PARTNER
Amani’s Dr Lester Carter Park*	2776 N 24th Street	2015	Amani United
Ezekiel Gillespie Park	2478 N 14th Street	2014	Walnut Way
Fondy Park	2210 W Fond Du Lac Avenue	2018	Fondy Farmer’s Market
Metcalfe Rising Park*	3401 W Center Street	2016	Metcalfe Park Community Bridges
MLK Jr. Peace Place*	3218 N MLK Jr. Drive	2015	HeartLove Place
Scholars Park*	2577 N 38th Street	2016	The Middle Ground, and Sherman Park Community Association
Sunshine Park*	2265 N 14th Street	2015	Walnut Way
Victory Over Violence	2625 N MLK Jr Drive	1990s	Historic King Drive Business Improvement District 8
Adams Park*	N 2nd & W Vienna Avenue	2015	TBD

* Parks created under the Partners For Places Grant (2015-2016)

Map 3.2: HOME GR/OWN Maintained Recreation Facilities

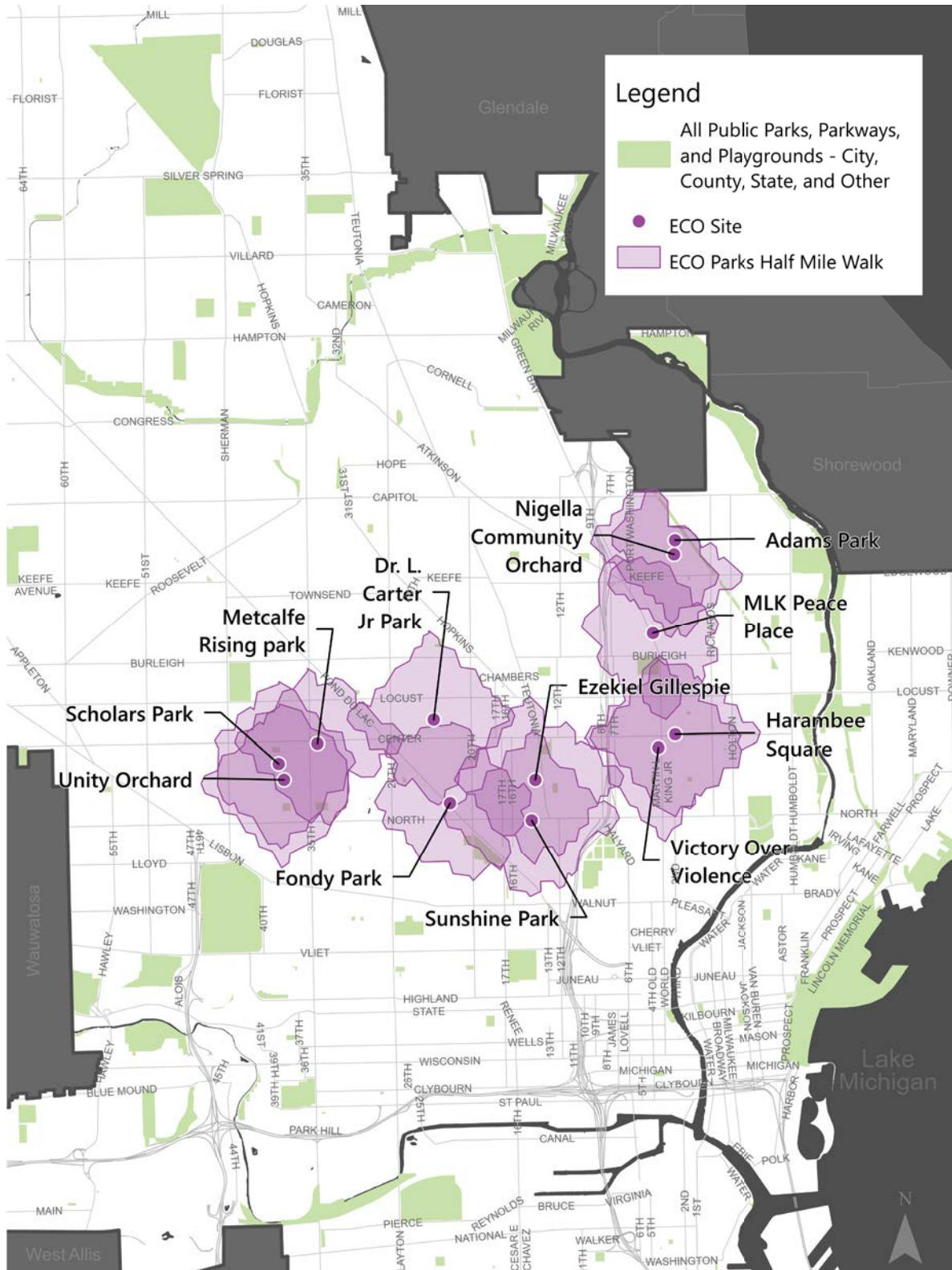


Table 3.5: HOME GR/OWN Orchards

ORCHARD NAME	ADDRESS	YEAR	PARTNER	DESCRIPTION
Hope For Tomorrow Park (2)	2403 N 24th Place & 2438 W Meinecke Avenue	2015	Hopewell MBC	Fruit trees, seating area shrubs Triangle with bench, tree swing, flowers, fruit trees
Unity Orchard*	2577 N 38th Street	2015	The Middle Ground	Fruit trees, public art, hardscape gathering area
All Peoples Orchard	2864 N 2nd Street	2014	All Peoples Church, Groundwork MKE	Fruit trees, cistern, rain garden
Harambee Square*	134 W Center Street	2015	Local Resident	Fruit trees, perennials, benches
Nigella Community Orchard*	130 W Nash Street	2015	TBD	Fruit trees, bench, picnic table, juniper bushes
Cherry Court Community Orchard	1429 N 23rd Street	2015	TBD	Fruit trees at community garden, accessible paths
Westlawn Orchard	5411 N 64th Street	2015	TBD	18 fruit trees next to community garden
Havenwoods Orchard	N 61st & Green Tree	2015	TBD	Fruit trees added to community garden
Growing Power Orchard	N 57th & Silver Spring	2014	TBD	Fruit trees

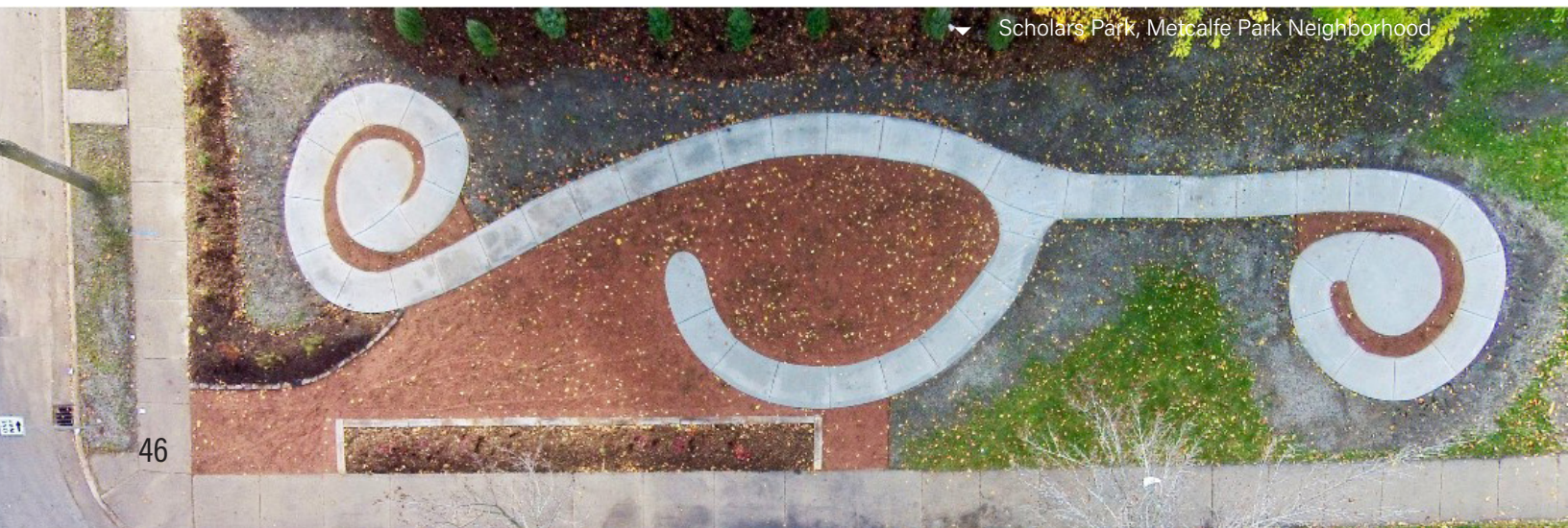
* Unity Orchard, Harambee Square and Nigella Community Orchard were included in the Equity Analysis.

ECO'S HOME GR/OWN INITIATIVE

The Great Recession and home foreclosure crisis of the late 2000s had a devastating impact on many low-income households and neighborhoods in Milwaukee, leaving thousands of vacant lots in its wake through tax foreclosure and demolition. By 2013, the City owned over a thousand vacant lots, requiring costly maintenance such as mowing and snow removal, straining already limited City resources. As selling or leasing lots for reuse is a

lengthy process, the City was looking for creative ways to re-use these lots, to spur redevelopment in neighborhoods.

In 2013, **ECO's HOME GR/OWN initiative** was launched to support neighborhood redevelopment, strengthen Milwaukee's local food supply chain, and to increase the quality of life for residents. The City works with local



community partners to re-invigorate blighted vacant lots into green community spaces and assets including parks, orchards, community gardens and an urban farm. Its first park under HOME Gr/OWN was Ezekiel Gillespie Park, located in Lindsay Heights, ECO's first Eco-neighborhood.

Since HOME GR/OWN began, ECO has developed 8 pocket parks and 14 orchards throughout the City's north side neighborhoods. Table 3.4 shows the names and locations of the pocket parks, and Table 3.5 shows the orchards. ECO is currently collaborating with Business Improvement District 8 to redesign the 9th pocket park, Victory Over Violence. This park was developed in the 1990s, and had fallen into disrepair. Each site adds much needed green space and creates hubs for community events, neighborhood activities, and environmental education. Most of the pocket parks, gardens and

orchards incorporate stormwater management infrastructure including rainwater storage, porous pavers, fruit trees, fruit bushes and native plants. All 9 pocket parks were evaluated in the Park Equity Analysis (Chapter 4).

Currently, the City of Milwaukee owns and maintains 10 of the 14 orchards, listed in Table 3.5. Four orchards (Amani Community Orchard, Goden of Salaah, Sterling Orchard, and Hocking Orchard) transferred into private ownership in recent years. Three orchards (Unity, Harambee Square, and Nigella) were included in the Park Equity Analysis as these are larger sites that function like pocket parks.

Fondy Park

Opened in 2017 through ECO's HOME GR/OWN program, Fondy Park was previously a long-vacant, City-owned lot adjacent to the Fondy Farmers Market. The revitalized site now serves as a community gathering place and event space with storm water management features, solar powered lights, and free public wifi.

The park was funded through City of Milwaukee, Fund for Lake Michigan, Zilber Family Foundation, David J Frank Landscaping (providing in-kind improvements), and the Milwaukee Metropolitan Sewerage District. Other partners included the Fondy Food Center, Reflo, Business Improvement District #32, ReciproCITY, Halquist Stone, University of Wisconsin-Milwaukee's Community Design Solutions and the Energy Exchange.



At its center, the HOME GR/OWN program is a collaborative community effort around urban agriculture. Its parks and sites are based on community partnerships, and were designed and maintained by community partners. While some partnerships remain strong, several have dissolved, often due to dissolution of an organization, or changes in leadership or changes in the priorities of the organizations. This has left behind several sites without a community steward.

While 2014 to 2016 was a growth phase, with the development of 21 new parks and orchards, HOME GR/OWN is currently undergoing a major transition. Under new leadership, HOME GR/OWN is shifting away from being a program that facilitates the creation of new parks and orchards, towards one that is creating a sustainable program that will support those sites. HOME GR/OWN's future is ensuring that its parks and orchards are well-maintained sites, with programming that will engage the communities that they serve.

Like MKE Parks, many of the challenges ECO's HOME GR/OWN will face in the coming years will center around long term sustainability. This will include financing and maintenance, and having the capacity to be able to conduct high level community outreach in order to ensure that the community's needs are being met. As it transitions toward a more sustainable future, ECO is open to consolidating its HOME GR/OWN facilities management under MKE Parks once its capacity is increased.

FINANCING

ECO's parks and orchards require financial support for development and redevelopment, as well as ongoing maintenance and programming. Financing for the HOME GR/OWN parks and orchards has been a combination of City, community partnerships, grants and philanthropic sources.

The City provides both direct funding as well as 'in kind' support from various departments and programs across the city. Currently, the annual budget for maintenance of the ECO parks and orchards is \$30,000 annually, and about \$117,000 has been allocated to upgrade four sites under ECO's initial ADA transition plan. Currently, Victory Over Violence Park is the only ECO park undergoing a major redevelopment; while some funding has been secured, this project is still \$150,000 to \$200,000 short.

HOME GR/OWN has utilized the City's Strong Neighborhood program which directly funds vacant lot beautification programs through DCD and DPW. The Strong Neighborhoods Plan allocated \$23.8M in the 2014 and 2015 adopted city budgets; while most of this funding was directed towards preventing tax foreclosures and revitalizing neighborhoods by selling City-owned in rem properties, some of it was directed towards mitigating blight and maintaining City-owned properties. These efforts resulted in the creation of Ezekiel Gillespie Park, Cream City Farms, and five community gardens.

Milwaukee's local philanthropic partners have also financially supported the HOME GR/OWN initiative. This has included leveraging \$75,000 from local partners (Greater Milwaukee Foundation, Zilber Family Foundation, Northwestern Mutual Foundation, LISC Milwaukee, and Fund for Lake Michigan) to "match" a \$75,000 Partner's for Places (P4P) grant from the Funders' Network in 2014. The P4P funded sites were completed in 2015, creating 6 pocket parks and the 14 orchard parks on Milwaukee's north side.

The current model of partnering with community organizations and philanthropic partners to leverage resources, has one fundamental flaw; most grant programs - from local philanthropic organizations to national grant programs - usually require some form of a matching contribution. The vast majority of private or grant funding opportunities for park projects require a 50% cost share. In order for this method to work, the City needs to be able to create a dedicated funding source to sustain the public/private partnerships.

Like MKE Parks, ECO has used ADA funding to provide additional capital support for leveraging private grant money. Unfortunately, this is a short term fix. Without the additional capital support from ADA, potential private grant money would decrease proportionally as there currently is no other City source for a matching share. If this method for creating a sustainable future for ECO parks is to continue, then the City will need to create the financial resources to be able to match private and grant funding opportunities.

Victory Over Violence

ECO HOME GR/OWN has partnered with the King Drive Business Improvement District and neighborhood residents to renovate Victory Over Violence Park. The goal of the project is to create a revitalized, beautiful, safe, healthy green space to both remember those lost in Milwaukee violence in the past and serve as a place of healing for those currently suffering from trauma.

Redevelopment plans include new paths, lighting, gardens, and a performance stage. The new design plan for the park was recently completed and shown here.



MAINTENANCE

Currently, the ongoing maintenance of ECO's parks and orchards is carried out by a combination of both DPW staff and contractors. DPW's Forestry and Sanitation staff is responsible for maintenance which consists of grass cutting and trash removal as is standard procedure for all City-owned vacant lots. Forestry is also responsible for tree maintenance. HOME GR/OWN currently partners with Blue Skies Landscaping, Ground Work Milwaukee, and Well Kept Lawn Services to maintain landscaping at its parks.

Memorandums of Understanding (MOU) are created with community groups in some of the areas where new spaces were created with the expectation that these local stakeholders would undertake extra park maintenance activities not requiring significant monetary investment, as detailed in the MOU.

Several ECO sites have been undergoing maintenance and reconstruction related to ADA compliance. Currently, ECO is planning ADA upgrades to two parks and two orchards (MLK Peace Park, Adams Park, Harambee Square, and Nigella Community Orchard). A more long-term ADA rehab plan is currently under development, and will provide additional funding for the upgrades and maintenance.

Under current practices, maintenance requires considerable coordination between different City departments as well as external partners, which can be challenging to coordinate as well as inefficient. Currently, ECO and MKE Parks are developing a framework for a pilot project to address maintenance for all city parks. This would include coordinating with Groundwork Milwaukee, a non-profit landscaping organization that currently works with ECO and has numerous ground leases with DCD's Real Estate Division for their network of community gardens.

▼ Ezekial Gillespie Pocket Park, located at 14th & Wright in Lindsay Heights



OUTREACH & ENGAGEMENT

The HOME GR/OWN program is based on community engagement and outreach. Its mission is to:

- » To support neighborhood redevelopment and restore blighted vacant lots into green community assets,
- » To work with local partners, strengthen and expand Milwaukee's local food supply chain from production to recycling,
- » And to increase resident quality of life, green job creation, and sustainable neighborhoods via new green spaces and commercial corridors.

The development of each HOME GR/OWN park and orchard was the result of an extensive community outreach and engagement process, initiated by a partner organization. Most of the sites were developed between 2013 and 2015, based on a Bloomberg Award for Partners for Places (P4P) grant initiative. Under this, local partners (Fund for Lake Michigan, Greater Milwaukee Foundation, Northwestern Mutual Foundation, Zilber Family Foundation, David J. Frank Landscape Contracting, Growing Power, the City of Milwaukee, and HOME GR/OWN) coordinated and contributed funding and in-kind donations to work with neighborhoods, nonprofits and community organizations to develop each of the Partners for Places sites.

HOME GR/OWN partnered with UWM's Community Design Solutions (CDS) to conduct extensive outreach for each of the P4P sites. Between 2014 and 2015, ECO and CDS conducted outreach and engagement with neighborhood groups and residents to design 14 orchards and 6 pocket parks on City-owned vacant lots in the 6th, 7th, and 15th aldermanic districts. Construction of the parks and orchards was completed in the fall of 2015. (LINK to CDS <https://uwm.edu/community-design-solutions/partners-4-places/>) This initiative received the prestigious Urban Strategy award winner at SXSW Eco conference in 2015.

More recently, HOME GR/OWN has partnered with Historic King Drive Business Improvement District #8 to redevelop Victory Over Violence park, which was originally created in the 1990s. CDS is also assisting in project outreach and design.

As HOME GR/OWN is no longer developing parks, its outreach strategy has shifted towards engaging with community organizations related to programming and supporting existing neighborhood efforts.

ECO worked extensively with Walnut Way Conservation Corp and neighborhood contributors, to identify and promote all of the efforts around sustainability and community development, developing a tour and map that highlighted these efforts. In 2018, the City named Lindsay Heights it's first Eco-Neighborhood.

Currently, HOME GR/OWN is working with Sherman Park Community Association to become its second ECO Neighborhood.. Additionally, HOME GR/OWN is also undertaking the effort with the Triangle North neighborhood which hopes to become the 3rd ECO Neighborhood. These efforts require weekly or monthly meetings with neighborhood stakeholders to develop the strategies.



ADA Compliance

The City is committed to providing an equitable and accessible recreational experience for all. While City parks and recreation facilities play an important role in the quality of life of its residents, unfortunately, many parks were constructed prior to the Americans with Disabilities Act or do not adhere to ADA Standards for Accessible Design. Currently, MKE Parks and ECO are working to correct this.

Under ADA regulations, parks and recreation facilities built or altered after 2010 must comply with the 2010 ADA Standards for Accessible Design (ADA). This includes requiring features that:

- » provide adequate park access, including accessible parking spaces, or routes and pathways into the parks, and into park facilities
- » are accessible (including toilet facilities)
- » improve paths and walkways to ensure that these are sloped correctly, and
- » include seating areas that are accessible.

The ADA regulations do not require all existing parks and recreational facilities, pre-dating the ADA, be made accessible. Rather the parks and recreational program, when viewed in its entirety, is to be accessible. Best practices utilized by state and local governments generally require that 10 to 15% of existing facilities within their parks and recreation programs be included in an ADA Transition Plan, and geographically dispersed throughout the state or local government.

The ADA regulations do require each state and local government to review each of its programs, services and activities for program accessibility through their policy and procedures. Additionally, state and local governments are required to survey facilities which house their programs to



ensure that they are free of architectural barriers in accordance with the ADA Accessibility Guidelines (ADAAG) or the 2010 ADA Standards.

In 2016, the City of Milwaukee contracted with LCM Architects, an accessibility consulting firm, to complete surveys of all Milwaukee facilities including MKE Parks and ECO parks and orchards. The findings of the surveys informed transition plans; MKE Parks has an ADA transition plan in place, and ECO is currently developing one for its parks.

MKE Parks transition plan identifies the accessibility barriers, needed corrective action, budget, and proposed completion dates. As nearly all parks pre-date 2010, MKE Parks is not required to bring all recreational facilities into compliance but rather they identified 10 parks in their transition plan to be completed within 10 years and to be dispersed throughout the city based on the residential locations and concentrations of persons with mobility disabilities.

ECO is in the process of developing their transition plan. All HOME GR/OWN facilities were built after adoption of the 2010 ADA Standards; therefore, all HOME GR/OWN parks have been identified for compliance work in their transition plan. To ensure Milwaukee continues its accessibility efforts in good faith, transition plans are reviewed, and amended if needed, on an annual basis.

A transition plan provides park and recreation providers not only with a detailed list of accessibility barriers, but also with a tool for budgeting, planning and accountability. Intended as a public document, a transition plan shows that an entity is making a “good faith” effort toward ADA compliance. The City’s ADA Coordinator is currently working with MKE Parks and HOME GR/OWN on developing an internal written policy and procedures for plan review and approval for City-owned recreational facilities projects to ensure accessibility compliance.

To aid in accessible design considerations, a work group has been established to review newly built recreational facilities to evaluate. The intent is to develop internal standards and guidelines for park design – i.e. poured in place rubber surface for areas with play equipment. The work group will consider best practices for outdoor recreational features not addressed in the 2010 ADA Standards. The Architectural Barriers Act Accessibility Standards (ABA Standards) are standards for federal facilities and are already

being used as a best practice. Some items covered under ABA Standards include: providing a flat and level open space adjacent to benches; and, accessible picnic tables with appropriate knee/toe clearance and space for maneuvering.

Assurance of accessible design requires staff to understand the requirements and complete training. MKE Parks and HOME GR/OWN staff will complete an accessible recreational facilities training by a nationally recognized recreational accessibility specialist. Department of Public Works Building and Bridges (DPW-B&B) inspectors who will be inspecting compliance work and contractors are required to attend training as well.

Currently, the City’s Office of Equity and Inclusion is developing an Accessibility Toolkit, for all departments to utilize. The Toolkit will include a Policy N Procedure (PNP) for recreational facilities, due to the lack of a legal pathway in the Wisconsin State Statutes for the permitting, plan review, and inspection process. Once completed, all City departments will need to provide an annual status update of accessibility compliance.

- ▼ Northwestern Mutual Community Park at Summerfest, a local example of an accessible playground



CPTED

Park and playground improvement efforts in neighborhoods with a disproportionate crime rate are ones to benefit most from CPTED (crime prevention through environmental design) design principles. Tree lined streets and neighborhood outdoor recreational amenities can significantly improve quality of life and actually reduce crime rates but only if a playground is well-maintained, attractive and designed with basic CPTED principles. A park or playground will not be used, however, if residents do not feel safe walking to or from it, underscoring the need to apply CPTED principles, including ample right-of-way tree plantings, beyond the park border and into the surrounding neighborhoods.

A 2012 study underwritten by the U.S. Forest Service and National Science Foundation and published in the Landscape and Urban Planning journal examined the statistical relationship between tree cover and crime in the city of Baltimore and Baltimore County. The study concluded that the frequency of reported crimes in a block or neighborhood falls as tree cover increases. The study also showed that the link between reduced incidents of crime was most evident on public land, such as parks, school yards and government property which further underscores the need and benefits of a dedicated revenue source for park and playground maintenance.

CPTED is defined as the proper design and effective use of the built environment that can lead to a reduction in the fear and incidence of crime and an improvement in the quality of life. The goal of CPTED is to reduce opportunities for crime that may be inherent in the design of structures or in the design of neighborhoods.

Effective CPTED design principles for parks and playgrounds include the following:

- » Trees, shrubs, and other landscape elements are cut and maintained to provide a clear view corridor in and out of a park or other outdoor area and minimizes locations where human activity can remain obscured or hidden altogether. A recognized CPTED standard is the 2 foot-six foot rule, where ground cover is no more than two feet high and the lowest point of tree canopies are not less than six feet from the ground.
- » Park benches face children play areas providing “eyes on the street” surveillance.
- » Areas of activity are positioned as to not be obstructed by foliage, buildings or other geographic features such as berms that may obscure criminal and other unwanted activity.
- » Parks and associated parking areas are appropriately well lighted using glare free LED lighting with cut-offs to focus light downward reducing glare that could obscure criminals or criminal activity.
- » Parks that are well-maintained and attractive create demand and provide areas of activity that criminal activity tends to avoid.

**POSITIVE
CPTED**

**NEGATIVE
CPTED**



The fencing defines the site, thereby controlling access to the property. It also allows for strong natural surveillance.



In an effort to display territoriality, this homeowner has gone too far, making this an unpleasant place to be, even for responsible users.



The managers of this convenience store maintain natural surveillance by keeping the windows clear of posters and ads.



A would-be criminal may see this store as an easy one to rob because ads in the windows almost completely obscure the view inside.



A good example of Territorial Reinforcement through the use of lighting.



Little or no maintenance is taking place on this property, creating an image or sense that a person can do anything here and get away with it.

NATURAL SURVEILLANCE
Any architectural design that enhances the chance that a potential offender will be, or might be seen, is a form of natural surveillance. A potential criminal is less likely to attempt a crime if he or she is at risk of being observed. At the same time, we are likely to feel safer when we can see and be seen.

NATURAL ACCESS CONTROL
Access controls are part of territoriality. Access controls include creating a sense of turf, but it focuses on entry and exit points into buildings, parks, parking lots and neighborhoods.

CPTED
Crime Prevention
Through
Environmental Design

IMAGE
How a property is maintained is instrumental in creating a sense of place, or territory for legitimate users of that space. If a property is well maintained, it shows that management, or the owner cares for and will defend the property against crime.

TERRITORIAL REINFORCEMENT
Territorial Reinforcement is the use of physical attributes that express ownership, such as fences, signage, landscaping, lighting, etc. Defined property lines and public spaces are examples of territorial reinforcement.

ADDITIONAL IDEAS TO SUPPORT COMMUNITY CPTED EFFORTS:

Activity Support fosters community interaction. Criminal acts can be discouraged in public spaces when we encourage activities in those spaces by residents, visitors and other legitimate users.

For more information, please contact: Milwaukee Police Department, License Investigation Unit: 414.935.7430

CHAPTER 4

EQUITY ANALYSIS





Opportunities & Needs

Under past the Wisconsin Department of Natural Resource's guidelines, a local CORP was required to include two types of needs assessments. The first was an assessment generated from public input on recreational needs in the community. The second was a quantitative analysis comparing the existing inventory of outdoor recreational spaces in the area with benchmark targets based on a city's population.

The 2022 to 2027 CORP is taking a new approach to the needs assessments. First, the City's approach to outdoor recreation planning has evolved over the past decade, as two programs (MKE Parks and ECO's HOME GR/OWN) have become the de facto park system for the City of Milwaukee. Both programs incorporate a significant amount of public outreach and engagement during the development and implementation phases of their parks.

The development and redevelopment of each park includes a public engagement strategy and each park is created or updated with focused engagement with the local neighborhood and the prioritization of new park and recreational spaces is informed by the extensive public engagement that occurs during the City's Area Planning process.

It should be noted that the City's 63 neighborhood parks exist within a much larger "sea" of parks managed by other jurisdictions (Milwaukee County Parks system, and Milwaukee Public Schools parks and playfields). This makes it difficult to conduct a city-wide needs assessment for the City-maintained parks addressed within

this CORP, as most residents do not discriminate between parks from other jurisdictions. It is recommended that in the future, the City, MKE REC (Milwaukee Public Schools), and Milwaukee County Parks considering pooling resources and developing a plan to work together to conduct a city-wide outreach campaign for parks.

Second, in the 2016-2021 CORP, Milwaukee's park assets were inventoried and measured against four other comparable cities park systems. One major drawback to this type of needs assessment was that it including Milwaukee County Parks and MPS parks as well as City parks in the analysis. This proved not to be a very useful analysis for the purposes of parks planning

Instead, for its needs assessment, this CORP re-imagines the needs assessment in terms of equity, by designing a Parks Equity Analysis. This evaluates park condition data with neighborhood conditions in order to develop a system to prioritize park redevelopment in a more equitable manner than simply based on park condition.

The 2016-2021 CORP also included an analysis that identified spatial "gaps" within the system. As a stated goal within the City's sustainability plan ReFresh Milwaukee is to have all city residents live within a comfortable walking distance to an outdoor recreational site, a map was developed to identify existing gaps in service areas. The "gaps" were then further analyzed to identify potential priority areas for further parks development based on the population of children at those locations. This CORP also re-creates the Gap Analysis to help identify potential areas for future parks.

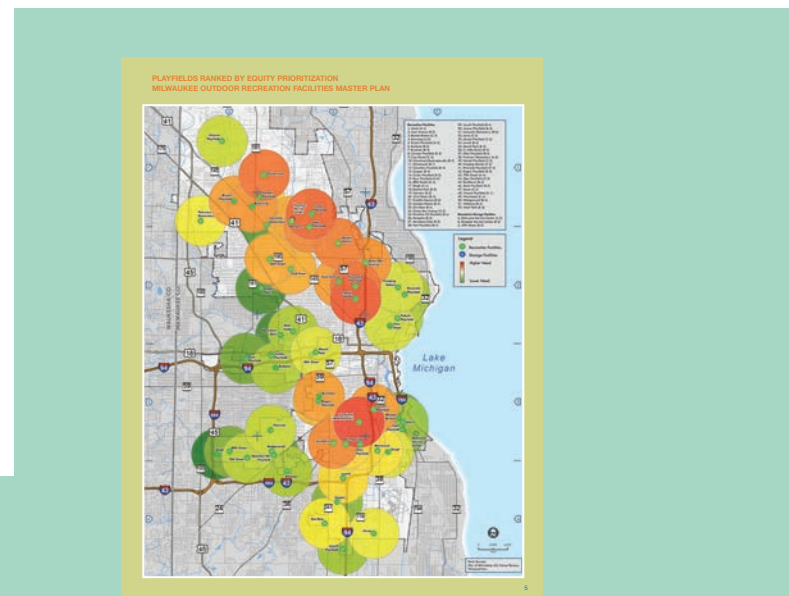
PARKS EQUITY ANALYSIS BACKGROUND

Not all people and communities are able to benefit equally from parks, as park quality, use, and access can vary greatly between parks. The inequities in park quality and access can create barriers for many residents; this is often acute for people living in low-income neighborhoods, often communities of color, and persons with disabilities.

A growing body of research has shown that investing in parks can provide more equitable outcomes IF equity is prioritized in the park planning process. Traditionally, park investment (including resources towards planning, construction and maintenance) was based strictly on the age and quality of the infrastructure of the park or safety factors (i.e. if infrastructure was damaged). To incorporate equity into the process, park planning efforts are integrating measures to identify where park investments can have the greatest impact, and identifying the needs and wants of the neighborhoods that the parks serve.

Equity based modeling is a relatively new approach for prioritizing the development and maintenance of parks. City staff reviewed a variety of models, and found that most incorporate a combination of the following:

- » Demographic factors (population, race and ethnicity)
- » Economic variables (household income, poverty rates, property values)
- » Health indicators
- » Neighborhood variables (crime rates, physical characteristics)
- » Data indicating the condition of the parks



MKE REC'S EQUITY PLAN

In 2015, MKE REC (Milwaukee Public Schools Department of Recreation and Community Services) released an **Equity Based Prioritization Model** for its 52 playfields, as part of its playfield planning process. Milwaukee Recreation had found in its initial inventory and assessment that playfields located in neighborhoods that were located in and served low-income and communities of color tended to be in worse shape than those located in wealthier and whiter neighborhoods. In order to address this inequity, MKE REC's model incorporated data on the neighborhoods served by the playfields, including race, population, income, poverty, and crime as well as the playfield conditions.

Given their experience with implementing their equity prioritization model, MKE REC provided the City of Milwaukee with invaluable insights into developing a model, which factors seem to be most or least impactful. Most notably, as individual variables may tend to overlap (i.e. household income with poverty rates), it is important to keep the model simple, to elevate or prioritize important factors (like park condition, child population in area) and to minimize or omit factors that may only be tangentially related to park conditions (i.e. crime or property values).

Equity Indicators

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

Demographic Indicators

The demographic characteristics of the neighborhood that a park serves is important for understanding community needs, and the impact of racial disparities, and disparities impacting persons with disabilities. In this equity analysis, population density, persons of color, population of children, and children with disabilities were prioritized metrics. High quality neighborhood parks can play a critical role in childhood development, and can impact health outcomes and promote positive socialization. Making play areas accessible for children with disabilities is a major component of the City's playground maintenance policy; therefore, identifying where concentrations of people with mobility disabilities reside can be an important factor when making programming and maintenance decisions impacting playgrounds and other recreational spaces.

Economic indicators

There is considerable overlap or intersectionality between communities with high concentrations of persons with disabilities, persons of color, and low household incomes and poverty. This equity analysis prioritized children in poverty and low income households as the two key economic characteristics to include in the model. Low income households (those at or below 200% of the poverty line) face many of the same struggles that those in poverty do (food insecurity, high housing cost burdens) and include a greater number and percentage of children than simply those below the poverty line. Poverty is often, quite shockingly, much higher for children than for adults, and children remain the poorest age group in America.

Health indicators

Parks can and do play an important role in the health of a neighborhood; exposure to nature improves psychological and physical health, and is critical for child development. Data from the Centers for Disease Control and Prevention’s Behavioral Risk Factor Surveillance System program (BRFSS) was reviewed and accessed through their [“PLACES: Local Data for Better Health” web portal](#). Data on asthma rates, obesity, poor mental health, and lack of physical activity was compiled for each park service area. Each of the metrics applies to the adult population (age 18 and over) and is based on self-reported survey data. Unfortunately, childhood health metrics were not readily available, although future analyses should consider the possibility of including such data if available. For this, Adult Obesity rates and Poor Mental Health were the two health metrics prioritized.

Access indicators

The ability for persons or families to access a high quality park is considered an important factor related to equity. Having a high quality park within a 10-minute walk is particularly critical for households that either lack access to a private vehicle. Additionally, having choices, for example, being able to walk to more than 1 park is also important, specifically if one of the parks is not of high quality. For this, both metrics (percentage of households lacking access to a vehicle, and access to more than 1 park) were included in the model.

Physical Environment

The physical environment of a neighborhood also impacts equity. Green space and having a denser tree canopy is important for health and well-being. Conversely, having higher concentrations of **impervious surface** (concrete, asphalt) is generally detrimental to both the environment and to human health.

Having access to a high quality park is important, particularly for children. Unlike single family or duplex housing units which usually have access to a yard, people that live in multi-family unit buildings may not have access to outdoor space, and therefore neighborhood parks play a critical role for those residents.

Park Condition Rating

A system was established to measure the conditions of the amenities within each of the MKE Parks and ECO Parks, in order to rank the parks in order of maintenance and upkeep need. Park amenities including surfacing, pathways, seating, overall appearance, and (if included) playgrounds and ball courts. Based on this, each park ended up with a final average score, ranging from 1 (needs replacement) to 4 (new or excellent condition). Given that this is central to the analysis, park condition was weighted with the most importance, accounting for 40% of the model.

Table 4.1 Indicators & Weights Selected for the Parks Equity Analysis

CATEGORY	WEIGHT	DESCRIPTION
DEMOGRAPHIC INDICATORS		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 ½ 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.
ECONOMIC INDICATORS		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.
HEALTH INDICATORS		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) ≥ 30.0 kg/m ² calculated from self-reported weight and height.
ACCESS INDICATORS		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 ½ mile walk. This includes all properties with a land use classification of parks, playgrounds, and parkways, City- and County- owned parks, and MPS playfields.
PHYSICAL ENVIRONMENT		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 ½ 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 ½ mile walk.
Impervious surface	(2%)	Total acreage of the impervious surface (sidewalk, streets, roofs, etc.) within a ½ mile walk.
PARK CONDITION RATING		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 Findings

Modeling the Data

Because the variables collected for this analysis used varying units, the data or raw scores had to be normalized in order to properly evaluate them together. The following formula was used to adjust all data variables to the same scale resulting in a score between 0 and 1:

$$(x_i - \min(x)) / ((\max(x) - \min(x)));$$

where x_i is the data value being normalized, $\min(x)$ is the minimum value in the dataset, and $\max(x)$ is the maximum value.

For most of the variables, normalization used the above formula so that 1 represented the highest value and 0 the lowest. Three of the variables in the analysis (park condition, tree canopy coverage, and access to other parks) were reverse normalized so that 0 represented the highest value and 1 the lowest, using the formula:

$$(\max(x)-x_i) / ((\max(x) - \min(x)))$$

For example: a park with a condition rating of 3.5 (raw score) was scored lower than a park with a condition of 1.5, because a poorer condition should be given higher prioritization and therefore a higher score.

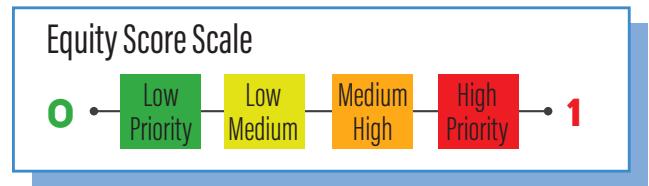
Weighting

Variables were then assigned weights based on the importance of each metric/characteristic to the overall equity goals (equitable access and inclusion, and equitable resources and investment). The normalized value for each variable was then multiplied by its assigned weight to obtain the weighted score. The weighted scores for all the characteristics were added together to create the total equity score or ranking for each park. The weights assigned to each of the selected characteristics are shown in Table 4.1.

FINDINGS - EQUITY ANALYSIS SCORE & RANKING

The final step in the analysis was to rank order the facilities by their calculated Equity Index score.

A higher score indicates a higher need and therefore a priority for future repairs and improvements; for example, this analysis indicates that 30th & Cawker Park is in most need of improvement or replacement. Newer parks or parks that have recently undergone redevelopment tend to score lower. Table 4.2 shows the top 10 parks that are identified as most in need based on their Equity Analysis score. Table 4.3 shows the order in which all parks were ranked. The rank number corresponds to the number on Map 4.1.



While this ranking system is intended to provide guidance to both MKE Parks and ECO on how to prioritize parks planning and maintenance over the next five years to ensure equitable outcomes, it should be noted that other current or ongoing efforts such as funding sources or partnership opportunities that are targeted to specific neighborhoods or sites also have an impact on those decision-making processes. In addition, this Equity Analysis will be critical for fund development for each park to determine indicators that will align with the priorities of grant funding resources.

MKE Parks and ECO are currently are executing ADA Transition Plans; this may be impacted or need to be revised based on the Equity Analysis outcomes.

Appendix A shows the full results of the Equity Analysis, including data by park.

Table 4.2: Top 10 Parks in Most Need based on Equity analysis Score

RANK	PARK NAME	SCORE	ADDRESS	POPULATION SERVED	CHILD POPULATION	PERSONS OF COLOR	PERCENT OF CHILDREN WITH DISABILITIES
1	30th & Cawker	0.77	2929 N 30th Street	4,106	1,472	4,006	9.5%
2	13th & Lapham	0.76	1300 W Lapham Blvd	10,890	4,665	9,927	9.1%
3	Unity Orchard	0.74	2506 N 38th Street	6,631	2,985	6,349	2.5%
4	Nigella Community Orchard	0.72	130 W Nash Street	3,813	1,347	3,655	9.7%
5	Harambee Square	0.69	134 W Center Street	4,398	1,405	3,541	5.4%
6	29th & Melvina	0.68	2835 W Melvina Street	2,444	604	2,432	2.6%
7	Witkowiak	0.67	1648 S 4th Street	6,042	2,072	4,693	10.9%
8	29th & Clybourn	0.67	2823 W Clybourn Street	5,441	1,569	4,406	10.7%
9	MLK Peace Place	0.66	3218 N MLK Jr Drive	4,406	1,591	4,133	8.3%
10	26th & Medford	0.65	2476 N 26th Street	3,488	1,210	3,420	4.1%



▲ 30th & Cawker Park



▲ 13th & Lapham Park

▼ Unity Orchard

▼ Nigella Community Orchard



Map 4.1: Equity Analysis Rankings of City parks, 2022

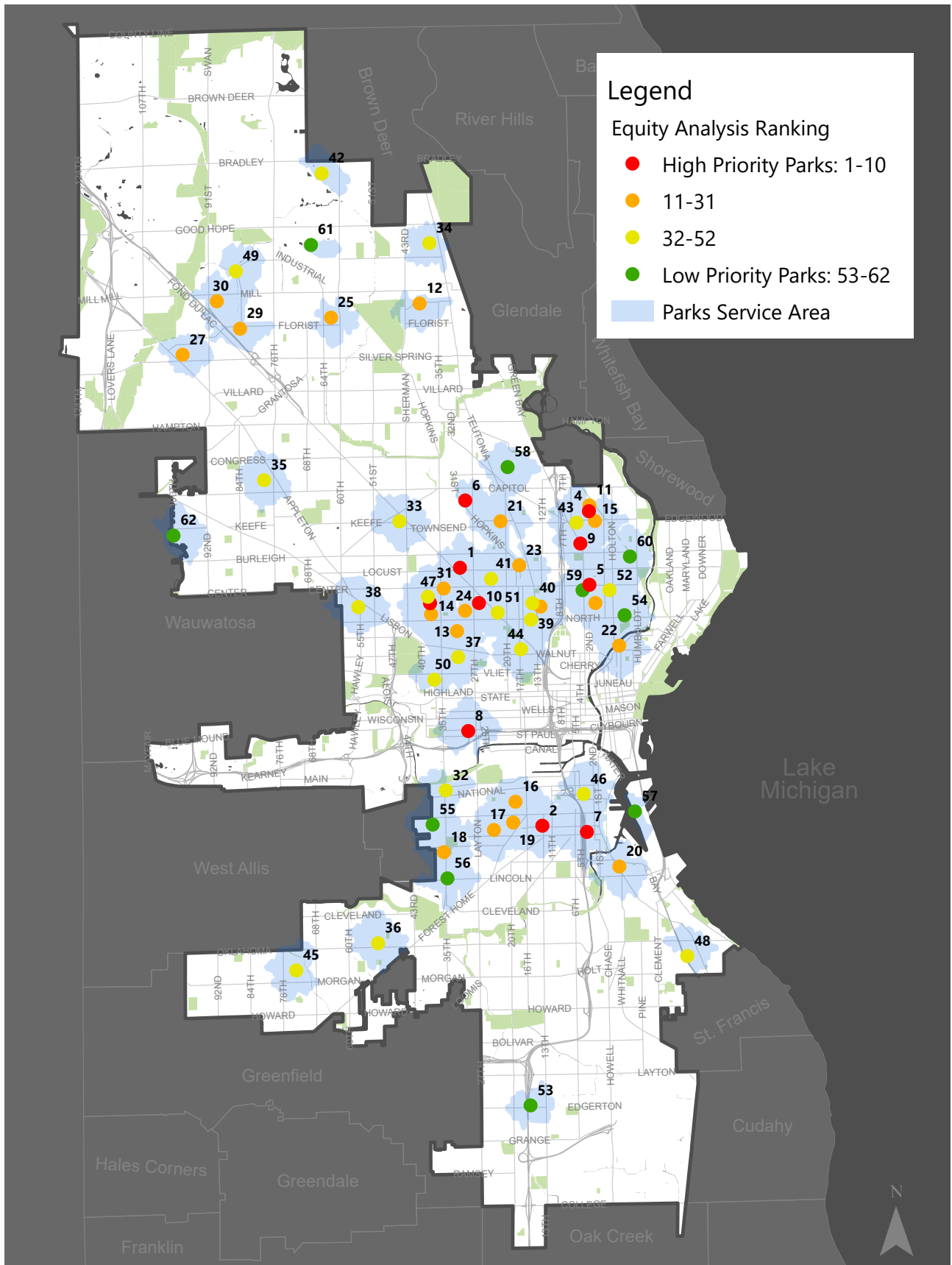


Table 4.2: Equity Analysis Scores of City of Milwaukee Parks in Order of Need

	RANK	PARK	SCORE		RANK	PARK	SCORE	
HIGH PRIORITY PARKS	1	30th & Cawker	0.77	LOW-MEDIUM PRIORITY PARKS	32	Arlington Heights	0.50	
	2	13th & Lapham	0.76		33	45th & Keefe	0.46	
	3	Unity Orchard	0.74		34	Darien & Kiley	0.46	
	4	Nigella Community Orchard	0.72		35	78th & Fiebrantz	0.43	
	5	Harambee Square	0.69		36	51st & Stack	0.42	
	6	29th & Melvina	0.68		37	31st & Galena	0.41	
	7	Witkowiak	0.67		38	Marcus DeBack	0.41	
	8	29th & Clybourn	0.67		39	Sunshine Park	0.40	
	9	MLK Peace Place	0.66		40	Ezekiel Gillespie	0.40	
	10	26th & Medford	0.65		41	Dr. L. Carter Jr Park	0.40	
MEDIUM-HIGH PRIORITY PARKS	11	Adams Park	0.64		42	66th & Port	0.39	
	12	40th & Douglas	0.63		43	5th & Randolph	0.38	
	13	31st & Lloyd	0.63		44	Phillips	0.37	
	14	Butterfly	0.63		45	River Bend	0.37	
	15	Keefe & Palmer	0.62		46	4th & Mineral	0.36	
	16	18th & Washington	0.61		47	Scholars Park	0.36	
	17	Reiske	0.61		48	Ellen	0.36	
	18	36th & Rogers	0.60		49	84th & Burbank	0.35	
	19	Arrow & Comstock	0.59		50	Foundation	0.35	
	20	Zillman	0.58		51	Fondy Park	0.35	
	21	21st & Keefe	0.57		52	Buffum & Center	0.34	
	22	Marsupial Bridge	0.56		LOW PRIORITY PARKS	53	16th & Edgerton	0.33
	23	16th & Hopkins	0.56			54	Kadish	0.33
	24	29th & Meinecke	0.55			55	Trowbridge Square	0.33
	25	62nd & Kaul	0.55			56	35th & Lincoln	0.32
	26	12th & Wright	0.55			57	Kaszube	0.32
	27	97th & Thurston	0.55			58	Gore	0.32
	28	Johnson-Odom	0.54			59	Victory Over Violence	0.31
	29	84th & Florist	0.53			60	Snail's Crossing	0.30
	30	90th & Bender	0.51			61	Gardner	0.28
	31	Metcalfe Rising Park	0.50			62	Hartung	0.17
			63			Paliafito (passive, not ranked)	--	

Gap Analysis

In addition to the Equity Analysis, this plan used mapping to determine the locations of any “gaps” in the system, based on spatial criteria and plan goals. While the City of Milwaukee is currently not planning on expanding its current parks inventory, this is an opportunity to identify potential areas that currently are not served by a park.

METHODOLOGY

The 2016-2021 CORP included a gap analysis as part of its “Needs Assessment”; for this CORP, the methodology and criteria have been slightly modified. As stated in the Equity Analysis, one of the goals set forth in ReFresh Milwaukee, the City’s Sustainability Plan, is for every resident to live within a 10-minute walk of their home. Using GIS, City staff delineated ½ mile buffers around all 63 City parks as well as all other public parks, based on a ½ mile walking radius. A ½ mile buffer is roughly equivalent to a 10-minute walk (with an assumed walking speed of 3.0 miles per hour).

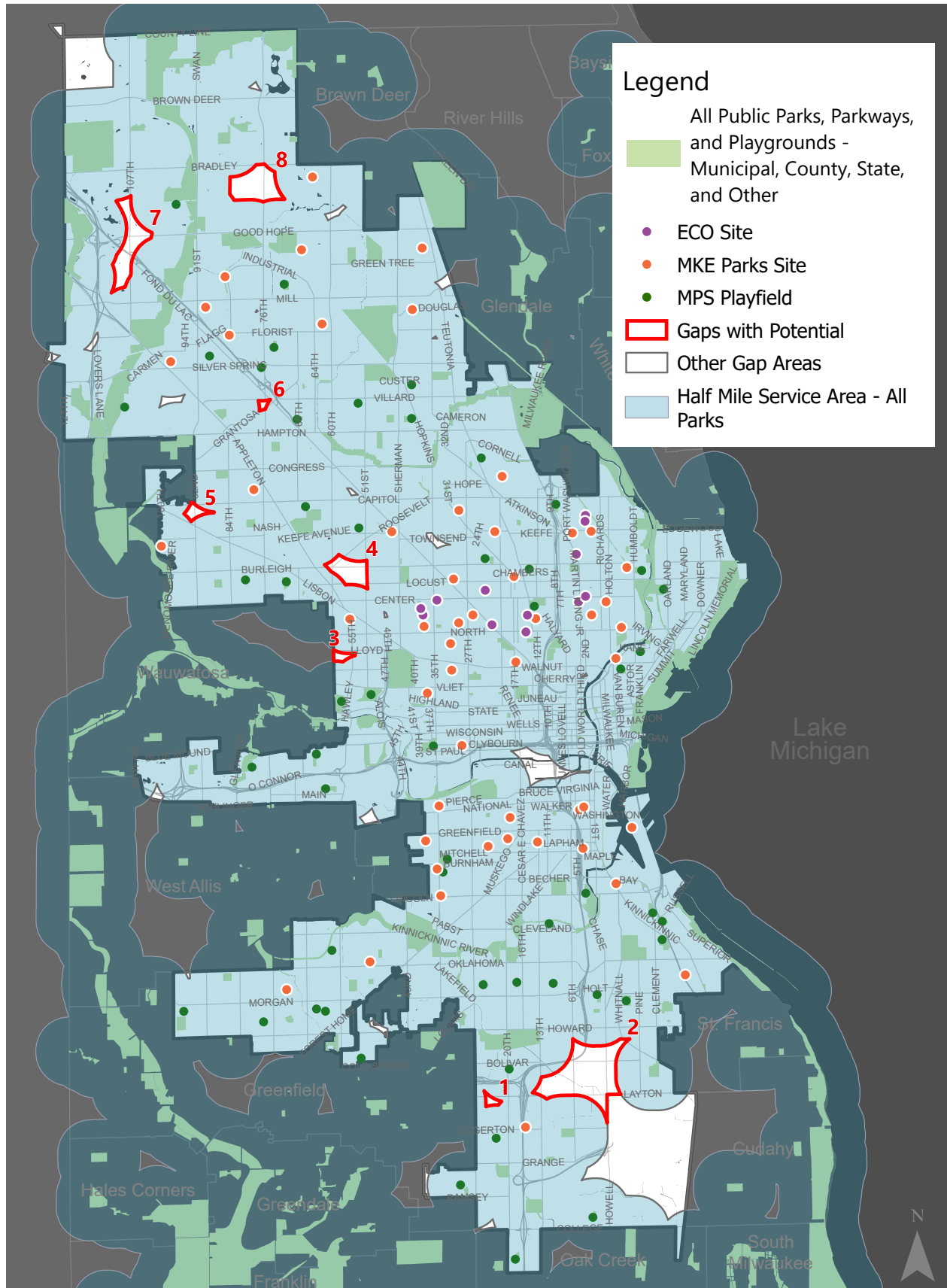
Unlike the Equity Analysis which focuses solely on City parks, the Gap Analysis includes all public recreational facilities in the City of Milwaukee, including those under other jurisdictions – Milwaukee County Parks, Milwaukee Public Schools playfields (Milwaukee Recreation), and other governmental facilities such as State-owned. It should be noted that the analysis includes only existing and defined public parks and is not intended to depict all available outdoor recreation sites within the city. While it included the major MPS playfields, it did not include any school playground locations, as those have limited or restricted access. Non-residential areas were excluded from the analysis. For example, the airport and industrial areas are excluded

After reviewing areas for suitability, 8 potential “gap” areas were identified outside of the 10-minute walking criteria. Most are located in the far northwest and far south areas of the city. Data was compiled for each of the 8 potential gap areas, including total population, population of children, percent of children, median household income, and the count and percentage of the population that are persons of color. Table 4.4 shows the summary metrics for each gap area. Gaps 2 and 4 have the largest populations, and greatest number of children. Both areas would require further study.

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%

Map 4.2: Gap Analysis of Parks in the City of Milwaukee, 2022



CHAPTER 5

PARTNERSHIP PARKS



▲ Skyline Music Series at Kadish Park, a City-owned park with a lease agreement with COA, courtesy of David Szymanski



PARTNERSHIP PARKS

The City of Milwaukee has partnered with various organizations to develop public outdoor recreational sites. While most of these sites are community gardens, or other small scale projects, there are a few major projects (Three Bridges Park in Menomonee Valley) that have benefited from large scale public-private partnerships.

The City has been active in reclaiming and converting industrial land; the Redevelopment Authority of the City of Milwaukee (RACM) is tasked with managing, reclaiming, and remediating industrial land. If a parcel can no longer be easily developed, or if there are other synergies or priorities, it can be developed into recreational space. One such example was the Milwaukee Rotary Centennial Arboretum, now owned by the Urban Ecology Center.



Basic PROCESS

- STEP ONE: IDENTIFY CITY-OWNED VACANT LOT**
Use the posted City sign or the City's website to identify lot as City-owned. If you are not sure, call City Real Estate.
- STEP TWO: DEVELOP YOUR IDEA**
Sketch out an idea for the vacant lot you plan to use. If you plan to place permanent structures on the lot, you must buy it. If no permanent structures are needed, you can obtain a temporary use permit from City Real Estate.
- STEP THREE: CHECK ZONING**
Check the zoning for the lot -- either check the City's website, MapMilwaukee.com, or call the City's Permit Center.
- STEP FOUR: FIND RESOURCES**
If needed, get help from the City, nonprofits, or professionals willing to donate their time.
- STEP FIVE: MAKE A PROPOSAL**
Show the City what you plan to do with the lot you want to buy or use, revise the plan as needed.
- STEP SIX: BUY LOT OR OBTAIN PERMIT**
Set up a meeting with City Real Estate to actually make the vacant lot purchase or obtain a temporary use permit based on the approved plan.
- STEP SEVEN: BUILD YOUR IDEA!**
You are now the owner/permitted user responsible for the property. Check with the Development Center regarding permits or code requirements for your plan. Now get started on building your idea!

While there have been a few major, multi-year projects, most public-private partnership parks have been with small projects, including community gardens, or as park-like publicly accessible spaces, often through ground leases, and often as a solution to the many vacant lots that the City need to maintain, after the Great Recession and subsequent housing crisis that created about 3,000 vacant lots. The Department of City Development's Real Estate Division sells or leases City-owned vacant lots to organizations or individuals to develop approved projects.

In 2013, the City issued the [City of Milwaukee Vacant Lot Handbook: A Guide to Reusing, Reinventing, and Adding Value to Milwaukee's](#)

City-owned Vacant Lots. This provides a number of practical ideas for residents and community groups interested in turning City-owned vacant lots into community assets that add value to neighborhoods. The handbook provides ideas and implementation steps for converting lots into green space, gardens, multi-use spaces, and urban agriculture sites.

COMMUNITY GARDENS

ECO's **HOME GR/OWN initiative** is tasked with finding new, creative, productive uses of City-owned vacant lots, many with a focus on increasing access to healthy food. In addition to parks and orchards, HOME GR/OWN partners with neighborhood groups, community agencies and entrepreneurs to develop community gardens.

HOME GR/OWN has supported a growing number of community organizations in reclaiming vacant lots for community gardens, to provide locally grown food, create community assets, and provide technical assistance. Organizations like Walnut Way Conservation Corp and Blue Skies

Landscaping, Groundwork Milwaukee, Victory Garden Initiative, Alice's Garden, Urban Ecology Center, Teens Grow Greens, the University of Wisconsin Extension, and others are working to empower communities to grow health food, and improve the environment.

As of 2021, there were approximately 87 active community gardens on vacant lots owned by the City and leased to neighborhood groups or non-profit organizations through the City's **Real Estate Division**. The Real Estate Division works with Groundwork Milwaukee to provide seasonal garden permits, and provides the land (vacant lots) for organizations to utilize. Groundwork Milwaukee (formerly Milwaukee Urban Gardens, or MUG) and ECO's HOME GR/OWN in turn, assist community organizations develop gardens. MUG developed a **Community Garden Handbook** to provide guidance for the process

While providing the spaces for community organizations to develop gardens and improve vacant lots, it is also important for partners to develop spaces that are accessible to all. The City provides a guide for developing accessible community gardens.



- ▼ HOME GR/OWN Neighborhood Beautification Project with Iglesia Dios and Milwaukee Christian Center, 2019



PARTNER MAINTAINED POCKET PARKS

In addition to community gardens, the City has entered into ground leases with several partner organizations to develop a few unique pocket parks. This provides the partners the opportunity to provide an improved outdoor public space to conduct programming or events, or to develop an improved site within the neighborhood. Types of organizations include Business Improvement Districts (BIDs) or other business associations, or neighborhood groups.

The Historic Third Ward Business Improvement District (BID #2) developed two pocket parks (Catalano Square and Erie Plaza). The Lincoln Village Business Association has also developed a pocket park, which provides seating and improves the streetscape, enhancing a busy commercial corridor.

Area businesses have also entered into ground leases with the City to provide additional amenities for their businesses. One such example, is located at 2270 South Kinnickinnic Avenue. A coffee shop tenant entered into an agreement with the City to develop the adjacent vacant lot into an outdoor seating area for customers, which is also accessible to the public, and greatly improves the streetscape.



▲ Lynden Hill, courtesy of USDA Forestry Service

LYNDEN HILL

Lynden Hill is a 3-acre site located west of downtown. It was a cooperative community based environmental education site, created in 1991 by the USDS Forest Service. The property is owned and maintained by RACM, as a passive green space.

Currently plans are underway for RACM and MKE Parks to engage and collaborate with the community on new opportunities for the park, including an MMSD-funded bioswale that will treat stormwater runoff.

▼ Catalano Square, courtesy of Historic Third Ward Association



▼ Lincoln Village parklet, courtesy of St. Josephat Basilica Foundation





▲ Reservoir Park, courtesy of WTMJ 4



▼ Kadish Park, courtesy of Visitmilwaukee.org

KADISH & RESERVOIR PARKS

On land donated to the City by Byron Kilbourn in the 1870s, Kilbourn-Kadish (Kadish) and Kilbourn-Reservoir (Reservoir) are twin parks located in the Riverwest neighborhood, divided by North Avenue. Kadish lies to the south, and is about 24 acres and is very sloped, overlooking downtown. It underwent a major redevelopment in 2012, including the construction of Selig-Joseph-Folz Amphitheater and band shell, which hosts the Skyline Music series during the summer. Other amenities include paved walking/biking paths and a soccer field. Kadish is owned by the City, it is currently managed by COA Youth & Family Centers under a ground lease agreement; once this agreement ends, management is anticipated to return to MKE Plays.

To the north and about 30 acres, Reservoir Park was the site of the City's first water reservoir constructed in the 1870s, and in service for over 125 years. It was originally an open air reservoir, and had been accessible to the public, serving as a park with great views of downtown for decades; it was enclosed for safety in 1979. The park was created after the underground reservoir was decommissioned in 2004, and removal of the underground storage infrastructure was completed by 2007. Park infrastructure (basketball court and a playground) were added afterward. A historically designated pumping station remains along North Avenue at the base of the hill.

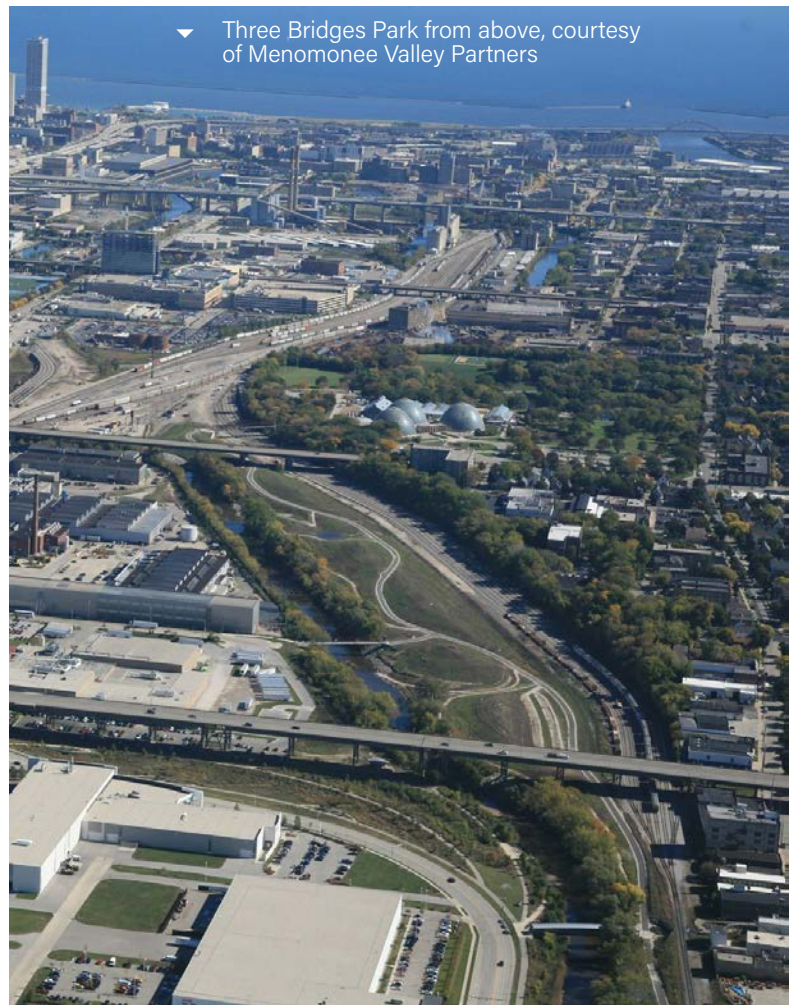
Reservoir is still owned and maintained by Milwaukee Water Works. Future discussions for Reservoir should include whether or not ongoing management and maintenance should remain under Water Works or be consolidated under MKE Parks.

THREE BRIDGES PARK

Three Bridges Park, which opened in 2013, is the result of a decade long planning effort to transform an abandoned rail yard along the Menomonee River into a new, 22-acre public park. It includes three bike and pedestrian bridges that link the Valley, Mitchell Park, and south side Milwaukee neighborhoods and provides a one mile extension of the Hank Aaron State Trail (part of the overall six mile extension). The site's topography is due to the fill from the reconstruction of the Marquette Interchange project. Shaped to resemble the glacial landscape of Southeast Wisconsin, the kames, eskers, and drumlins are built from the old freeway and are being used as a teaching tool to explain glaciations to Milwaukee children who participate in the adjacent Urban Ecology Center's programs. The landscape also provides views of Downtown, access to the Menomonee River for fishing and kayaking, 42 community gardens, and a sledding hill in winter. Through programming already being led by the Urban Ecology Center, students are participating in the hands-on science education in the park, attending summer camps, and community nature-based programs keep the park active every day.

Three Bridges parkland is owned by the Redevelopment Authority of the City of Milwaukee. The WDNR manages the portion of the Hank Aaron State Trail which runs through the park, and the City of Milwaukee owns and maintains the three bike and pedestrian bridges. The park, trails, and bridges were constructed by the State of Wisconsin Department of Transportation. Menomonee Valley Partners and the Urban Ecology Center, which have risen private sector funding to complete the vision, play roles in long-term park maintenance, programming of the space, and installation of art and amenities.

▼ Three Bridges Park from above, courtesy of Menomonee Valley Partners



▼ Candlelight hike in Three Bridges Park, courtesy of the Urban Ecology Center



LAKEFRONT GATEWAY PLAZA

Milwaukee's Downtown has one of the world's most beautiful waterfront settings. The concave water's edge provides an embracing relationship between Downtown and one of the largest and greatest freshwater bodies in the world. More than any other physical feature, the Lakefront defines Milwaukee. Identified as a "catalytic project" in the 2010 Downtown Plan update, the downtown Lakefront Gateway project seeks to achieve a number of objectives.

Specifically, goals for this project include significantly improved pedestrian access from Downtown to the Lakefront attractions, and enhancing a better sense of place and identity. The project seeks to calm traffic and create a sense of arrival for drivers on Lincoln Memorial Drive, while allowing for the ease and safety of vehicular access between Lincoln Memorial Drive and Michigan Street, Clybourn Street, and I-794. Further, it looks to expand the emerging "world-class" character of Milwaukee's Lakefront by developing a public plaza (where residual space exists today) and further enhancing the cultural campus that currently rivals the best waterfronts in the world.

Many strong assets currently exist on Milwaukee's lakefront which is directly adjacent to the central business district of the city. Currently, a new office tower, designed by Pickard Chilton, was recently completed for Northwestern Mutual Company.

In recent years, however, the community determined through various public planning processes, that connections were lacking in this narrow area between the downtown and lakefront, and the public spaces were not at their full potential. A Lakefront Gateway Project was conceived. The project brought together efforts of the City, County and State, along with efforts of the private sector. Future roles in the development, fundraising, and ongoing management of this park have yet to be determined. To-date, the cost estimate for the project is \$30 million.



WEST BASIN

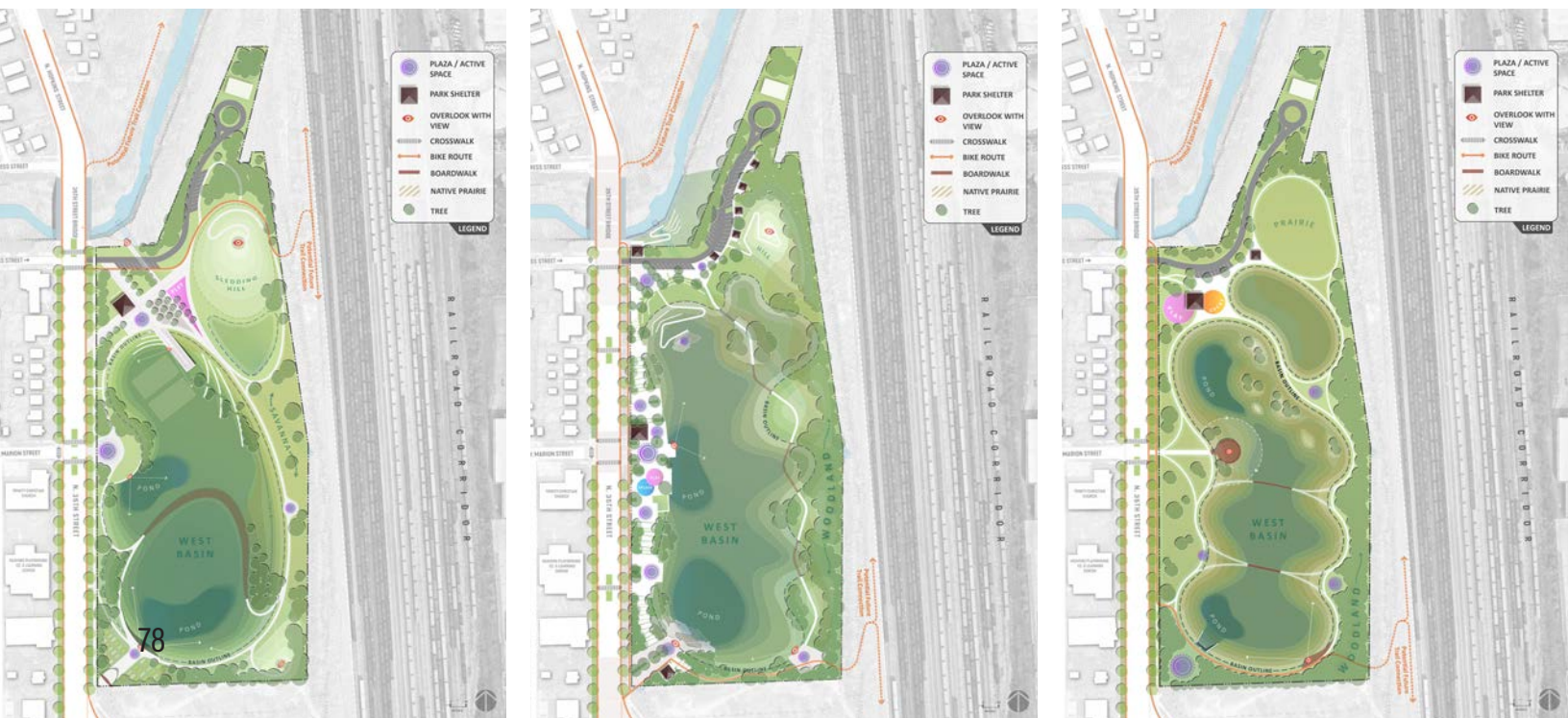
Development of a significant new public space at the MMSD West Basin is one of components being considered as part of the Milwaukee Metropolitan Sewerage District (MMSD) N. 30th Street Corridor Stormwater Management Project. The project area consists of fifteen acres of land for the development of a stormwater basin (the West Basin), of which several acres will be accessible to the public to serve as public green and gathering space(s). Additional MMSD owned land to the north along Lincoln Creek provides opportunity for a shared use path. The project area is located between N. 35th Street and the 30th Street rail corridor and W. Capitol Drive and W. Hampton Avenue. The City of Milwaukee is a major partner on the West Basin project and has significant concurrent stormwater projects along N. 35th Street and W. Capitol Drive.

This area of the city lacks access to safe, high-quality green spaces. As part of the design process for the West Basin, MMSD and partners have an extensive engagement process underway to define community priorities for the public space, design of the basin, and improvements to N. 35th Street. Reconstruction of N. 35th Street for stormwater improvements will include traffic calming and significant improvements for bicyclists and pedestrians.

The initial outreach phase to define community priorities is complete and the project is currently in the design phase. The outreach process has highlighted the following priorities: a playground, shelter/pavilion, paths and bike trail connections, access to nature, market space, year-round activities, and improvements to N. 35th Street. MMSD is funding the West Basin Stormwater project, and the City is funding the N. 35th Street and safety improvements. However, structural amenities such as play equipment are not part of the funding. Fundraising for these amenities, along with the management and programming of the space, will be determined as the project moves forward.

The West Basin Public Space project and all the related projects are described in the [City's Connecting the Corridor Strategic Action Plan](#).

▼ West Basin conceptual renderings for public review in March 2022, courtesy of MMSD, produced by Smith Group





▲ Current conditions of the West Basin, looking east, courtesy of Curt Waltz



▲ Farmer's Market at the existing West Basin space in Summer 2020, courtesy of the Northwest Side Community Development Corporation ▶



CHAPTER 6

RECREATIONAL CONNECTIONS





▲ Rendering of the B-Line, including the proposed crossing & activity node at Vienna Avenue, courtesy of Hood Design Studios

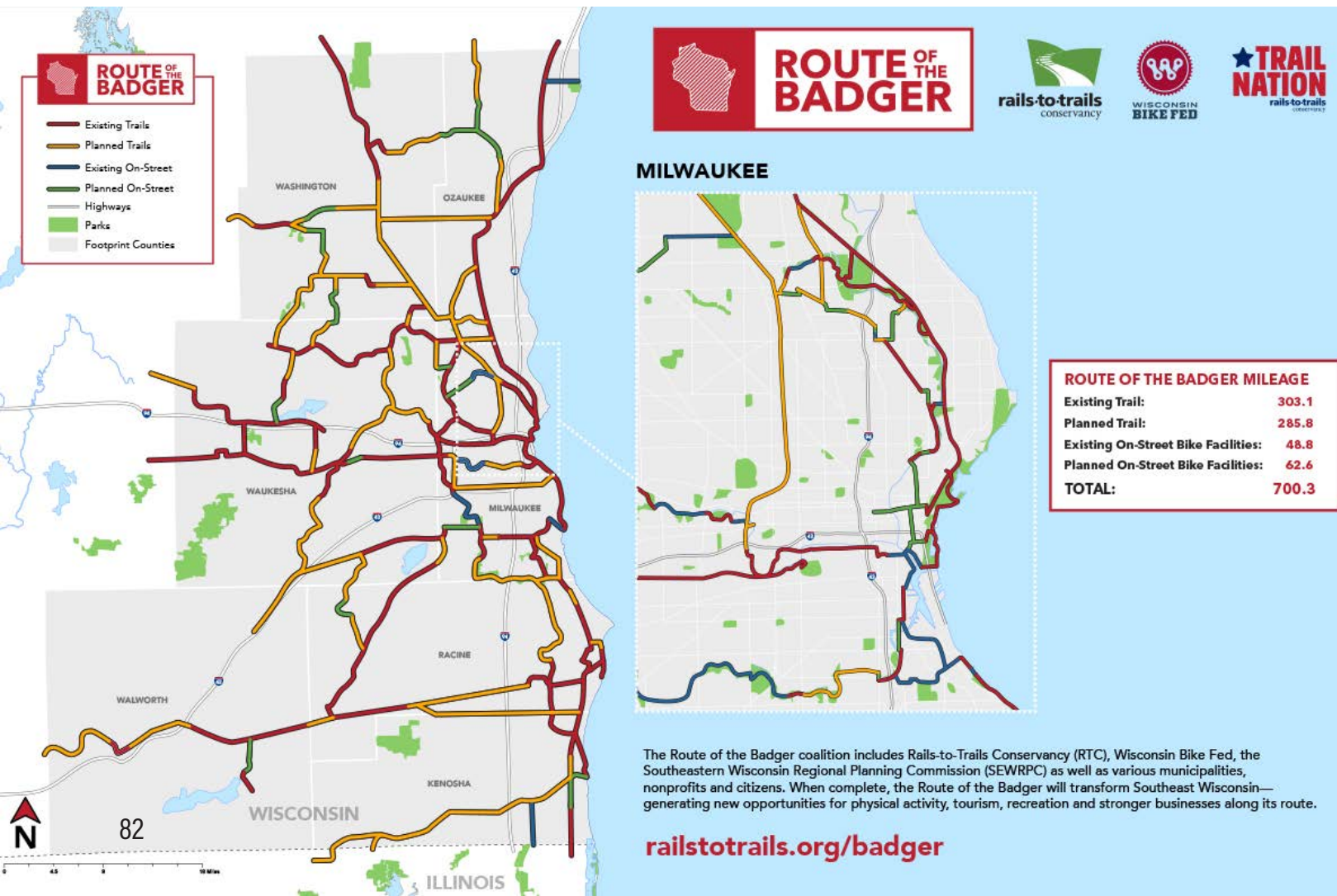
RECREATIONAL CONNECTIONS

The City of Milwaukee owns two major off-street trails, the Beerline Trail and the Kinnickinnic River Trail, with plans underway for two additional connections - the N. 20th Street Powerline Trail and the Southside Powerline Trail.

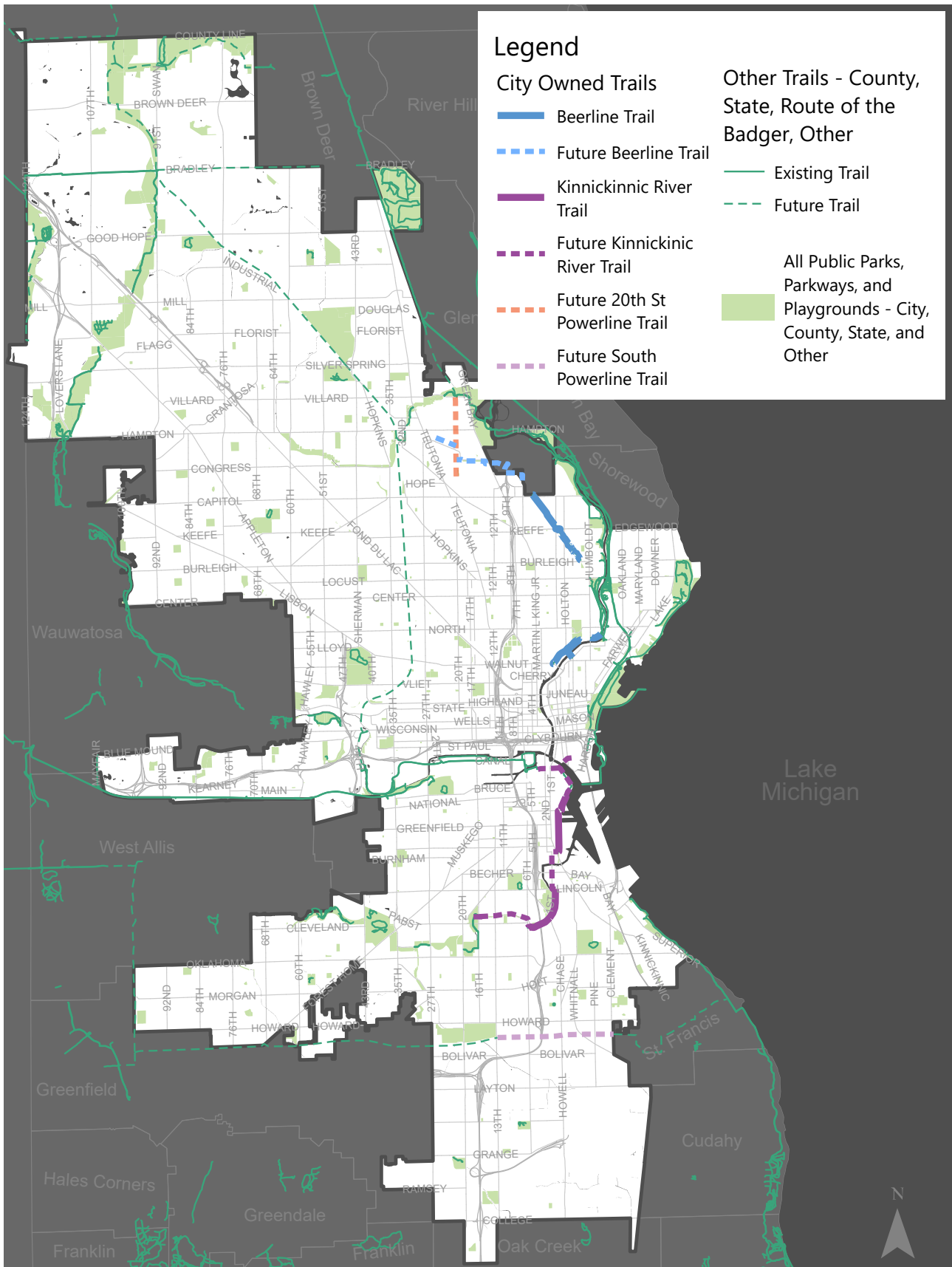
Together with the Milwaukee Riverwalk, a public-private collaboration between riverfront property owners and the Downtown and The Historic Third Ward Business Improvement Districts, the City has over five miles of ADA accessible public trails in the city. According to the latest Wisconsin SCORP, walking is the most popular outdoor activity in Wisconsin. As such, improving access and safety along these trails is a major objective of the City's future trail programs and projects.

In addition to the City's trails and riverwalk, the City also owns and manages 150 miles of on-street bike facilities.

In addition to the City's facilities, community members in Milwaukee have access to a robust and growing trail system that is planned built and managed by a number of significant stakeholders, including Milwaukee County (Oak Leaf Trail), the State of Wisconsin Department of Natural Resources (Hank Aaron State Trail), the Rails-to-Trails Conservancy (Route of the Badger), and the Bike Federation of Wisconsin, among critical partners. The map (below) is of the Route of the Badger plan for Milwaukee, which is part of a 700+ mile regional trail system for southeastern Wisconsin.



Map 6.1: City Off-Street Trails



Kinnickinnic River Trail



▲ Bilingual trail signage for the Kinnickinnic River Trail and community art along W. Rosedale Avenue & S. Chase, courtesy of Sixteenth Street Community Health Centers



▲ KK River Trail bridge, crossing over Chase Avenue in Bay View, courtesy of Urban Milwaukee

▼ Neighborhood residents using the KK River Trail, courtesy of Sixteenth Street Community Health Centers



The City portion of the Kinnickinnic River Trail (KKRT) is currently 2.5 miles of off-street paved trail and on-street bike lanes. The off-street trail segments are from S. 6th Street at W. Rosedale Avenue to S. 1st Street at W. Lincoln Avenue, and E. Maple Street to E. Washington Street, and E. Washington Street to E. National Avenue on a wide sidewalk. Recent improvements in Pulaski Park include a County-maintained portion of the Trail that will be connecting to the existing and proposed Oak Leaf Trail to the south along S. 16th Street and through KK Sports Center to the KK River Parkway West and beyond along the KK River as MMSD and partners continue the Kinnickinnic River Flood Management Project in the Kinnickinnic River Watershed. The KKRT is part of the larger Kinnickinnic River Corridor revitalization efforts underway that are improving the health and quality of life for city residents in general, and south side residents in particular.

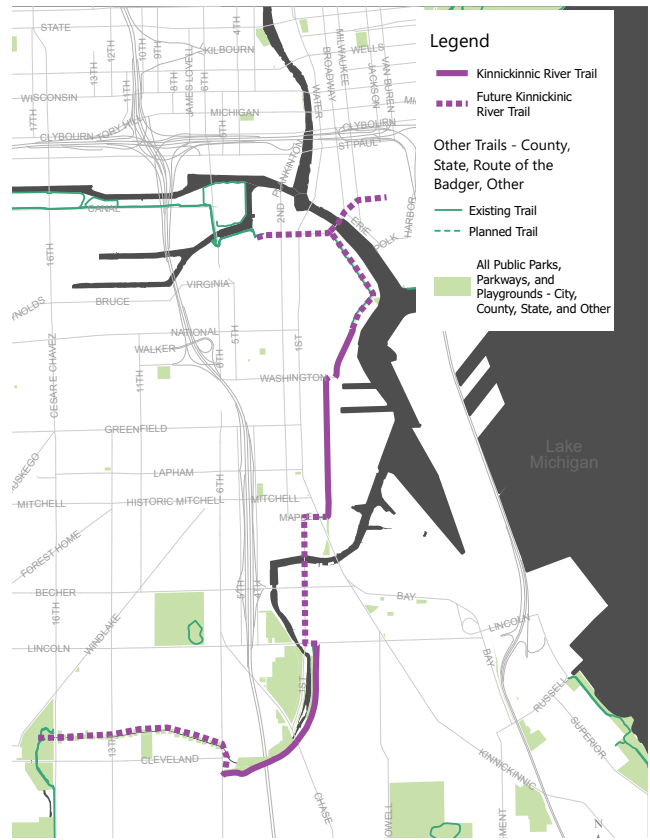
Progress is underway for the City install up to 2 miles of all ages and abilities (AAA) bicycle facilities to create an on-street connection between two disconnected sections of the Kinnickinnic River Trail (KKRT), the City's on-street bike network, and recently completed County trail facilities – see map (top, right) on the next page. AAA bicycle facilities are bikeways that are comfortable for riders of all experience levels, including children and older adults, and typically include protected bike lanes (PBLs) and/or traffic calming elements. This project will also include an improved trail crossing across S. 16th Street at the Kinnickinnic River to connect two sections of the KKRT to be completed as part of a flood management project. In addition to the immediate trail connections, these new facilities will link to the Hank Aaron State Trail, a proposed PBL on N. Jefferson Street in Milwaukee's downtown, and many other existing on-street bicycle facilities.

Another proposed project will improve Milwaukee’s bikeway network on the near south side by extending the City of Milwaukee’s KKRT to meet a segment of Milwaukee County Parks’ Oak Leaf Trail (OLT), and by improving a stretch of on-street bikeways to create a low-stress connection between two off-street segments of the OLT. The KKRT extension portion of the project will design and construct a 10-12’ off-street trail on a maintenance path created by Milwaukee Metropolitan Sewerage District (MMSD) as a part of the KK Watercourse Management Plan which is set to be implemented in this area.

The City of Milwaukee has an agreement with MMSD to allow the City to build the off-street trail on the MMSD maintenance path via an easement. The trail extension will begin at the current terminus of the KKRT and run parallel to the Kinnickinnic River to S. 16th Street, connecting to residential areas north and south of the trail and to Pulaski Park, see map – lower right. The OLT connection will install improved on-street bikeways on S. 16th Street between the off-street OLT section in Pulaski Park and the off-street section that begins at W. Manitoba Street, connecting to new portions of off-street trail that Milwaukee County Parks will be building in the coming years.

The planning and implementation of this trail includes extensive community outreach and engagement, including the KK River Neighborhood Plan, Pulaski Park final design and implementation, Envision S. 13th Street Together Strategic Action Plan, and additional efforts underway for the next stages of planning and final design for the sections of the trail underway to close the gaps in the KKRT system. KK River Neighbors in Action and the Sixteenth Street Community Health Centers has been an instrumental partners in the outreach, engagement, planning, and implementation of the trail and the larger flood management projects.

Map 6.2: Kinnickinnic River Trail

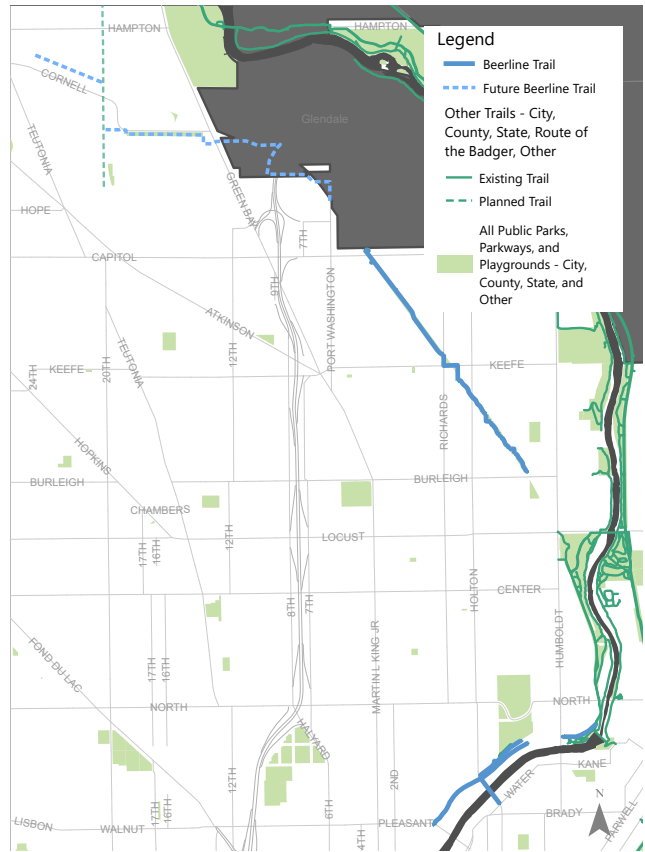


Beerline Trail

The Beerline Trail runs north to south along the western side of the Milwaukee River. The trail is named the “Beerline” because of its location near many former Milwaukee breweries and former Beerline rail line.

The trail begins at Pleasant Street, just north of downtown Milwaukee, traverses north through Gordon Park, and continues through the Riverwest neighborhood, following the path of a former railroad line. The existing portion of the trail ends at the north at Capitol Drive, with plans underway to extend the trail further northwest. This project, known as the Beerline Trail Neighborhood Development Project is a catalytic project in both the Northeast Side Area Plan and the Riverworks Strategic Action Plan. The Beerline Trail Equitable Implementation Plan is a holistic plan focusing on the overall development of the trail and the surrounding area.

Map 6.3: Beerline Trail



▼ Rendering of the B-Line, courtesy of Hood Design Studios





▲ Rendering of the B-Line, courtesy of Hood Design Studios

Plans have been developed to create a destination linear park along the sections of the trail between Richards and Keefe and Capitol Drive. This linear park, the "B-Line" will serve as a gateway to the trail extensions that will travel north through Glendale, and back into Milwaukee to meet up with the Oak Leaf Trail, the proposed 20th Street Powerline and 30th Street Corridor trails.

The B-Line already is home to multiple murals and regularly hosts public gatherings and performances. Hood Design Studios has been engaged with to create designs for the Linear Park that are now moving into final design, and a capital campaign will begin in 2022 to raise \$7M needed to fully develop the park. A maintenance agreement with Riverworks Development Corporation is underway for maintenance, management, and programming of the park.

The Beerline Trail is slated for expansion through an in-progress project and a proposed project. Design is underway for a segment of trail along the former rail corridor between N. 24th Place and N. 20th Street. This project is being completed at the same time as the 20th Street Powerline trail (see page 98), which directly connects to this section, and allows trail users to access Milwaukee County's Oak Leaf Trail to the north, along with nearby City and County parks.

A separate proposed project will join the section between N. 24th Place and N. 20th Street to the Beerline Trail's existing northern terminus at W. Capitol Drive. The expansion will be routed along W. Capitol Drive to N. Port Washington Road, where the trail will travel on-street before again heading west off-street underneath Interstate 43. The trail will continue west along City right-of-way along W. Cornell Street where it will connect with the 20th Street Powerline Trail. This project is proposed in partnership with Milwaukee County, as a portion of the expansion lies in the City of Glendale.

► Existing conditions of the B-Line, courtesy of Hood Design Studios



20th Street Powerline Trail

The 20th Street Powerline and Beerline Trail will be off-street paved non-motorized trails on Milwaukee’s near north side. This project will connect residents in the surrounding densely populated neighborhoods to Milwaukee County and City parks, the regional trail system, and many other nearby community assets via a safe path separated from motor vehicle traffic.

This project will design and construct a 12-foot shared use trail on a WE Energies power line corridor parallel to N. 20th Street between W. Olive Street and W. Villard Avenue and on the former Beerline rail corridor between N. 24th Place and N. 20th Street. The City owns the section of the former Beerline rail corridor and is working with WE Energies to obtain a trail license for the power line corridor section. The power line corridor is 1.3 miles and the former rail corridor is 0.35 mile for a total of 1.65 miles. The proposed trail crosses six streets and will include enhanced crossing treatments at these locations. Crossing treatments may include high visibility crosswalks, curb extensions, raised crosswalks, median refuges, or other features. This project will also include wayfinding signs along the trail.

The WE Energies corridor section of the proposed trail begins and ends in parks: Milwaukee County’s Meaux Park to the north and the recently renovated William Gore Park and Ervin Killiebrew basketball courts, both owned by the City, to the south. Meaux Park provides connections to the Oak Leaf Trail. To the southeast of this project area, 2.5 miles of trail have been built on the former Beerline rail corridor. There are plans to connect these sections of the Beerline together and to other existing and proposed trails.

Map 6.4: 20th Street Powerline Trail



◀ Existing conditions of the 20th Street powerline right-of-way



Proposed 30th Street Corridor Trail

This project is part of the proposed Route of the Badger trail network. A portion of this proposed new trail network is a 5.2-mile connection along or near the 30th Street Rail Corridor from the Havenwoods State Park to the Hank Aaron State Trail.

A preliminary feasibility study for the 30th Street Corridor shared-use trail was completed in 2020 and found a shared-use trail project along the 30th Street rail corridor is feasible and that various on-street connections are possible to fill gaps where the corridor is narrow or obstructed. The next step, which will begin in 2022, is to craft and implement an equitable development strategy that will incorporate neighborhood leadership on the intersectional issues at play in the neighborhoods around the 30th Street rail corridor.

Ownership and/or easement opportunities in addition to funding are being explored by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), Milwaukee County, City of Milwaukee, and Route of the Badger. If a trail project moves forward, funding would need to be acquired for the design and engineering process of a trail, which would then inform the construction costs and timeline for eventual trail construction.

▼ Existing conditions of the 30th Street Corridor, courtesy of Rails-to-Trails Conservancy



Milwaukee Riverwalk

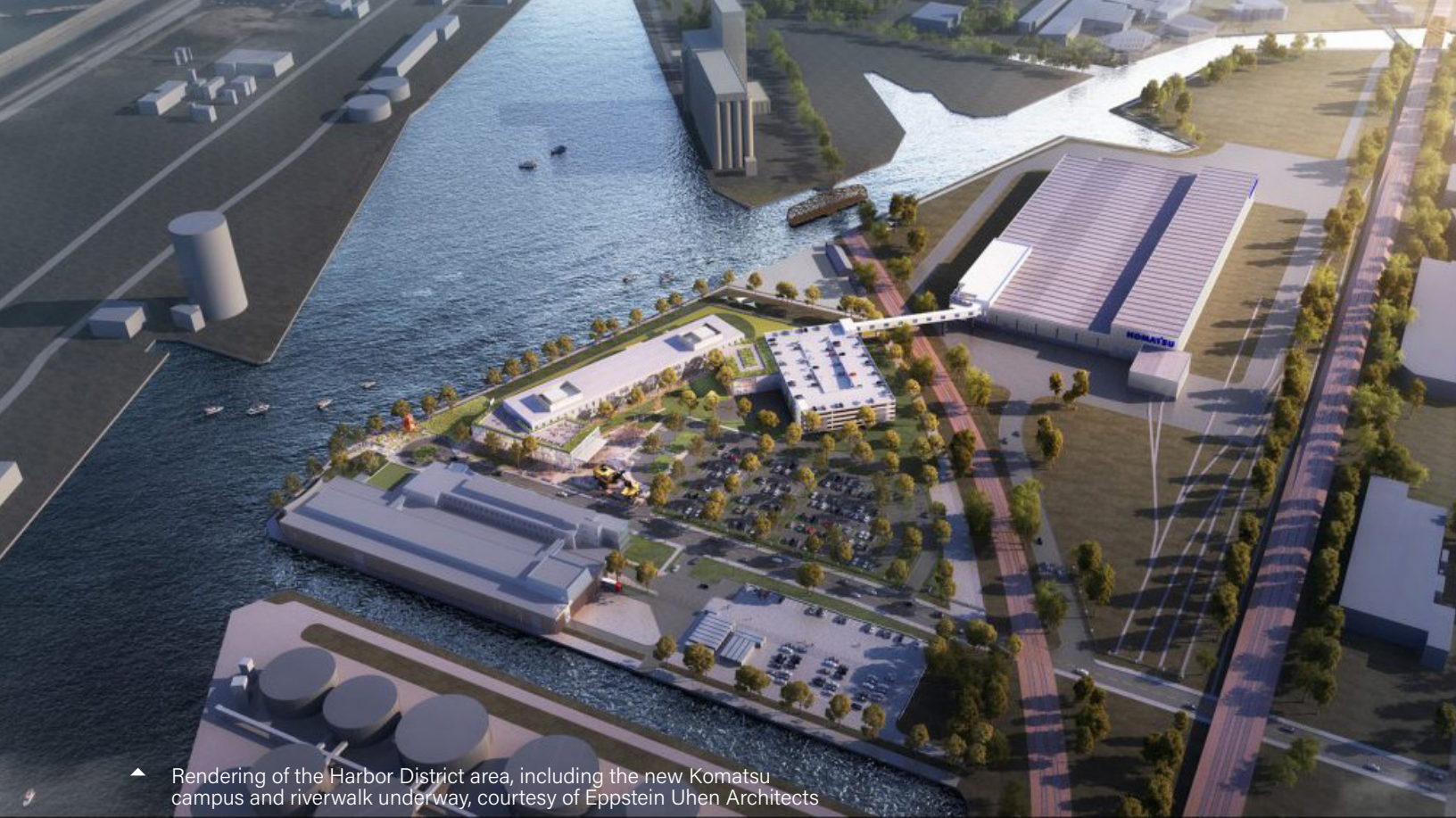
Construction of the Milwaukee **Riverwalk** System began in 1993 as a means to offer public access to the Milwaukee River. Once complete, the initially envisioned Downtown section of the Milwaukee Riverwalk will extend 4.4 miles along both sides of the Milwaukee River, from the site of the former North Avenue Dam, through Downtown and The Historic Third Ward to Lake Michigan. In recent years, plans have developed to extend the Riverwalk further south along the Kinnickinnic River in the Harbor District and west along the Menomonee River in the Menomonee Valley. The system is a public-private partnership between riverfront property owners and the City of Milwaukee. In exchange for permanent public access, the City provides financial assistance for the construction of the private Riverwalk improvements.

The Riverwalk as a concept was born in 1982, with the beginning of the Milwaukee River cleanup effort and construction of Milwaukee's Deep Tunnel project. The Riverwalk component was incorporated into cleanup effort planning, and adopted as part of the City's Master Plan.

The City of Milwaukee has placed a great emphasis on the full utilization and appreciation of its river system. A continuous system of Riverwalks on both sides of the Milwaukee River is a tremendous asset and amenity for all citizens of Milwaukee. In order to achieve this, the City adopted a Site Plan Review Overlay District (SPROD) for the Riverwalk. As a result of the Riverwalk's success, overlay zoning was approved for both the Menomonee and Kinnickinnic Rivers to allow for further system-wide expansion. These expansions, including incorporating increased access, green infrastructure, landscaping, and habitat opportunities, will be a focus of Riverwalk developments in the coming years as development occurs in these areas.

▼ The riverwalk in the Third Ward, facing south





▲ Rendering of the Harbor District area, including the new Komatsu campus and riverwalk underway, courtesy of Eppstein Uhen Architects

The purpose of the Riverwalk SPROD is to provide an opportunity to create new Riverwalk projects which are compatible with their neighbors while encouraging creativity, variety and excellence in design and layout. The design specifications associated with the SPROD apply to, but are not limited, to landscaping, lighting, accessibility, adjacent building facades and the ability to connect to future Riverwalk segments. The overlay districts apply to the lower and middle portions of the Milwaukee River, along both sides of the river, from 27th Street to the Milwaukee River along the Menomonee River and from Bruce Street to South 16th Street in the Harbor and along the Kinnickinnic River.

Development of the Riverwalk system depends on a public-private partnership between riverfront property owners and the City of Milwaukee. In exchange for permanent public access, the City provides financial assistance for the construction of the private Riverwalk improvements entirely through Tax Increment Financing (TIF). In 2006, the Common Council approved a Riverwalk

Funding Policy in which the city's financial contribution is defined. The city will provide 70% of the cost to construct the Riverwalk, with a maximum contribution of \$2,000 per linear foot. In addition, the city provides 50% of the cost to replace or repair a dockwall, with the maximum contribution of \$800 per linear foot, also adjusted annually. These contributions are typically funded through the creation or amendment of an existing Tax Incremental Financing District (TID).

Maintenance is a key component to ensure that the Riverwalk is an attractive, accessible and safe amenity. In exchange for the up front financial contribution from the city, the property owners provide the city with a permanent public access easement which is recorded against the property's title. Maintenance requirements are outlined within that easement and are the responsibility of the individual owners.

Currently, the Riverwalk will be undergoing an expansion adjacent to the new Komatsu development. The City has partnered with the Harbor District to conduct a public outreach and engagement campaign with residents. In spring of 2021, they conducted a month long online survey (including a visual preference survey) targeting area residents and employees. In total they received about 1,100 responses. Results, including feedback on amenities and themes included naturalization and greening, food amenities, lighting and safety, connections to other trails, and docking for boats.



► The Bronze Fonz statue on the Milwaukee Riverwalk at E. Wells Street

▼ The Milwaukee Riverwalk at E. Mason Street



City Bike Network

The City of Milwaukee has 150 miles of on-street bikeways. While the majority of these bikeways are traditional striped bike lanes, a growing number of projects are incorporating low-stress bike facilities. Low-stress bikeways are safe and comfortable for all ages and abilities, and encourage more people to bicycle as a means of transportation. Low-stress bikeways can include protected bike lanes, traffic-calmed streets called bicycles boulevards, and shared use trails. Expanding this network can be achieved through new projects or by enhancing existing bikeways into low-stress routes.

The City constructed its first bicycle boulevards in 2020. These new bikeways are on N. Fratney Street from E. Keefe Avenue to E. Meinecke Avenue and on E. Wright Street from N. Palmer Street to the Oak Leaf Trail at Gordon Park. The streets include a variety of traffic calming treatments, including traffic circles, speed humps, and curb extensions to prioritize people biking and walking and to slow vehicle speeds. Additional bicycle boulevards are in progress on W. Scott Street from S. Layton Boulevard to S. 20th Street and W. Washington Street from S. 20th Street to S. 1st Street.

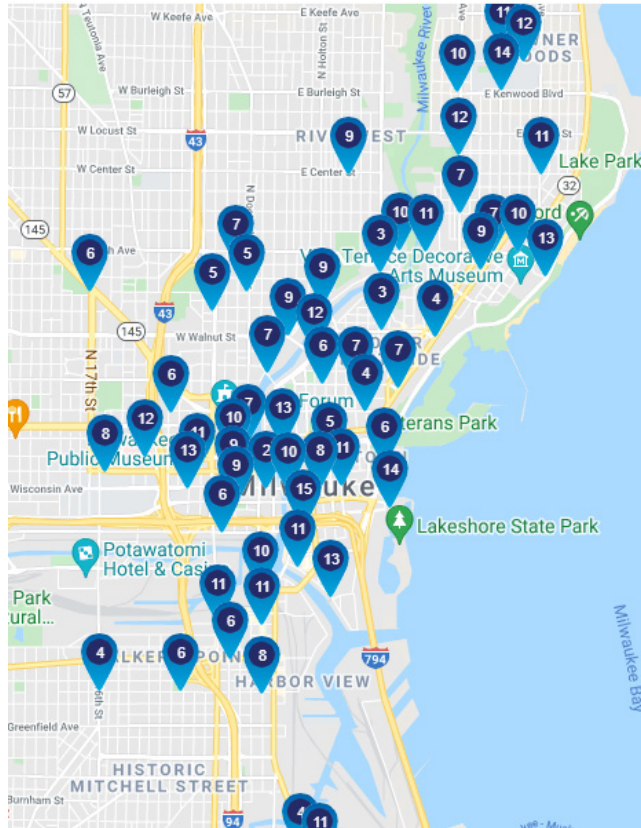
Milwaukee also has a number of protected bike lanes. Protected bike lanes use physical dividers to separate people biking from people driving and walking. These exclusive bike lanes combine the user experience of a trail with the on-street design of a traditional bike lane. Protected bike lane locations are:

- » N. Hawley Road: W. Vliet Street to W. Wells Street
- » W. Locust Street: bridge over Milwaukee River
- » W. North Avenue: bridge over Milwaukee River
- » W. Kilbourn Avenue: N. 6th Street to N. Jackson Street
- » W./E. Becher Street: S. 4th Street to S. Kinnickinnic Avenue

The 2010 Milwaukee by Bike Plan guides investment and growth in the bike network. The Department of Public Works (DPW) also takes advantage of repaving and reconstruction projects and adds bikeways when space is available.

Because transportation is rapidly changing and new mobility options such as rideshare, carshare, bikeshare, scooter sharing, dockless vehicles, and microtransit have all recently emerged, DPW has proposed to update its Bike Plan with a new Citywide Mobility Plan (CMP). The CMP will establish a vision, goals, and actions to meet the mobility needs of Milwaukee. It will also identify other local mobility challenges and opportunities; unify local modal plans and policies; and provide an opportunity to develop recommendations for mobility topics not already covered, such as the City’s role in public transit, transportation innovation, freight, curbside management, and placemaking. Finally, addressing health inequity, other social disparities, and climate change will be central to developing the CMP.

Micromobility



▲ Map of all the Bublr Bike stations in Milwaukee as of March 2022, courtesy of bublr bikes.org

BUBLR BIKE STATIONS

Bublr Bikes, Milwaukee’s nonprofit bike share system, launched in the summer of 2014 with ten stations in and around downtown Milwaukee. There are now 56 stations located in the City of Milwaukee, with additional stations in the surrounding communities of Shorewood, Wauwatosa, and West Allis. Bikes can be checked out and returned to any station in the system, allowing people to efficiently travel to destinations throughout the Milwaukee area.

The City of Milwaukee supports Bublr Bikes by securing federal grants and providing a local match to purchase and install bike share stations and bikes. The system’s operations and membership are run by the nonprofit, Bublr Bikes.

In 2022, Bublr Bikes will expand by 26 stations in the City of Milwaukee, funded through a federal Congestion Mitigation and Air Quality Improvement (CMAQ) grant. This expansion will bring Bublr Bikes to neighborhoods that currently do not have access to the system. This project also includes 250 e-bikes, making it an even more attractive transportation choice for Milwaukee residents and visitors.

For more information on membership, pricing, and station locations, visit the [Bublr Bikes](https://www.bublr.com) website.

SCOOTERS

In addition to Bublr Bikes, Milwaukee has also hosted a number of electric scooter companies. In 2019, and again in 2021, the City conducted a dockless scooter pilot project, to help determine the future of scooters in Milwaukee. The study goals are to:

- » Provide equitable transportation services
- » Increase transportation options
- » Evaluate impacts on access to the public right of way

The 2021 Dockless Scooter Pilot Study ended in mid-November; DPW staff are currently evaluating the program and developing a recommendation.

How Milwaukee Scoots

Follow these rules for a safe and fun ride!



CHAPTER 7

RECOMMENDATIONS





Park & Playground Recommendations

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).
 - ▶ Programs Impacted by this recommendation:
 - ▷ MKE Parks
 - ▶ Timing: over 5 years

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.
 - ▶ Programs Impacted by this recommendation:
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▷ Redevelopment Authority of the City of Milwaukee (RACM) recreational facilities
 - ▷ Milwaukee Water Works recreational facilities
 - ▶ Timing: 2-3 years

**Note: these are estimated budget requests based on current (2021) pricing, and are subject to change.*

Table 7.1: Proposed Schedule & Budget for MKE Park Replacement Plan

MKE PARKS	ADDRESS	RANK	REHAB	AGE	PLANNED	REQUEST*
30th & Cawker	2929 N 30th St	1	1997	25	2022	\$150,000
Butterfly	3717 W Meinecke Ave	14	1996	26	2022	\$150,000
29th & Melvina	3840 N 29th St	6	2009	13	2022	\$500,000
26th & Medford	2478 N 26th St	10	2015	7	2022	\$50,000
Zillman	2168 S Kinnickinnic Ave	20	1965	57	2022	\$500,000
31st & Galena	3048 W Galena	37	NEW	NEW	2023	\$325,000
13th & Lapham	1300 W Lapham Blvd	2	2010	12	2023	\$125,000
40th & Douglas	3929 W Douglas St	12	2006	16	2023	\$175,000
Johnson-Odom	2470 N 1st St	28	1999	23	2023	\$150,000
18th & Washington	1825 W Washington St	16	2006	16	2024	\$150,000
51st & Stack	5201 W Stack Dr	36	1996	26	2024	\$200,000
84th & Florist	8525 W Florist Ave	29	1997	25	2024	\$150,000
78th & Fiebrantz	4137 N 78th St	35	1998	24	2024	\$175,000
Darien & Kiley	6952 N Darien St	34	1997	25	2025	\$200,000
31st & Lloyd	3100 W Lloyd St	31	2015	7	2025	\$150,000

Continued - Table 71: Proposed Schedule & Budget for MKE Park Replacement Plan

MKE PARKS	ADDRESS	RANK	REHAB	AGE	PLANNED	REQUEST*
Reiske	1640 S 24th St	17	2010	12	2025	\$175,000
45th & Keefe	3512 N 45th St	33	2006	16	2025	\$100,000
36th & Rogers	3514 W Rogers St	18	2007	15	2026	\$150,000
Arrow & Comstock	1867 W Arrow St	19	2003	19	2026	\$75,000
Marsupial Bridge	1741 N Water St	22	2014	8	2026	\$150,000
16th & Hopkins	1601 W Hopkins St	23	2002	20	2026	\$125,000
62nd & Kaul	6210 W Kaul Ave	25	1998	24	2026	\$100,000
Kaszube Park	1421 S Carferry Dr	57	1978	44	2026	\$50,000
12th & Wright	2435 N 12th St	26	1996	26	2027	\$200,000
97th & Thurston	9714 W Reichert Ave	27	2000	22	2027	\$150,000
90th & Bender	8900 W Bender Rd	30	2014	8	2027	\$200,000
Keefe & Palmer	117 E Keefe Ave	15	2014	8	2027	\$100,000
29th & Meinecke	2403 N 29th St	24	2009	13	2028	\$125,000
84th & Burbank	6700 N Hastings St	49	1998	24	2028	\$125,000
66th & Port	6440 W Port Ave	42	1999	23	2028	\$250,000
River Bend	3305 S 73rd St	45	2003	19	2028	\$150,000
Reservoir	626 E North Ave	- -	2006	16	2029	\$500,000
Kadish	701 E Garfield Ave	54	2002	20	2029	\$250,000
Ellen	1829 E Fernwood Ave	48	2004	18	2030	\$250,000
4th & Mineral	937 S 4th St	46	2010	12	2030	\$75,000
Hartung	3342 N Argonne Dr	62	2009	13	2030	\$400,000
Arlington Heights	3429 W Pierce St	32	2015	7		
Marcus DeBack	2461 N 55th St	38	2016	6		
Gardner	6632 W Hustis Ave	61	2016	6		
Phillips	1800 N 17th St	44	2016	6		
Buffum & Center	2624 N Buffum St	52	2017	5		
Foundation	3701 N 37th St	51	2017	5		
21st & Keefe	2105 W Keefe Ave	21	2018	4		
5th & Randolph	3460 N 5th St	43	2018	4		
Paliafito Park	901 S 3rd St	63	2018	4		
Snail's Crossing	3050 N Bremen St	60	2018	4		
Gore	1970 W Olive St	58	2019	3		
Trowbridge	1530 S 38th St	55	2019	3		
35th & Lincoln	3430 W Lincoln Ave	56	2020	2		
16th & Edgerton	1600 W Edgerton Ave	53	2020	2		
Witkowiak	1656 S 4th St	7	2021	1		
29th & Clybourn	449 N 28th St	8	2021	1		

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.

- ▶ Programs Impacted by this Recommendation:
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▷ RACM
 - ▷ Milwaukee Water Works
- ▶ Timing: 1-2 years

4. Enhance the branding for MKE Parks to strengthen the identity for the City's park facilities to highlight the City's park system and attract funding/support, and distinguish itself from the Milwaukee County Parks system and Milwaukee Recreation playfields (Milwaukee Public Schools).

- ▶ Programs Impacted by this Recommendation:
 - ▷ MKE Parks
- ▶ Timing: Short 1-2 years

5. Evaluate creating a "Parks HQ" for operations and maintenance within an existing city-owned or surplus building.

- ▶ Programs Impacted by this Recommendation:
 - ▷ MKE Parks
- ▶ Timing: Long 5+ years

6. Evaluate creating a 100% electrified park operations and maintenance fleet. This would align with sustainability plan goals and serve as a pilot for larger implementation across other departments.

- ▶ Programs Impacted by this Recommendation:
 - ▷ MKE Parks
- ▶ Timing: Long 5+ years

7. Investigate the creation of an advisory committee or task force to advocate for or on behalf of City parks and provide input on system-wide priorities. An official advisory board/committee would help to elevate park needs as board members would be comprised of Common Council members, local park advocates/neighbors, and local philanthropic organizations. This would further increase the involvement of local stakeholders in the decision making process.

- ▶ Programs Impacted by this Recommendation:
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
- ▶ Timing: Short 0-1 year

- 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 Plays. Staff has proposed a way to increase capacity (1 FTE) while remaining budget neutral.
- ▶ Re-Classify Engineering Tech Position & MKE Plays Coordinator. The work done by the two MKE Plays staff does not currently align with their job titles and descriptions. These should be reclassified as:
 - ▷ MKE Parks Facilities Coordinator
 - ▷ MKE Parks Community Coordinator
 - ▶ Creating a dedicated staff position for outreach and engagement would provide the level of community engagement, playground improvements, and philanthropic support necessary to maintain and improve Milwaukee's portfolio of parks and play spaces.
 - ▶ Timing: Short 0-1 year (funding dependent)
 - ▶ Restore the Parks Supervisor or a similar parks management staff position in the DPW Bridges & Buildings division. This position would advocate for parks internally while overseeing everyday park maintenance operations, as well as park reconstruction activities, fundraising, community engagement, programming, planning, and evaluation. It would also eliminate oversight from the Facilities Maintenance Manager, streamlining the coordination process.
 - ▶ Timing: Medium 2-3 years
- 9.** Determine needs and assign City maintenance staff dedicated to playground and pocket park maintenance. Options include assigning a small seasonal workforce crew or full time year round crew. Playground maintenance in this recommendation is defined as weed trimming and treatment, litter/refuse pickup, garbage removal and raking of loose safety fill.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Short 0-1 year
- 10.** ECO and MKE Parks should continue working together to identify options for a pilot program for community-led maintenance of City facilities.
- ▶ Programs Impacted by this Recommendation
 - ▷ ECO HOME GR/OWN
 - ▷ MKE Parks
 - ▶ Timing: Medium 2-3 years
- 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.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Medium 2-3 years

Table 7.2: Current & Proposed Expenditures & Budget

ESTIMATED EXPENDITURES (CURRENT)	O&M	CAPITAL / ADA	FUNDRAISING	TOTAL
Administration				
Engineering Tech IV	\$110,000			\$110,000
MKE Parks Coordinator		\$70,000	\$30,000	\$100,000
Facilities Maintenance Manager		\$10,000		\$10,000
Landscape Maintenance				
Private Contract	\$340,000			\$340,000
Facilities Repair				
Supplies/Equipment/Tools/Materials	\$250,000			\$250,000
Facilities Construction				
Supplies/Equipment/Tools/Materials		\$320,000	\$320,000	\$640,000
Total	\$700,000	\$400,000	\$350,000	\$1,450,000

ESTIMATED EXPENDITURES (CURRENT)	O&M	CAPITAL / ADA	FUNDRAISING	TOTAL
Administration				
MKE Parks Supervisor	\$60,000	\$60,000		\$120,000
MKE Parks Facilities Coordinator	\$90,000			\$90,000
MKE Parks Community Coordinator		\$90,000		\$90,000
Landscape Maintenance				
Seasonal Technician	\$50,000			\$50,000
Seasonal Technician	\$50,000			\$50,000
Seasonal Technician	\$50,000			\$50,000
Facilities Repair				
Supplies/Equipment/Tools/Materials	\$200,000			\$200,000
Facilities Construction				
Supplies/Equipment/Tools/Materials		\$400,000	\$400,000	\$800,000
Total	\$500,000	\$550,000	\$400,000	\$1,450,000

Note: These titles and rates are estimates for planning purposes only; the City's Department of Employee Relations review would be required to determine final job title and classifications.

- 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.
- ▶ Consideration should be given to dedicating \$2.50 per person for parks development, maintenance, and programming provided through the annual City budget
 - ▶ Micro Bonding: community micro bonds can be used for both social and economic development projects, and can allow the local community to participate in an investment opportunity in their own neighborhood. The community can select and fund local-scale projects including parks, while providing investment opportunities for historically marginalized populations. Micro bonds are sold in very small increments (usually under \$100) to investors, promoting wealth creation for (often) low-income consumers.
 - ▶ “Rounding Up” on residential and commercial water bills: allowing city residents and property owners the option to round up to the nearest dollar to support dedicated funding for City parks.
 - ▶ Individual contributions: partnering with a non-profit to manage/accept donations
 - ▶ Sponsorship: create sponsorship opportunities for community partners to “adopt” a park and contribute to the investment and maintenance
- ▶ Tax Incremental Financing (TIF): make use of TIF when opportunities arise and project planning and feasibility allow to contribute to funding for park reconstruction
 - ▶ Explore potential revenue-generating opportunities in city parks, including mobile beer gardens, wedding/party rentals, and field rentals.
 - ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Short term and ongoing.
- 13.** Expand funding sources for recreational sites, including playgrounds, to include grants from applicable State and Federal programs, including Community Development Block Grant (CDBG) funds. Doing so would add another source of revenue, on top of City capital funds and donated funds that may be leveraged to improve services and offset public costs. Continue to leverage external funding opportunities including State, Federal, and philanthropic funding.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Short 0-1 year

14. Support the 0.5% sales tax increase to pay for parks. The City of Milwaukee, along with Milwaukee County and many of its municipalities, have proposed “**A Fair Deal for Milwaukee;**” which would create a new partnership with the State of Wisconsin to protect public services and address the unique tax structure faced by Milwaukee which limits revenue sources available to fund municipal services, creating an over reliance on the property tax. A Fair Deal asks the State to authorize a binding referendum allowing Milwaukee residents to vote to authorize a one cent sales tax increase.

- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▷ City-maintained trails and bike facilities
 - ▷ RACM/Public-Private outdoor recreation facilities
- ▶ Timing: Ongoing

15. Develop and conduct an annual condition assessment, with high-frequency inspections performed every park visit, looking for safety issues, using metrics that can be tracked over time. Revise playground assessment and conditions ratings to include observational information. There is no formal assessment process outside of the current conditions rating that determines play area need and usage of facilities. For this recommendation, observational information can include numbers of users on a given day, equipment being used or not used, types of activities occurring, and accessibility impediments adjacent to park borders. Such qualitative data such would add a deeper informational element to the rating and evaluation system.

- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
- ▶ Timing: Short 0-1 year

16. Observational assessments, as recommended above, should include evaluating park access. This would include determining whether playgrounds are underused due to unsafe street crossing conditions near the playground or poor lighting or visibility on main routes to the playground. When such issues arise, DPW should work with area residents to mitigate any accessibility impediments.

- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▷ DPW
- ▶ Timing: Medium 2-3 years

- 17.** Evaluate existing and future park and orchard sites for Bublr bike share locations. Adding Bublr locations at appropriate City playgrounds provides easier access to the sites and would relieve Bublr of the costly or lengthy lease issues that may otherwise arise.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Medium 2-3 years
- 18.** Support the redevelopment of Victory Over Violence Park.
- ▶ Programs Impacted by this Recommendation
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Medium 2-3 years
- 19.** Continue working towards eliminating the outdoor playground reconstruction backlog for City park sites, and ensuring that all recreational spaces are brought into compliance based on the ADA Transition Plans.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Long 5+ years
- 20.** Reduce stormwater runoff and the amount of impervious pavement on City parks. As updates occur to playgrounds and other facilities, consider replacing asphalt with low maintenance turf, native plantings, or other green infrastructure facilities (bioswales, rain gardens) will improve stormwater runoff conditions.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ HOME GR/OWN
 - ▶ Timing: Long 5 + years (ongoing)
- 21.** Evaluate potential outdoor recreation spaces based on the findings of the Gap Analysis. Discontinuing underused sites that are not well situated will free up additional funds for maintenance or replacement sites within the same neighborhood that may be more actively used. Refine the analysis as additional data becomes available, priorities shift, and for the next update in 2028.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Long 5 + years
- 22.** Continue to use and update the indicators in the Equity Analysis when identifying parks that should be constructed or improved. Refine the analysis as additional data becomes available, priorities shift, and for the next update in 2028.
- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▶ Timing: Ongoing, as needed.

23. Develop a program-wide engagement strategy for the creation and reconstruction of City recreational facilities.

- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
- ▶ Timing: Medium 2-3 years

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.

- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
- ▶ Timing: Medium 2-3 years

25. Collaborate with Milwaukee Public Schools (MPS) and Milwaukee County Parks to conduct outreach and engagement for all three systems' 2028-2033 Comprehensive Outdoor Recreation Plans in order to maximize engagement and understanding of the larger park system and role and responsibility for each. Begin planning for this process by 2024 to secure funding and establish the framework for the process.

- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ ECO HOME GR/OWN
 - ▷ RACM
- ▶ Timing: Medium 2-3 years

Partnership Parks Recommendations

- 26.** Work with partners to implement the recommendations of the Gathering Space Feasibility Study, which is incorporated as Appendix A to this CORP.
- ▶ Timing: Short 0-2 years
- 27.** Work with Milwaukee County and other land stewardship partners to explore funding opportunities to support expansion and improvements of the Bradley Woods and Research Park Woods sites on the far northwest side. This could include funding to acquire the portions of these natural areas and species habitats
- ▶ Timing: Medium 2-3 years
- 28.** Streamline coordination and communication regarding use of vacant lots, including leases, maintenance, and real estate sales.
- ▶ Programs Impacted by this Recommendation
 - ▷ City Real Estate Division's Vacant Lot Program
 - ▷ ECO HOME/GROWN
 - ▶ Timing: 5+ years
- 29.** Support the ongoing design and implementation of the West Basin and identify roles during implementation and after to sustain the new public space and access to it.
- ▶ Programs Impacted by this Recommendation
 - ▷ RACM
 - ▷ DPW
 - ▷ MKE Parks
 - ▶ Timing: 5+ years
- 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.
- ▶ Programs Impacted by this Recommendation
 - ▷ DCD
 - ▷ DPW
 - ▷ RACM
 - ▷ MKE Parks
 - ▷ Mayor's Office
 - ▶ Timing: Ongoing

Trails & Riverwalk Recommendations

31. Establish installation, programming and maintenance agreements with outside groups. Installation of signs, art, sculptures, etc. is permitted on City trails. Items such as these provide interesting focal points and generally elevate the trail experience. Such items, however, may cause unsafe conditions, unwanted maintenance issues or competing programmatic goals. The use of installation, programming or maintenance agreements should reduce these issues and eliminate communication and jurisdictional ones.

- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
- ▶ Timing: Short 0-1 year

32. Identify best practices for trail maintenance. Maintaining trails in the city of Milwaukee is an on-going issue. Identify best practice efforts to reduce maintenance costs.

- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
 - ▷ DPW Forestry
 - ▷ Partnership with Milwaukee County and others
- ▶ Timing: Short 0-1 year

33. Create new and improve existing street crossings along trail locations to maximize safety, visibility, and access. Trail and Riverwalk segments are interrupted at various points by the street system, sometimes creating unsafe and potentially hazardous crossing and access conditions. These areas should be identified and hazards mitigated to reduce the number of street crossing “stress points” on the trail network. Opportunity areas should be identified during implementation and as part of regular assessments to be determined. This work may be eligible for funding through State and Federal programs.

- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
- ▶ Timing: Medium 2-3 years

34. Improve bike parking at park sites. Incorporate bike parking strategies during park improvement projects. There is currently limited bike parking available in many City outdoor recreation sites. Bike parking should be incorporated into the MKE Parks design process. For parks that will not be improved through MKE Parks in the near future and lack bicycle parking, consideration should be made to secure funding to add bike racks, potentially through partnerships.

- ▶ Programs Impacted by this Recommendation
 - ▷ MKE Parks
 - ▷ DPW Multimodal
- ▶ Timing: Medium 2-3 years

- 35.** Plan for and implement a “low-stress” on-street bike network and “all ages and abilities” facilities and incorporate into the forthcoming Transportation and Mobility Plan. The City should create a Transportation and Mobility plan with broad community engagement to develop a detailed vision of the future of Milwaukee streets and specific strategies for achieving that vision. A Transportation and Mobility plan would involve not only updates to the existing Milwaukee by Bike Plan and Pedestrian Plan but also a comprehensive analysis of all travel modes in the city. In the meantime, efforts to create the initial segments of the network should be pursued when opportunities arise.
- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
 - ▶ Timing: Medium 2-3 years
- 36.** Continue partnership with Milwaukee County to install trail signage and wayfinding as recommended by the Milwaukee Bike/Walk Sign Plan. Current signage is small or misplaced in some locations along City and County trails.
- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multi Modal
 - ▶ Timing: Medium 2-3 years
- 37.** Lead and support implementation of the South Powerline Trail in partnership with the City of Greenfield, the City of St. Francis, the Milwaukee Metropolitan Sewerage District, Route of the Badger, and residents.
- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
 - ▶ Timing: Long 5+ years
- 38.** Support and lead implementation of the Beerline Trail (and the 20th Street Powerline Trail) in partnership with Milwaukee County, the City of Glendale, WisDOT, area residents, and the Beerline Trail Project Leadership Team.
- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
 - ▷ DCD
 - ▶ Timing: Long 5+ years
- 39.** Lead and support implementation of the Kinnickinnic River Trail in partnership with Milwaukee County, Milwaukee Metropolitan Sewerage District, KK River Neighbors in Action (area residents), and the Sixteenth Street Community Health Centers.
- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
 - ▷ DCD
 - ▶ Timing: Medium 2-3 years

40. Support the planning and future implementation of the 30th Street Corridor Trail in partnership with Route of the Badger, Southeastern Wisconsin Regional Planning Commission, Milwaukee County, Milwaukee Metropolitan Sewerage District, The Corridor, and other area partners.

- ▶ Programs Impacted by this Recommendation
 - ▷ DPW Multimodal
 - ▷ DCD
- ▶ Timing: Long 5+ years

41. Support the expansion of the Riverwalk along the Menomonee and Kinnickinnic Rivers, including the planned development of the Komatsu section. As expansion occurs in the Harbor District and Menomonee Valley, work with partners to incorporate innovative stormwater management, landscaping, and habitat improvements on Riverwalk segments as proposed in the Riverwalk Design Standards for these areas.

- ▶ Programs Impacted by this Recommendation
 - ▷ DCD
 - ▷ DPW
- ▶ Timing: Long 5+ years

42. Support Milwaukee County's Northwest Trail Connections effort to address inequitable access to trails on the city's north side. The final Plan will present a vision for walk and bike connectivity on the northside of Milwaukee and surrounding areas and prioritize specific projects for implementation based on equity considerations, input from the public, feasibility, and other factors.

- ▶ Programs Impacted by this Recommendation
 - ▷ DPW
 - ▷ DCD
- ▶ Timing: Long 5+ years



APPENDIX A

EQUITY ANALYSIS INDICATORS





Equity Analysis & Indicators

Chapter 4 provides the methodology, summary analysis and findings of the 2022 to 2027 CORP Equity Analysis. Table A.1 shows the indicators selected for the parks equity analysis, and includes descriptions, data sources, and weights given to each indicator within the analysis. The higher the weight, the more it factored in to the analysis; for example, demographic characteristics combined comprised about 27% of a parks score, more than the physical environment (5%).

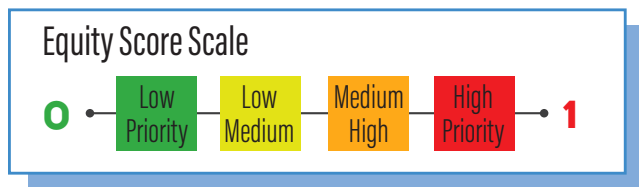
The raw or unweighted indicators data for each park are provided in the table on the following pages. These data are the neighborhood conditions within 1/2 mile (or 10-minute walk time) of each park, and can help inform decision making related to planning, design, maintenance, and programming.

Table A.1: Indicators & Weights Selected for the Parks Equity Analysis

CATEGORY	WEIGHT	DESCRIPTION	DATA SOURCE
DEMOGRAPHIC INDICATORS		27%	
Population density	(8%)	The estimated density of the population in that park service area (population divided by the total acreage).	ESRI's Community Analyst, 2021. Modeled on American Community Survey data
Population of children	(10%)	Total number of people under the age of 18 living within the 1/2 mile service area.	ESRI's Community Analyst, 2021. Modeled on American Community Survey data
Persons of color	(4%)	Count and percent of people living within a 1/2 mile walk who identify as non-white, and includes white people who identify as Hispanic or LatinX.	ESRI's Community Analyst, 2021. Modeled on American Community Survey data
Children with disabilities	(5%)	Percent of persons under age 18 that have 1 or more disabilities.	American Community Survey 2015-2019 estimate for Census Tract
ECONOMIC INDICATORS		8%	
Low income households	(4%)	Percent of households whose income is at or below 200% of the poverty level.	ESRI's Community Analyst, 2021. Modeled on American Community Survey data
Children in poverty	(4%)	Percent of total children who live in a household with an income at or below the poverty level.	American Community Survey 2015-2019 estimate for Census Tract
HEALTH INDICATORS		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.	Center for Disease Control and Prevention's "Places" data (Behavioral Risk Factor Surveillance System)
Obesity	(5%)	Percent of adults who have a body mass index (BMI) ≥ 30.0 kg/m calculated from self-reported weight and height.	Center for Disease Control and Prevention's "Places" data (Behavioral Risk Factor Surveillance System)

Scores for each park range from “0” to “1.” A higher score indicates a higher need and therefore may indicate a priority for future repairs and improvements; for example, this analysis indicates that 30th & Cawker Park is in most need of improvement or replacement. Newer parks or parks that have recently undergone redevelopment tend to score lower.

Paliafito Park was not included in the final scoring as this is a passive or undeveloped park; indicators data were, however, collected and is provided in the table. Kaszube Park, located on Jones Island, was included in the analysis, however, given the small population (fewer than 20 people) captured in its 1/2 mile service area, this data is suppressed.



Continued – Table A.1: Indicators & Weights Selected for the Parks Equity Analysis

CATEGORY	WEIGHT	DESCRIPTION	DATA SOURCE
ACCESS INDICATORS		10%	
No vehicle available	(5%)	Percent of households that lack access to a vehicle.	ESRI's Community Analyst, 2021. Modeled on American Community Survey data
Access to other parks	(5%)	Total number of outdoor recreation areas within a ½ mile walk. This includes all properties with a land use classification of parks, playgrounds, and parkways, City- and County-owned parks, and MPS playfields.	GIS spatial analysis, City and County data sources
PHYSICAL ENVIRONMENT		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 ½ mile walk. This excludes any units in buildings classified as mixed-use.	GIS spatial analysis, Milwaukee's Master Property File (MPROP)
Tree canopy coverage	(2%)	Total acreage of tree canopy that covers the land within a ½ mile walk.	Wisconsin Department of Natural Resources Urban Tree Canopy Analysis, 2013
Impervious surface	(2%)	Total acreage of the impervious surface (sidewalk, streets, roofs, etc.) within a ½ mile walk.	Milwaukee County, 2020
PARK CONDITION RATING		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).	City of Milwaukee survey

Equity Analysis Indicators

	RANK	PARK	SCORE	PROGRAM	PARK CONDITION RATING SCORE
HIGH PRIORITY PARKS	1	30th & Cawker	0.77	MKE Parks	1.50
	2	13th & Lapham	0.76	MKE Parks	2.00
	3	Unity Orchard	0.74	HOME GR/OWN	1.50
	4	Nigella Community Orchard	0.72	HOME GR/OWN	1.50
	5	Harambee Square	0.69	HOME GR/OWN	1.50
	6	29th & Melvina	0.68	MKE Parks	1.67
	7	Witkowiak	0.67	MKE Parks	2.00
	8	29th & Clybourn	0.67	MKE Parks	2.00
	9	MLK Peace Place	0.66	HOME GR/OWN	2.00
	10	26th & Medford	0.65	MKE Parks	1.80
MEDIUM-HIGH PRIORITY PARKS	11	Adams Park	0.64	HOME GR/OWN	2.00
	12	40th & Douglas	0.63	MKE Parks	1.75
	13	31st & Lloyd	0.63	MKE Parks	2.20
	14	Butterfly	0.63	MKE Parks	2.60
	15	Keefe & Palmer	0.62	MKE Parks	2.40
	16	18th & Washington	0.61	MKE Parks	2.60
	17	Reiske	0.61	MKE Parks	2.80
	18	36th & Rogers	0.60	MKE Parks	2.00
	19	Arrow & Comstock	0.59	MKE Parks	3.00
	20	Zillman	0.58	MKE Parks	1.33
	21	21st & Keefe	0.57	MKE Parks	2.80
	22	Marsupial Bridge	0.56	MKE Parks	1.40
	23	16th & Hopkins	0.56	MKE Parks	2.60
	24	29th & Meinecke	0.55	MKE Parks	2.40
	25	62nd & Kaul	0.55	MKE Parks	2.60
	26	12th & Wright	0.55	MKE Parks	2.50
	27	97th & Thurston	0.55	MKE Parks	2.40
	28	Johnson-Odom	0.54	MKE Parks	2.20
	29	84th & Florist	0.53	MKE Parks	2.40
	30	90th & Bender	0.51	MKE Parks	2.40
	31	Metcalfe Rising Park	0.50	HOME GR/OWN	3.00

POPULATION	POPULATION DENSITY (PER ACRE)	CHILD POPULATION	PERCENT PERSONS OF COLOR	PERCENT CHILDREN WITH DISABILITIES	LOW INCOME HOUSEHOLDS	PERCENT CHILDREN IN POVERTY
4,106	11.9	1,472	97.6%	9.5%	2,970	50.8%
10,890	29.3	4,665	91.2%	9.1%	8,133	52.1%
6,631	19.2	2,985	95.7%	2.5%	4,618	45.3%
3,813	14.5	1,347	96.0%	9.7%	2,874	66.8%
4,398	12.5	1,405	80.5%	5.4%	3,060	31.0%
2,444	13.2	604	99.5%	2.6%	1,596	28.3%
6,042	16.6	2,072	77.7%	10.9%	4,496	63.3%
5,441	15.2	1,569	81.0%	10.7%	3,895	55.3%
4,406	12.7	1,591	93.8%	8.3%	3,117	44.7%
3,488	9.9	1,210	98.1%	4.1%	2,674	47.1%
3,246	14.9	1,157	97.5%	9.7%	2,476	66.8%
1,521	6.6	381	89.5%	3.0%	800	61.9%
4,613	13.9	1,962	98.2%	9.9%	3,233	59.2%
7,016	19.6	3,177	96.9%	10.2%	5,117	43.7%
5,018	14.8	1,852	92.1%	11.3%	3,736	41.7%
8,502	25.1	2,960	87.9%	9.2%	6,001	47.1%
10,721	29.4	4,073	83.1%	8.3%	7,613	51.9%
6,224	18.3	2,285	83.0%	4.3%	3,875	36.9%
12,139	31.1	4,708	88.7%	10.0%	8,920	41.3%
3,327	9.5	512	31.5%	11.2%	1,354	28.8%
5,168	15.0	1,583	98.4%	2.8%	3,748	81.2%
7,259	20.3	753	26.1%	<1%	2,123	0.0%
4,489	12.8	1,655	98.9%	5.1%	3,224	59.1%
2,557	8.2	971	97.6%	3.7%	1,805	57.7%
2,113	9.2	853	95.4%	5.6%	1,446	59.6%
3,043	9.0	1,068	98.3%	7.6%	2,177	38.4%
3,149	12.9	1,263	90.2%	<1%	1,879	34.4%
5,314	14.6	1,499	71.2%	5.5%	3,124	46.2%
1,957	7.6	771	86.6%	5.8%	1,240	42.5%
2,443	9.5	701	81.3%	10.3%	959	48.1%
5,213	15.4	2,205	96.4%	3.7%	3,427	57.7%

Equity Analysis Indicators *(continued)*

	RANK	PARK	SCORE	PROGRAM	PARK CONDITION RATING SCORE
HIGH PRIORITY PARKS	1	30th & Cawker	0.77	MKE Parks	1.50
	2	13th & Lapham	0.76	MKE Parks	2.00
	3	Unity Orchard	0.74	HOME GR/OWN	1.50
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	7	Witkowiak	0.67	MKE Parks	2.00
	8	29th & Clybourn	0.67	MKE Parks	2.00
	9	MLK Peace Place	0.66	HOME GR/OWN	2.00
	10	26th & Medford	0.65	MKE Parks	1.80
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	14	Butterfly	0.63	MKE Parks	2.60
	15	Keefe & Palmer	0.62	MKE Parks	2.40
	16	18th & Washington	0.61	MKE Parks	2.60
	17	Reiske	0.61	MKE Parks	2.80
	18	36th & Rogers	0.60	MKE Parks	2.00
	19	Arrow & Comstock	0.59	MKE Parks	3.00
	20	Zillman	0.58	MKE Parks	1.33
	21	21st & Keefe	0.57	MKE Parks	2.80
	22	Marsupial Bridge	0.56	MKE Parks	1.40
	23	16th & Hopkins	0.56	MKE Parks	2.60
	24	29th & Meinecke	0.55	MKE Parks	2.40
	25	62nd & Kaul	0.55	MKE Parks	2.60
	26	12th & Wright	0.55	MKE Parks	2.50
	27	97th & Thurston	0.55	MKE Parks	2.40
	28	Johnson-Odom	0.54	MKE Parks	2.20
	29	84th & Florist	0.53	MKE Parks	2.40
	30	90th & Bender	0.51	MKE Parks	2.40
	31	Metcalfe Rising Park	0.50	HOME GR/OWN	3.00

POOR MENTAL HEALTH	ADULT OBESITY	NO VEHICLE AVAILABLE (HOUSEHOLDS)	ACCESS TO OTHER PARKS	MULTI FAMILY UNITS (COUNT)	TREE CANOPY (ACRES)	IMPERVIOUS SURFACE (ACRES)
21.3%	52.2%	33.4%	2	82	49.7	208.2
19.9%	44.6%	21.2%	3	848	42.3	253.9
19.9%	49.1%	32.7%	6	270	71.2	195.9
19.5%	45.2%	25.7%	5	140	63.0	152.1
21.8%	52.1%	24.5%	6	515	87.0	198.1
19.2%	50.8%	32.6%	1	193	26.2	113.5
21.2%	44.6%	23.5%	6	670	41.9	320.4
19.1%	45.5%	37.3%	5	2,288	52.1	222.1
20.3%	49.4%	36.2%	3	288	98.1	175.5
19.4%	49.0%	32.6%	6	108	53.3	200.0
19.5%	45.2%	24.7%	6	134	55.2	131.6
17.2%	44.1%	34.6%	1	180	53.5	128.5
21.9%	48.8%	28.5%	7	221	55.7	177.8
23.1%	51.0%	33.7%	6	359	71.8	200.9
22.0%	51.4%	28.2%	5	248	72.0	208.0
20.3%	44.1%	24.9%	5	865	52.7	225.0
19.2%	42.8%	18.3%	3	911	61.4	230.8
16.8%	39.2%	7.5%	4	125	52.0	225.6
19.8%	43.0%	19.3%	5	711	62.6	252.2
14.9%	34.1%	12.4%	8	661	67.9	272.2
23.2%	53.2%	30.0%	3	100	68.7	221.7
13.7%	29.8%	14.8%	5	3,456	61.0	249.1
18.7%	47.3%	39.6%	5	182	77.3	216.1
19.4%	49.7%	30.4%	6	197	45.0	180.6
20.6%	43.3%	25.1%	1	308	32.3	125.3
17.2%	47.1%	36.9%	4	274	70.1	170.5
19.5%	45.0%	16.3%	2	821	41.5	142.3
15.5%	42.7%	23.0%	6	487	91.7	214.3
17.9%	42.3%	12.7%	1	415	54.9	130.9
17.8%	38.8%	15.2%	2	496	66.6	137.7
19.4%	49.7%	34.7%	7	168	50.0	202.2

Equity Analysis Indicators *(continued)*

	RANK	PARK	SCORE	PROGRAM	PARK CONDITION RATING SCORE
LOW-MEDIUM PRIORITY PARKS	32	Arlington Heights	0.50	MKE Parks	3.00
	33	45th & Keefe	0.46	MKE Parks	2.80
	34	Darien & Kiley	0.46	MKE Parks	2.80
	35	78th & Fiebrantz	0.43	MKE Parks	2.60
	36	51st & Stack	0.42	MKE Parks	2.40
	37	31st & Galena	0.41	MKE Parks	3.50
	38	Marcus DeBack	0.41	MKE Parks	3.17
	39	Sunshine Park	0.40	HOME GR/OWN	3.25
	40	Ezekiel Gillespie	0.40	HOME GR/OWN	3.50
	41	Dr. L. Carter Jr Park	0.40	HOME GR/OWN	4.00
	42	66th & Port	0.39	MKE Parks	3.00
	43	5th & Randolph	0.38	MKE Parks	3.80
	44	Phillips	0.37	MKE Parks	3.67
	45	River Bend	0.37	MKE Parks	2.40
	46	4th & Mineral	0.36	MKE Parks	3.20
	47	Scholars Park	0.36	HOME GR/OWN	4.00
	48	Ellen	0.36	MKE Parks	2.50
	49	84th & Burbank	0.35	MKE Parks	3.20
50	Foundation	0.35	MKE Parks	4.00	
51	Fondy Park	0.35	HOME GR/OWN	4.00	
52	Buffum & Center	0.34	MKE Parks	3.80	
LOW PRIORITY PARKS	53	16th & Edgerton	0.33	MKE Parks	3.50
	54	Kadish	0.33	MKE Parks	3.20
	55	Trowbridge Square	0.33	MKE Parks	3.80
	56	35th & Lincoln	0.32	MKE Parks	4.00
	57	Kaszube	0.32	MKE Parks	3.00
	58	Gore	0.32	MKE Parks	4.00
	59	Victory Over Violence	0.31	HOME GR/OWN	4.00
	60	Snail's Crossing	0.30	MKE Parks	3.60
	61	Gardner	0.28	MKE Parks	3.60
	62	Hartung	0.17	MKE Parks	3.60
	63	Paliafita	--	MKE Parks	--

POPULATION	POPULATION DENSITY (PER ACRE)	CHILD POPULATION	PERCENT PERSONS OF COLOR	PERCENT CHILDREN WITH DISABILITIES	LOW INCOME HOUSEHOLDS	PERCENT CHILDREN IN POVERTY
4,076	17.2	1,384	78.9%	7.5%	2,830	47.4%
5,462	14.7	1,507	91.1%	11.9%	2,498	40.5%
2,367	10.3	913	86.9%	5.1%	1,446	19.1%
3,152	9.7	824	74.5%	2.8%	1,104	40.3%
3,948	11.2	832	42.1%	5.4%	1,290	12.4%
6,407	17.6	2,471	93.6%	4.4%	4,272	51.9%
7,268	18.6	2,297	64.3%	6.0%	2,881	43.0%
2,843	7.8	920	98.4%	7.6%	1,986	38.4%
3,818	10.5	1,320	98.3%	7.6%	2,737	38.4%
5,058	13.9	1,898	98.4%	8.1%	3,881	77.3%
2,637	14.7	646	80.7%	0.0%	1,101	23.8%
4,937	14.3	1,595	96.9%	11.3%	3,550	41.7%
3,411	9.4	1,170	96.2%	9.8%	2,289	32.7%
2,781	8.5	443	22.6%	2.8%	657	13.9%
3,778	10.7	979	67.2%	0.0%	2,198	54.5%
6,502	18.8	2,850	95.6%	2.5%	4,336	45.3%
2,745	13.0	391	11.7%	5.9%	614	3.5%
2,802	10.2	801	70.2%	3.8%	935	53.0%
3,450	15.9	1,206	88.5%	9.7%	2,282	63.8%
3,850	9.9	1,318	98.7%	10.4%	2,712	44.1%
6,779	18.9	1,579	59.4%	5.0%	3,766	68.7%
3,588	17.5	1,178	42.8%	8.0%	1,508	34.7%
5,287	16.5	963	40.7%	7.1%	2,033	25.7%
5,338	16.0	1,908	75.6%	3.1%	3,362	32.8%
6,109	19.5	2,389	87.8%	8.2%	3,508	35.6%
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3,922	12.3	1,241	97.8%	16.3%	2,101	24.7%
4,102	11.1	1,321	83.9%	5.4%	2,817	31.0%
7,309	21.1	1,576	50.0%	3.9%	3,768	48.6%
597	7.2	160	82.7%	3.8%	187	53.0%
2,578	8.6	573	26.1%	1.2%	335	11.6%
2,931	8.8	610	57.4%	0.0%	1,447	54.5%

Equity Analysis Indicators *(continued)*

	RANK	PARK	SCORE	PROGRAM	PARK CONDITION RATING SCORE
LOW-MEDIUM PRIORITY PARKS	32	Arlington Heights	0.50	MKE Parks	3.00
	33	45th & Keefe	0.46	MKE Parks	2.80
	34	Darien & Kiley	0.46	MKE Parks	2.80
	35	78th & Fiebrantz	0.43	MKE Parks	2.60
	36	51st & Stack	0.42	MKE Parks	2.40
	37	31st & Galena	0.41	MKE Parks	3.50
	38	Marcus DeBack	0.41	MKE Parks	3.17
	39	Sunshine Park	0.40	HOME GR/OWN	3.25
	40	Ezekiel Gillespie	0.40	HOME GR/OWN	3.50
	41	Dr. L. Carter Jr Park	0.40	HOME GR/OWN	4.00
	42	66th & Port	0.39	MKE Parks	3.00
	43	5th & Randolph	0.38	MKE Parks	3.80
	44	Phillips	0.37	MKE Parks	3.67
	45	River Bend	0.37	MKE Parks	2.40
	46	4th & Mineral	0.36	MKE Parks	3.20
	47	Scholars Park	0.36	HOME GR/OWN	4.00
	48	Ellen	0.36	MKE Parks	2.50
	49	84th & Burbank	0.35	MKE Parks	3.20
50	Foundation	0.35	MKE Parks	4.00	
51	Fondy Park	0.35	HOME GR/OWN	4.00	
52	Buffum & Center	0.34	MKE Parks	3.80	
LOW PRIORITY PARKS	53	16th & Edgerton	0.33	MKE Parks	3.50
	54	Kadish	0.33	MKE Parks	3.20
	55	Trowbridge Square	0.33	MKE Parks	3.80
	56	35th & Lincoln	0.32	MKE Parks	4.00
	57	Kaszube	0.32	MKE Parks	3.00
	58	Gore	0.32	MKE Parks	4.00
	59	Victory Over Violence	0.31	HOME GR/OWN	4.00
	60	Snail's Crossing	0.30	MKE Parks	3.60
	61	Gardner	0.28	MKE Parks	3.60
	62	Hartung	0.17	MKE Parks	3.60
	63	Paliafito	--	MKE Parks	--

POOR MENTAL HEALTH	ADULT OBESITY	NO VEHICLE AVAILABLE (HOUSEHOLDS)	ACCESS TO OTHER PARKS	MULTI FAMILY UNITS (COUNT)	TREE CANOPY (ACRES)	IMPERVIOUS SURFACE (ACRES)
20.1%	42.7%	29.0%	3	330	32.4	153.0
15.5%	45.5%	15.7%	6	227	109.0	216.3
17.4%	43.0%	12.1%	1	398	46.1	133.0
14.6%	38.5%	15.4%	3	266	76.2	190.6
14.5%	34.7%	7.6%	3	569	99.9	185.3
17.6%	35.4%	30.1%	4	475	76.6	201.2
14.7%	35.7%	21.7%	1	288	87.0	244.5
17.2%	47.1%	34.9%	7	298	68.7	194.8
17.2%	47.1%	36.2%	4	216	77.7	189.1
22.0%	52.9%	36.1%	5	158	69.5	186.4
14.1%	39.3%	19.7%	1	492	42.9	76.4
22.0%	51.4%	31.5%	8	229	89.5	198.5
18.6%	47.8%	24.0%	4	458	57.7	233.8
12.4%	31.9%	11.1%	4	667	95.1	182.3
14.6%	36.0%	17.0%	4	616	34.8	313.5
19.9%	49.1%	32.3%	6	278	71.8	196.0
11.1%	29.4%	4.3%	2	225	70.6	127.7
16.1%	40.3%	8.9%	2	330	83.9	130.1
18.4%	45.9%	31.5%	4	322	45.8	121.4
22.2%	51.5%	30.5%	6	173	62.9	209.4
20.1%	48.6%	20.5%	6	717	96.9	213.5
16.0%	36.4%	5.6%	1	270	55.5	115.3
12.9%	30.1%	12.6%	3	859	80.5	186.3
18.1%	40.6%	13.4%	4	142	39.1	259.4
18.2%	40.9%	9.1%	4	41	50.3	214.2
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15.8%	46.0%	24.0%	4	388	58.1	173.9
21.8%	52.1%	26.6%	6	550	89.1	210.1
15.0%	33.4%	16.1%	6	594	104.8	223.9
16.1%	40.3%	0.0%	1	90	21.6	27.2
11.6%	30.9%	4.1%	2	33	109.9	121.4
14.6%	36.0%	15.8%	3	728	29.8	298.5



Department of City Development
Department of Public Works
Environmental Collaboration Office
Office of Equity & Inclusion