



# VILLAGE OF GREENDALE COMPREHENSIVE OUTDOOR RECREATIONAL PLAN 2024

Adopted: December 19, 2023



  
*Cultivating Excellence In Every Student*

© Vandewalle & Associates 2023. All rights reserved.

The party to whom this document is conveyed (“Client”) from Vandewalle & Associates is granted the limited, non-transferable, non-exclusive right to copy this document in its entirety and to distribute such copies to others.

In no event shall Vandewalle & Associates be liable to Client or any third party for any losses, lost profits, lost data, consequential, special, incidental, or punitive damages, delays, or interruptions arising out of or related to the recommendations contained in this document.

Vandewalle & Associates shall not be liable or otherwise responsible for any future modifications to this document or their effect on the results of the implementation of the recommendations contained herein. In the event that Client modifies this document, the following disclaimer applies:

This document is based on copyrighted materials of Vandewalle & Associates. This document contains modifications that have not been reviewed or approved by Vandewalle & Associates. As a result, Vandewalle & Associates expressly disclaims any and all warranties associated with, or liability resulting or arising in any way from, this modified document.

# ACKNOWLEDGEMENTS

## **Greendale | Core Planning Team**

### **Greendale School District**

Dr. Kim Amidzich, Superintendent  
Jonathan Mitchell, Director of Business Services  
Steve Coombs, Director of Buildings & Grounds  
Jerad Galante, Athletics / Activities Director  
Ryan Broderick, Park and Recreation Director

### **Village of Greendale**

Mike Hawes, Village Manager  
Rod Damask, Director of Public Works  
Brian Van Klooster, Library Director

---

### **GROTH Design Group**

Pete Schneider, Partner in Charge  
Nathan J Schieve, Education Market Sector Leader  
Kara A Albrecht, Project Designer

---

### **Vandewalle & Associates**

Jackie Mich, AICP, Project Manager  
Meredith Perks, Associate Planner  
Daniel Eckberg, AICP, GIS Planner  
Jeff Maloney, Principal Designer  
Elona Bartnick, Associate Designer  
Elias Vareldzis, Assistant Planner  
Nicole Anderson, Project Assistant

---

Adopted by the Greendale Village Board December 19, 2023

# TABLE OF CONTENTS

Acknowledgements .....	iii
Executive Summary .....	1
<b>Chapter 1: Introduction and Existing Conditions .....</b>	<b>3</b>
Introduction .....	4
General Regional Context .....	5
Existing Conditions .....	5
<b>Chapter 2: Existing Park and Open Space Facilities .....</b>	<b>9</b>
Description of Existing Public Park and Recreation Facilities .....	10
<b>Chapter 3: Public Participation .....</b>	<b>35</b>
Community Survey .....	36
Site Visits, Public Engagement Session, and Focus Group Interviews .....	38
Parks and Recreation Committee .....	39
Public Open House and Joint Board meeting .....	39
<b>Chapter 4: Goals, Objectives, and Policies .....</b>	<b>41</b>
Mission statement .....	42
Goals .....	42
Objectives .....	42
Policies .....	43
<b>Chapter 5: Park and Open Space Standards .....</b>	<b>45</b>
National Standards and Comparable Community’s Standards .....	46
Greendale Park Standards .....	48
Service Areas .....	48
Programming and Staffing .....	49
<b>Chapter 6: Analysis of the Existing Park and Open Space System .....</b>	<b>51</b>
Quantitative Analysis .....	52
Qualitative Analysis .....	53
Geographic Analysis .....	54
Review of the Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2019-2023 (SCORP) .....	54
<b>Chapter 7: Park Facility Recommendations .....</b>	<b>55</b>
Recommended Improvements to Existing Parks .....	57
Recommended New Parks .....	62
Special Use Facilities Recommendations .....	62
<b>Chapter 8: Other Recommendations .....</b>	<b>67</b>
Natural and Open Space Areas Recommendations .....	68
Bicycle and Pedestrian Recommendations .....	68
Recreational Programming Recommendations .....	73
<b>Chapter 9: Implementation Action Plan .....</b>	<b>75</b>
Plan Updates .....	76
Capital Improvements Planning .....	76
Action Plan Matrix .....	77

# EXECUTIVE SUMMARY

The 2024 Village of Greendale Comprehensive Outdoor Recreation Plan (CORP) was prepared in accordance with the guidelines that will make it certifiable by the State of Wisconsin Department of Natural Resources and qualify Greendale for matching grant funds.

- The Village has grown over the past decade and in 2022 had a population of 14,815. By 2033, it is projected that Greendale will have a population of 15,020. By 2043, it is projected to have a population of 15,206. See Chapter 1 and Appendix.
- The Village of Greendale, in conjunction with the Greendale School District, owns, operates, and maintains 228 acres of developed parkland in 18 total Neighborhood and Community Parks, Special Use Areas, and School District facilities. Additionally, there are multiple other municipal, county, and state parks and trails within close proximity of the community. See Chapter 2.
- Multiple forms of public participation were utilized in this planning process including Parks and Recreation Committee meetings, stakeholder interviews, a public engagement session, and a community-wide online survey. See Chapter 3 and Appendix.
  - An online survey was utilized to gather over 637 people's opinions on current usage, prioritized park improvements, new facilities, and more.
  - Focus group interview sessions were conducted with School District and Village representatives, senior citizens, local organizations and interest groups, and local indoor and outdoor sports league user groups to gather an understanding of existing issues and future opportunities.
  - The Parks and Recreation Committee participated in three total meetings throughout the process in reviewing documents, providing key insight and feedback, and recommending the plan for adoption.
- In comparison to other similar sized communities in the region and national averages, Greendale compares favorably in terms of residents per park and developed park acres per 1,000 residents. See Chapter 5.
- A service area analysis was conducted to explore the geographic distribution of existing facilities in relationship to community residents. The majority of Greendale is very well covered in terms of service areas, but there are a few identified existing gaps within the Village, primarily as relates to accessibility of neighborhood parks at the edges of the community, as shown on Map 2.
- As of 2023, Greendale provides approximately 15.4 developed acres of parkland per 1,000 residents. The newly established standard for the Village moving forward will be the continued provision of approximately 15.4 acres per 1,000 residents. See Chapter 5.
- To meet the future population demand for developed parks, it is projected that Greendale will not need to acquire any newly developed park acres by either 2033 or 2043 to continue its existing service standard. See Chapter 6.
- A summary of key outdoor recreational findings is provided in Chapter 7. These findings informed the development of recommendations for the CORP.
- A detailed set of action steps were identified to assist the Village in advancing the goals and recommendations of this plan through implementation. See Chapter 10.

This page was left  
intentionally blank



# CHAPTER 1. INTRODUCTION & EXISTING CONDITIONS



**Greendale Schools**  
*Cultivating Excellence In Every Student*



# CHAPTER 1: INTRODUCTION AND EXISTING CONDITIONS

## INTRODUCTION

Communities throughout the world recognize that park lands, recreation trails, and natural areas are key components of high-quality living environments. Open spaces that allow people to connect with nature and provide opportunities for outdoor recreation create many benefits and serve many important functions, including creating and promoting activity within the community, supporting and accommodating healthy lifestyles, enhancing community building through participation in recreational activities, improving the aesthetics of public spaces, increasing property values, attracting visitors and tourists, shaping development patterns, and protecting the natural environment. The park and open space system of every community should be planned and designed to meet the diverse needs of its population. Proper recreation-based planning requires a focus on both the types of facilities needed to meet the needs of the community as well as the geographic distribution of those facilities relative to those who will use them.

The Greendale community's combined Village and School District park, recreation, and open space system is one of its many important amenities. The existing system plays a key role in the community's high quality of life, however, there are opportunities for and improvement to serve the Village's growing population, protect and maintain its high-quality natural resources, and embrace opportunities for open space preservation and recreation.

This Village of Greendale Comprehensive Outdoor Recreation Plan (CORP) is part of a joint Recreational Facilities Study undertaken by both the Village of Greendale and the Greendale School District. In coordination with one another, the Village and School District provide Greendale with a well-integrated network of outdoor park and recreational facilities, owned by both the Village and the School District, which are the focus of this component of the Recreational Facilities Master Plan. The CORP compiles, reviews, and updates information on the physical facilities and lands that make up the community's existing park, outdoor recreation, and open space system, in addition to providing guidance for its ongoing preservation and the future improvement and expansion of the system.

This Plan serves as an important element of Greendale's overall community comprehensive planning program. As such, the CORP addresses the long-range park and open space needs of the community over the next 10-20 years, with a specific focus on park and recreation action items over the next 5-year period (2024-2029). Five years is generally considered a reasonable horizon in park master planning because social, cultural, and political conditions tend to change enough over five years for the goals, objectives, policies, and recommendations that derived from previous plans to be reevaluated.

This CORP has been prepared in accordance with guidelines that will make it certifiable by the State of Wisconsin Department of Natural Resources (WisDNR) and qualify the Village of Greendale for matching grant funds through the Federal Land and Water Conservation Fund (LWCF), the Federal Recreation Trails Act (RTA), and the Knowles-Nelson Stewardship Local Assistance Grant Programs (State of Wisconsin). The CORP must be updated every five years to ensure that it reflects the current needs of the community and retains its WisDNR certification. The plan has also been prepared in accordance with Wisconsin Statutes 61.35, 236.29 and 66.0617. Furthermore, it will be incorporated as a detailed component of the Village's "Smart Growth" Comprehensive Plan under Wisconsin Statutes 66.1001.





This Plan is intended to build upon and refine the previous analysis and recommendations presented in the Village of Greendale 2020 Comprehensive Plan Update and establish the community’s first official CORP. Greendale’s public parks and open spaces are operated and maintained in coordinated partnership by the Village’s Department of Public Works and the Greendale School District. This CORP was prepared under the direction of Village and School District staff, the Village of Greendale Parks and Recreation Committee, and Village Board.

## GENERAL REGIONAL CONTEXT

The Village of Greendale is located in southeastern Wisconsin on the western edge of Milwaukee County, about 10 miles southwest of downtown Milwaukee and approximately 6 miles from the shores of Lake Michigan to the east. Greendale’s boundaries generally encompass the land between West Edgerton Avenue to the north, South 43<sup>rd</sup> Street to the east, the edge of the Root River Parkway to the south, and South 92<sup>nd</sup> Street to the west. The Village abuts the City of Greenfield to the north and east, the City of Franklin to the south, and the Village of Hales corners to the west.

With a unique history as one of the three established Greenbelt communities created by the Federal government in the 1930s, Greendale today is a strong community thanks to its unique character, rich history, quality schools, walkable and well-planned neighborhoods, vibrant Village Center, and wealth of opportunities for outdoor recreation. The Village’s convenient location near both Milwaukee and Waukesha, as well as its immediate proximity to both Interstate 94 and Interstate 43 allow many residents to take advantage of Greendale’s ease of access to nearby employment concentrations while also benefiting from the community’s small-town character, convenience, and natural amenities.

## EXISTING CONDITIONS

Greendale currently consists of just over 14,800 residents. The need for parks and recreational space is driven by the growing population of the community. Predicting how the community’s population might grow in the future provides important information about the amount of new parkland and recreational facilities that will be needed to serve the Village. The Village of Greendale experienced a significant population decline between 1990 and 2010 (the population fell by 8% during this period). Like many communities throughout Wisconsin, Greendale experienced significant construction and development in the 1990s, which sharply decreased during the Great Recession. The region’s slow economic recovery has resulted in much smaller increases in housing development and population growth over the course of the decades since the Recession. Since 2010, however, Greendale has begun to experience more significant increases in population, with the community growing by 6% in the last decade.

The communities surrounding Greendale have also experienced growth in recent years. Both Franklin and Greenfield, immediately adjacent to Greendale, have experienced similar levels of growth to Greendale in recent years. Nearby Oak Creek and comparable outer-ring suburb Sussex have seen even higher levels of population growth. This data indicates that several suburban regions surrounding Milwaukee are experiencing a population influx consistent with the State’s level of overall population growth, despite a decrease in the total population of Milwaukee County as a whole since 2010.

FIGURE 1.1: POPULATION TRENDS

	1990	2000	2010	2020	2022*	2000-2010	2010-2022
<b>Village of Greendale</b>	<b>15,128</b>	<b>14,405</b>	<b>13,980</b>	<b>14,160</b>	<b>14,815</b>	<b>-3%</b>	<b>6%</b>
City of Franklin	21,855	29,556	34,058	36,013	35,895	15%	5%
City of Greenfield	33,403	35,478	36,214	37,117	37,709	2%	4%
Village of Hales Corners	7,623	7,764	7,647	7,609	7,658	-2%	0%
City of Oak Creek	19,513	28,456	33,069	36,321	37,374	16%	13%
Village of Sussex	5,039	8,834	10,262	10,884	11,750	16%	15%
Milwaukee County	959,275	940,164	947,735	939,489	939,487	1%	-1%
Wisconsin	4,891,769	5,363,675	5,686,986	5,893,718	5,949,155	6%	5%

Source: U.S. Census Bureau, 1990 – 2020 Census.

\*WisDOA annual municipal population estimates, 2022.

Predicting future population growth is challenging and somewhat inexact. It should be noted that Greendale’s actual future population will depend on social and economic trends, market conditions, attitudes toward growth, and development regulations. See the Appendix for more details on the population projection methods analyzed. This set of projections was prepared specifically for this Plan and by the Wisconsin Department of Administration. All are projected through 2040. These forecasts provide the basis for determining future need for parks and open spaces.

For the purposes of this CORP, the Village will utilize the Linear Growth projection between 2000-2022 scenario as a reasonable, conservative estimate that would result in a total projected population of 15,020 residents by 2033 and 15,206 by 2043. The selected population projection forecast will be used to project future parkland and potential park impact fees needed in the Village.

FIGURE 1.2: VILLAGE OF GREENDALE POPULATION PROJECTIONS

	2010	2022**	2025	2030	2035	2040	% Change 2022- 2040	Pop. Increase 2022- 2040
WisDOA Projections*	13,980	14,815	14,430	14,470	14,790	14,910	1%	95
Linear Growth 1990-2022 <sup>(1)</sup>	13,980	14,815	14,786	14,737	14,688	14,639	-1%	- 176
<b>Linear Growth 2000-2022 <sup>(1)</sup></b>	<b>13,980</b>	<b>14,815</b>	<b>14,871</b>	<b>14,964</b>	<b>15,057</b>	<b>15,150</b>	<b>2%</b>	<b>335</b>
Linear Growth 2010-2022 <sup>(1)</sup>	13,980	14,815	15,024	15,372	15,720	16,068	8%	1,253
Compounded Growth 1990-2022 <sup>(2)</sup>	13,980	14,815	14,786	14,739	14,691	14,644	-1%	- 171
Compounded Growth 2000-2022 <sup>(2)</sup>	13,980	14,815	14,873	14,969	15,066	15,164	2%	349
Compounded Growth 2010-2022 <sup>(2)</sup>	13,980	14,815	15,037	15,415	15,803	16,200	9%	1,385

Source: U.S. Census Bureau, 1990-2020 Census.

\*Source: Wisconsin Department of Administration, 2013 population estimate.

\*\*Source: Wisconsin Department of Administration, 2022 Population Projections

1. Extrapolated based on the average annual population change over the given years.

2. Extrapolated based on the average annual percent change over the given years.

In 2020, the Village’s median age was 42, a slight decrease from previous decades but still higher than the statewide median age and that of Milwaukee County (40 and 35, respectively). The percentage of the Village’s population aged 18 and under was 25 percent, the highest it has been in the last two decades. The percentage of residents under 18 was also higher than both the statewide total (22 percent) and countywide total for Milwaukee County (24 percent), indicating that Greendale has a large and growing young population. Twenty one percent of the Village’s population was aged 65 and older – a higher percentage of the population than most surrounding incorporated communities besides Greenfield. While the percentage of residents over 65 has increased slightly since 2000, the median age in the Village has decreased, indicating a population that is getting younger even as the Baby Boomer generation continues to move into retirement age. While it will be important to keep in mind that the park and recreation system must accommodate the needs of a large percentage of residents who will be nearing or over the age of 65 in the next decade, the system will also need to accommodate the demands and needs of an increasingly young population.

The population of Greendale is predominantly white. This data depicts a relatively homogeneous population, however, there have been significant increases in the number of people who identify as Asian, the “other” racial category, and who identify as being of Hispanic or Latino in origin. The percentage of residents that comprise these three categories makes up a total of 19% of the population, representing a significant diversification of the community’s population. Care must be taken during the planning process to include and represent the needs and desires of minority groups in planning for future park and recreation spaces within the community.

The Village's average household size decreased between 2000-2020 from 2.85 to 2.44 persons per household, though it is still higher than the household sizes in many comparable communities. For comparison, the average household sizes in Milwaukee County and in Wisconsin in 2020 were 2.42 and 2.38, respectively. Additionally, the percentage of owner-occupied housing units in Greendale has not changed since 2000, staying at a steady ownership rate of 70% of the Village's occupied housing units.

Utilizing the population projections and methodology described earlier in this plan, the projected number of households were also calculated. The Linear Growth Projection between 2000-2022 was also selected to forecast future households. By 2040, it is projected that the Village will add 90 total new households. This projection methodology utilized a customized average household size projection between 2025-2040 based on analysis of the average household size rate of change projected by the Wisconsin Department of Administration between 2010 – 2040 and applied to the actual average household size reported in the 2020 Census. This approach factors in the Village's growth in population over the past several decades and the continued addition of younger families to the community while balancing the national and state-wide trend towards decreasing household sizes.

Parks and recreation are directly related to the community's overall public health because they provide opportunities for residents to participate in physical activities, get outside, and improve health education. Milwaukee County ranks among the least healthy counties in the state. Among communities within the County, Greendale provides a wide variety of park and recreational facilities and programming, however according to County level health data, there are still public health areas that can be improved, including the percentage of adults with obesity, diabetes, and heart disease. This information is important for assessing how healthy the Village of Greendale is today, while identifying areas of focus for improvement in the future.

A complete inventory, analysis, and review of Greendale's natural resource components, data trends, and existing plans can be found in CORP Appendix.



This page was left  
intentionally blank



# CHAPTER 2. EXISTING PARK & OPEN SPACE FACILITIES



**Greendale Schools**  
*Cultivating Excellence in Every Student*



# CHAPTER 2: EXISTING PARK AND OPEN SPACE FACILITIES

The Village provides various opportunities for residents to enjoy the outdoors. As provided below, Greendale's park, recreation, and open space system consists of a range of facilities including passive parks, playgrounds, and athletic fields. Other publicly owned sites include those owned by the Greendale School District. In total, the Village and Greendale School District own, operate, or lease a total of 256 acres of parkland in 20 park and school facilities. The Village itself owns or operates 12 park sites, while the School District provides the community with 8 facilities.

The presence of outdoor recreation sites and open spaces add significant opportunities for dynamic activity, social connection, physical exercise, and numerous other health benefits to a community's quality of life. They enhance the attractiveness of the community and foster a sense of civic pride and identity. Furthermore, even small green spaces, playgrounds, or parks create a sense of social cohesion and focal point for their surrounding neighborhood.

The Village's park system includes 151.4 acres consisting of Neighborhood Parks, Community Parks, Special Use Areas, and Conservancy Areas located throughout the community. Greendale has a strong supply of well-established parks in the existing developed portions of the community. Because the Village is built-out, it does not contain any planned residential growth areas. Future improvements to the park and recreation system will primarily need to be in the form of enhancements to existing facilities, strategic infill possibilities, adaptive reuse opportunities, and coordination with adjacent communities and entities to ensure that the recreational needs of Greendale residents are met.

## DESCRIPTION OF EXISTING PUBLIC PARK AND RECREATION FACILITIES

A brief description of each of the community's existing park and open space sites is included on the following pages.

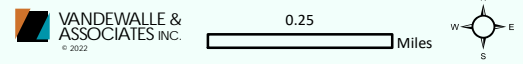


# Greendale Comprehensive Outdoor Recreation Plan

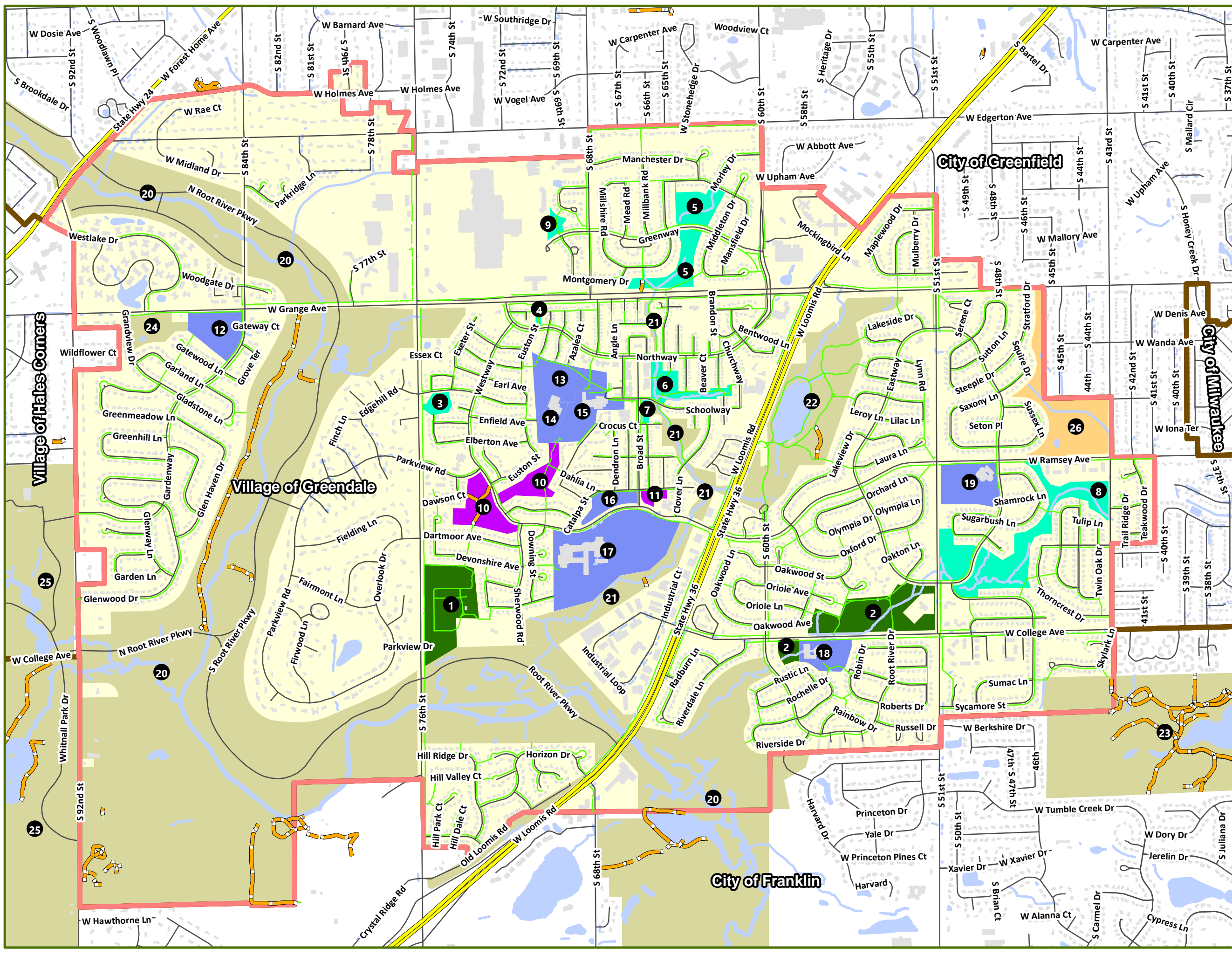
## Map 1: Existing Facilities

-  Trails
-  Village Sidewalks
-  State Highway
-  Local Road
-  Village of Greendale
-  Other Municipal Boundaries
-  Water
-  Buildings
-  Community Park
-  Neighborhood Park
-  Special Use Facility
-  School District Facility
-  County Park
-  Conservancy

- Park Type Key**
- Community Parks:**
1. Community Center Park
  2. College Park
- Neighborhood Parks:**
3. Lions Park
  4. Pioneer Park
  5. Edgerton Park
  6. Daffodil Park
  7. Gazebo Park
  8. 43rd and Ramsey Field
  9. Armbruster Park
- Special Use Facilities:**
10. Sherwood Park
  11. Veteran's Memorial
- School District Facilities:**
12. 84th and Grange Park
  13. Greendale District Forest
  14. Canterbury Elementary School
  15. Greendale Middle School
  16. Jaycee Park
  17. Greendale High School
  18. College Park Elementary School
  19. Highland View Elementary School
- County Parks:**
20. Root River Parkway
  21. Dale Creek Parkway
  22. Scout Lake Park
  23. Grobschmidt Park
  24. Trimborn Farm
  25. Whitnall Park
- Conservancy:**
26. Grootemaat Nature Preserve



Date: July 2023  
 Sources: Village of Greendale, Milwaukee County, US Census Bureau



# Neighborhood Parks

**Daffodil Park** is a 7.8-acre park located immediately adjacent to the Village Center on its east side along Dale Creek. As part of the Dale Creek Parkway, it is owned by Milwaukee County, but it is operated and maintained by the Village of Greendale. It features two sets of playground equipment, seven picnic tables, a community Children's Garden, a basketball court (half court), three open green space areas, paved trailway connections, three garbage cans, and a sidewalk connection between Northway, Schoolway, and to the Village Center.





# Neighborhood Parks

**Edgerton Park** is a 15.8-acre park located just south of West Grange Avenue along Northway. It includes a paved walking path, two small sets of playground equipment, a garbage can, and a large, open green space.



**Gazebo Park**, located directly in the Village Center at the intersection of Broad Street and Schoolway, this 1-acre park is a part of the Dale Creek Parkway and is County-owned but Village programmed and maintained. The park features paved trail connections to Daffodil Park and the Dale Creek Trail, direct sidewalk access, proximity to the wooded creek area, a large gazebo structure, a drinking fountain, three picnic tables, a garbage can, and open green space. This centrally located park hosts various community events, and the gazebo is used for a summer concert series and theatrical performances.



# Neighborhood Parks

**Lions Park** is a 2.7-acre park located on the southwest corner of the South 76<sup>th</sup> Street and Edgell Road intersection. Three sets of playground equipment, open green space, park benches with a picnic table, a garbage can, and a small baseball field are currently provided in the park.



# Neighborhood Parks

**Pioneer Park** is a 0.4-acre park located on the north side of the community along Northway and is nestled within a residential neighborhood. Today, it features open space, a trash receptacle, and an internal paved trail.



# Neighborhood Parks

**43<sup>rd</sup> & Ramsey Field** is 31.3 acres and located just south of West Ramsey Avenue on the west side of 43<sup>rd</sup> Street. The park includes a small baseball field with a fence, a garbage can, and green space.



# Neighborhood Parks

**Ambruster Park** is a 1.84-acre park located off of Greenway, west of 68<sup>th</sup> Street. It includes green open space, paved pathways, and playground equipment.



# Community Parks

**College Park** is a 22.8-acre park located on West College Avenue across from College Park Elementary School and also includes a parcel of passive open space to the west of College Park Elementary. It includes playground equipment, seven picnic tables with benches, four sets of playground equipment, a full-sized baseball field, small baseball field, three garbage cans, one set of bleachers, two baseball fences, and three large areas of open green space.



# Community Parks

**Community Center Park** is currently 21.6 acres in size and is one of the most developed parks in Greendale. A series of paved pedestrian pathways provides connectivity throughout the park, and there is a large, dedicated parking lot on the west side of the park on South 76<sup>th</sup> Street. Existing features include three sets of playground equipment, a full-sized outdoor basketball court, a half-sized outdoor basketball court, six tennis courts with pickleball markings, outdoor exercise equipment, a sand volleyball pit, two drinking fountains, four sets of picnic tables with benches, paved walking path, a large shelter structure with permanent restrooms and a concessions stand, one full-sized baseball field with fencing, two softball fields with fencing, five areas of open green space, ten garbage cans, five sets of bleachers, and on-site parking. The north and east sides of the park also feature paved trail connections to the adjacent neighborhood.

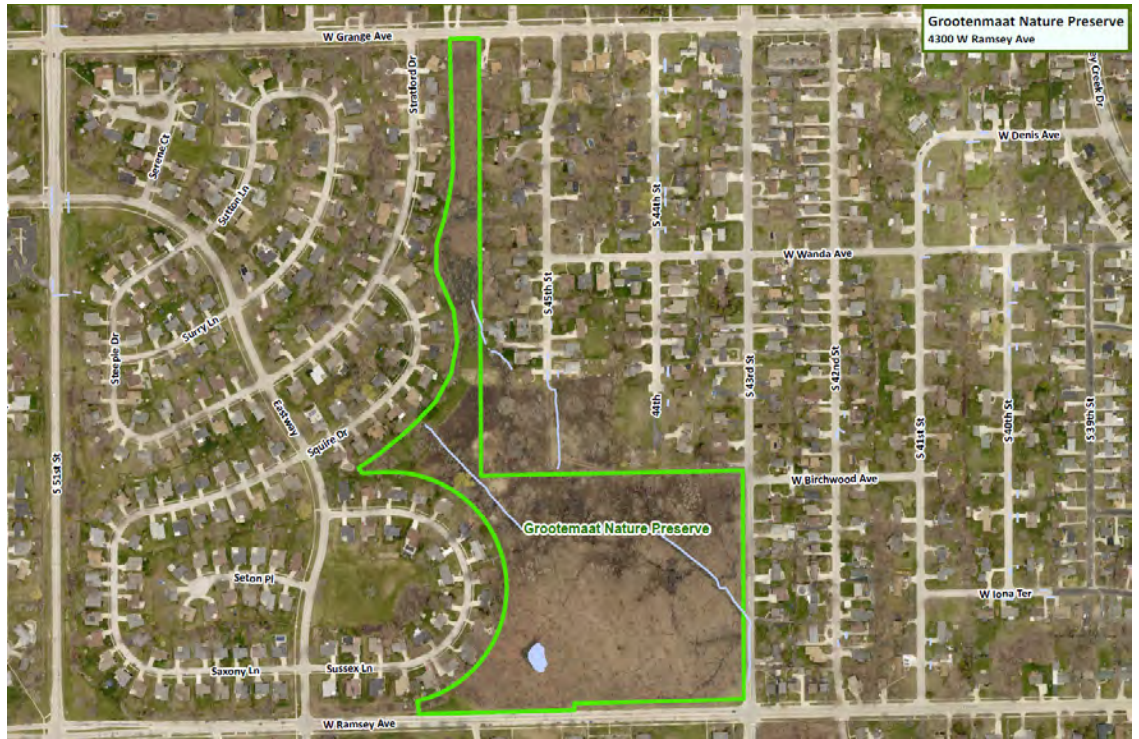


Abutting the park's southeast side is the Village Club, a private membership facility which features an outdoor pool, bathhouse/changing rooms, tennis courts, and on-site parking area.



# Conservancy Areas

**Grootemaat Nature Preserve** is located on the northwest corner of South 43<sup>rd</sup> Street and West Ramsey Avenue and consists of 26.87 acres of wooded land with rough footpaths for hikers.





# Special Use Areas

**Sherwood Park** is a 17.5-acre special use area located on both the east and west sides of Westway as it merges into Southway in between Euston Street and Darnell Lane. The park features paved walking paths and undeveloped, wooded natural areas for passive recreational use.



# Special Use Areas

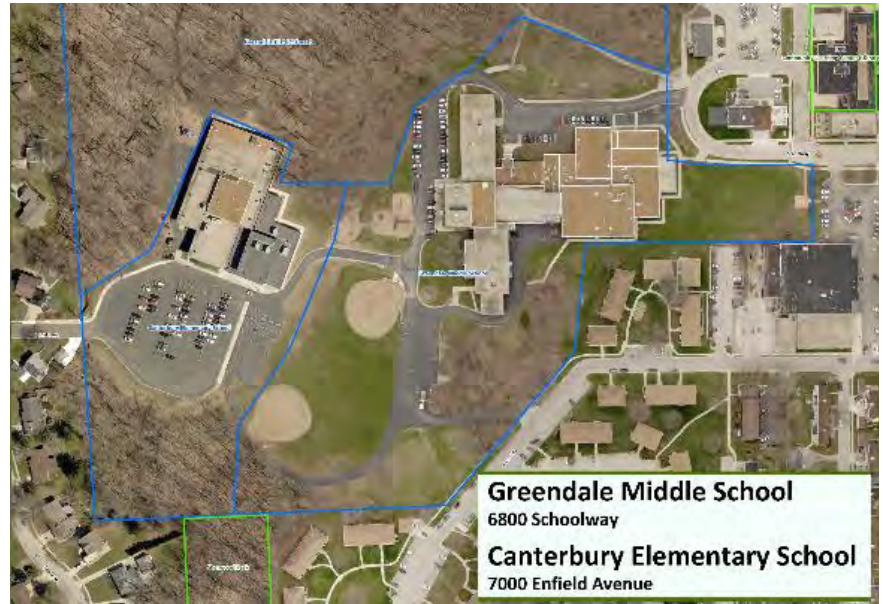
**Greendale Veterans Memorial** consists of 1.5 acres and features a paved walking path to the memorial along with six granite and concrete monuments in memorialization of military veterans, a garbage can, as well as a kiosk shelter and flagpole. The site also features open green space.



# Public School Facilities

The Greendale School District encompasses all of the Village of Greendale and also provides recreational and open space facilities at the High School, Middle School, and Elementary school campuses and several other park areas. The Greendale School District maintains approximately 105 acres of recreational land primarily for the use of students, but which are accessible by the public at certain times, including space within school district buildings for recreational programming as well as open space and land dedicated to recreational facilities. Many of the school district facility locations are very close to environmental corridors, the Village Center, and other notable facilities, providing a unique, interconnected relationship between the school facilities and the community.

**Canterbury Elementary School** is a 5.1-acre property located just west of the Village Center and Greendale Middle School at 7000 Enfield Avenue. Surrounded by the District Forest to the north and Sherwood Park's continued environmental corridor to the south, the schoolgrounds features its own dedicated hardscape (asphalt) play area to the west of the building with a basketball hoop and bench, as well as two dedicated playground areas with playground equipment with plastic borders and woodchip surfacing. There is a small storage shed and some planting areas at the entrance to the hardscape play area, picnic table outside the entrance to the hardscape play area, and a pathway/connection to Canterbury Woods on the north side of the playground. See the Greendale Middle School site description below for shared resources between the two buildings.



# Public School Facilities

**College Park Elementary School** is located at 5701 West College Avenue, directly across from College Park. Outdoor facilities at this district site include two soccer fields, playgrounds, open space, and a baseball field, and the facility consists of a total of 7.6 acres of land. Playgrounds on site have play equipment, picnic tables, and benches. Playground surfacing is mostly woodchips with a plastic border, but there is an area of accessible rubber playground surfacing with a concrete border and play equipment that is ADA accessible. Hardscape play areas contain basketball hoops, a gaga ball pit, trash receptacle, and chain link fence that separates the play area from the adjacent parking lot. The Site also features a storage shed near the school's dumpsters. The baseball field has a backstop, aluminum benches, a port-a-potty, and a sand infield.



# Public School Facilities

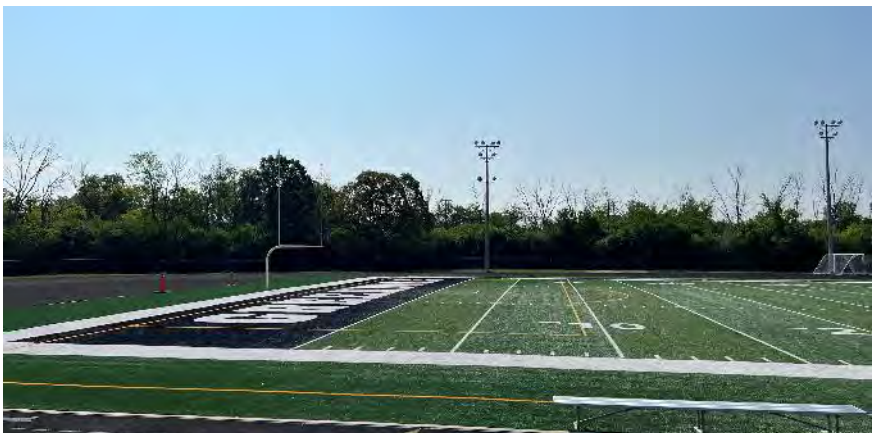
## District Forest (Canterbury Woods)

abuts Canterbury Elementary School and features a 12.5 acre undeveloped, wooded natural area with a single paved walking trail. There is an area on the south side of the woods near the Canterbury Elementary entrance/connection containing wooden benches and sawn-off wooden tree trunks for use as seating.



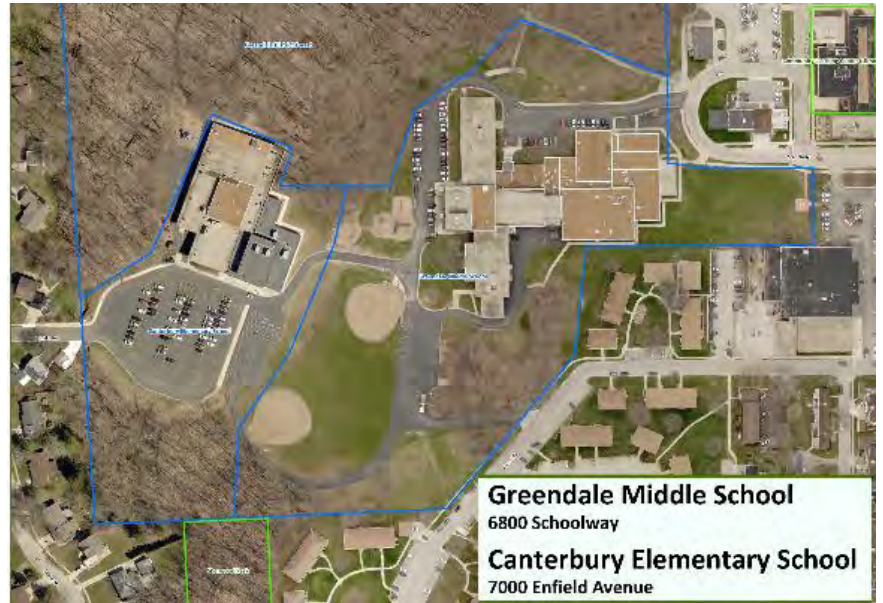
# Public School Facilities

**Greendale High School** is located at 6801 Southway and features several of the School District's key outdoor facilities on 41.6 acres of land. An open green space frequently used as a practice football field is located between the parking lot and the full-sized baseball field. There are eight tennis courts, a school garden, several storage buildings, outdoor concessions stand, a softball field, an outdoor track, and a turf football field located at the high school campus. There are bleachers and a press box at the football field and there are drinking fountains and trash receptacles at the concessions area. The on-site baseball and softball field has an outbuilding with men's and women's restrooms, as well as storage, and there is a separate storage shed used by youth football. The baseball and softball fields have sand infields with grass outfields, aluminum benches and bleacher seating, backstops, fencing, and trash receptacles.



# Public School Facilities

**Greendale Middle School** is located at 6800 Schoolway on approximately 10.6 acres on the southwest edge of the Village Center, at the same site as Canterbury Elementary School and the Canterbury Woods. Outdoor facilities at the middle school include a gaga ball pit, playground area with play equipment, a plastic border, and woodchip surface, a paved hardscape play area (asphalt) with basketball hoops west of the building, as well as a pathway to the Canterbury Woods on the north side of the building. There is also a small area with woodchip surfacing, timber borders, and large wooden logs scattered around that serve as a natural play areas and seating. There is also a gate and bollards separating the middle school's hardscape play area from the asphalt access drive leading to Canterbury Elementary School. The site also features picnic tables, trash receptacles, a port-a-potty at the hardscape area west of the ballfields. Between the middle school and elementary school are two back-to-back softball fields with backstops, aluminum bench seating, and sand infields, as well as a practice field/greenspace in between the two outfield areas. Also within the space between the two schools is a paved hardscape play area containing a basketball court with hoops, a bench, and an additional hardscape play area. This area is bordered by a chain link fence to separate it from the adjacent parking lot that serves the elementary school.



# Public School Facilities

**Highland View Elementary School** is located at 5900 South 51<sup>st</sup> Street, just west of the Grootemaat Nature Preserve and 43<sup>rd</sup> & Ramsey Field. Outdoor recreation facilities at the 12.7-acre Highland View site include two soccer fields, a baseball field, paved play area, a large playground, and open space. The playgrounds contain woodchip surfacing with plastic borders, and nearby is a storage shed and a large asphalt play area. There are benches, a bicycle rack, and trash receptacles in the playground areas. The baseball field has a sand infield with grass outfield, a backstop, fencing, and aluminum benches.





# Public School Facilities

**Jaycee Park** consists of 4.4 acres of land located at the northwest corner of Broad Street and Southway, across from the Veterans Memorial and Greendale High School. Owned by the School District, the park features a parking area, baseball field, covered outhouse, and woodchipped playground equipment. The covered outhouse area features nearby picnic tables, trash bins, and a drinking fountain, and the area near the playground contains picnic tables and benches. The playground is a mix of accessible rubber surfacing and woodchips with a plastic border. There is also a paved brick pathway containing marked donation bricks that leads from the playground to the sidewalk. The baseball field has a backstop and fencing, sand infield, and grass outfield, aluminum bleachers, wood benches, and a trash receptacle.



# Public School Facilities

**84<sup>th</sup> & Grange Field** is located at 5600 Gardenway, adjacent to the Jeremiah Curtin home State Historical Marker and County-owned Trimborn Farm. The park consists of 10.6 acres and primarily features two soccer fields, with other amenities including open green space, a small baseball field, and a set of children's playground equipment. The playground has a woodchip surface with a plastic border and a separate sandbox play area. There are benches at the playground and the baseball field. The baseball field has a sand infield and grass outfield, backstop, and trash receptacle.



## Private Recreation Facilities

- **The Rock Sports Complex** is located at 7011 South Ballpark Drive in the City of Franklin, just south of Greendale. A joint project between Zimmerman Ventures, Milwaukee County Parks, and the City of Franklin, the complex serves as a regional sports and entertainment facility that attracts over 125,000 visitors each year and hosts baseball, skiing, snowboarding, snow tubing, and other entertainment events. The Rock features six major league baseball replica fields, a snow park, an umbrella bar, and a connection to the Oak Leaf Trail, as well as weekly live music and food trucks, regional tournaments, and local league games.
- **The Village Club** is a private recreational facility located on the east side of Community Center Park at 6263 Sherwood Road. Its facilities include ten tennis courts, two quick start courts, three pools, three large patios, a club house, shower rooms, gas grills, and a snack bar.

## County Parks

The Village of Greendale is located within Milwaukee County. Milwaukee County Park facilities located near both in and around Greendale provide an important part of the recreational infrastructure and opportunities in the area.

- **Boerner Botanical Gardens:** Located within Whitnall Park, the Boerner Botanical Gardens are a regional destination featuring an extensive series of 15 outdoor gardens, an Education and Visitors Center, 3-acre children's garden, and continuous educational programming and events, including summer concert series performances.
- **Dale Creek Parkway:** This County-owned parkway acts as an environmental corridor running through the center of Greendale and connecting to the Greater Root River Parkway. Both Daffodil Park and Gazebo Park, though Village-operated, are component parts of this preservation area. Featuring the amenities at each of these park locations as well as several paved trail segments, the Dale Creek Parkway protects the riparian environment of the Dale Creek and provides scenic views and stormwater management benefits to the area.
- **Root River Parkway:** One of the County's largest parkways, featuring over 600 acres of connected greenway located in the southern and southwestern portions of the County, the Root River Parkway runs through the southern and western portions of the Village of Greendale. The Root River Parkway features a park building, a reservable picnic area with a shelter, water, and restroom, an extensive section of the Oak Leaf Trail, a disc golf course, sand volleyball court, tot lot playground, and is the home of the Whitnall Park Beer Garden. The parkway also contains one of the County's four sanctioned mountain bike trails, the 4-mile Kegel Alpha Trail. Bike trails from the Kegel Alpha run throughout the greenway to Whitnall Park and provide connections to the Milky Way Drive-In Theater and the Rock Sports Complex to the southwest. This area also features the Root River and Whitnall Park archery ranges. In addition to providing opportunities for various outdoor recreational activities, this environmental corridor protects many of the remaining important natural resource features along the Root River while providing stormwater management and flood mitigation.
- **Grobschmidt Park:** Bordering a residential neighborhood, this County park is primarily preserved woodlands, sedge meadows, and marshlands, with a simple gravel trail that circles Mud Lake. The park is only accessible by street parking and does not feature any other amenities.
- **Scout Lake Park:** Located on the east side of the Village, this 5-acre lake features a maximum depth of 19 feet and is a popular place for fishing because it is stocked with panfish, largemouth bass, and northern pike. It also features a pier, pavilion, tot lot playground, reservable picnic areas, paved walking paths around the lake and through a large swath of preserved woodlands.
- **Trimborn Farm & Jeremiah Curtin House:** The legacy of the Trimborn Farm involved land donations to the development of Whitnall Park, brief ownership by a movie theater entrepreneur involved in the creation of Milwaukee's Oriental Theater, and airstrip staging for aerial photography by plane before the remainder of the property was acquired in 1980 by the Milwaukee County Park System. In 2004, the Milwaukee County Historical Society took over management of the property for the Parks Department, offering tours, drop-in programs, summer concerts, workshops, and special events depicting what life was like during the late 19<sup>th</sup> Century. The remaining complex consists of a Cream City brick farmhouse, one of the last and largest stone barns in Wisconsin, a worker's bunkhouse, threshing barn, and a 75-kiln. The farm is a designated Milwaukee County Landmark, State Historic Site, and is listed on the National Register of Historic Places. Just to the east, the Jeremiah Curtin house was the first stone house constructed in the Old Town of Greenfield. Also operated by the County Historical Society, the site is open for tours during the summer.

- **Wehr Nature Center:** Located in Whitnall Park, the Wehr Nature Center is a 220-acre nature preserve that features five miles of hiking trails through woodlands, wetlands, prairie, and oak savanna. The preserve features several scenic areas, and the trail passes Mallard Lake, where it contains a boardwalk and observation deck. The Visitor Center includes prairie gardens, a natural play space with a log cabin playhouse, and hosts educational programming and special events year-round.
- **Whitnall Park:** The home of the Wehr Nature Center and Boerner Botanical Gardens, this 640-acre County park features a heavily-wooded 18-hole championship golf course, miles of hiking trails interconnected with the Oak Leaf Trail, multiple reservable picnic sites, shelter structures, restrooms, a sledding hill, tot lot playground, and is one of the top locations in the County for birding and wildlife watching.

### State of Wisconsin Parks and Trails

State parks and natural areas exist as conservation and recreational areas typically isolated from population centers. These facilities play an important role in providing larger swaths of preserved wilderness that are often accessible for recreational use and encourage regional tourism. Facilities located near Greendale in both Milwaukee County and other area counties act as an important part of the regional recreational system surrounding the Village.

- **Lakeshore State Park:** This 22-acre park is located on the shores of Lake Michigan in downtown Milwaukee, making it the only urban state park in all of Wisconsin. The park includes a 1.7-mile paved hiking and bicycling trail, water access for canoes and kayaks, fishing areas, a small beach, boat slips, and a bridge that connects the park to the Summerfest grounds.
- **Kettle Moraine State Forest – Lapham Peak Unit:** Located in nearby Delafield, Lapham Peak’s glaciated topography provides excellent hiking, backpacking, and cross-country skiing opportunities. The park features camping areas, a nature center, picnic and shelter areas, a performance stage, and a 45-foot observation tower located at the highest point in Waukesha, 1,233 feet above sea level.
- **Kettle Moraine State Forest – Southern Unit:** located west of Milwaukee County, this portion of the Kettle Moraine State Forest spans more than 22,000 acres, stretching from Dousman to Whitewater. This park features three family campgrounds horseback riding trails, and several paddling, swimming, and fishing opportunities.
- **Glacial Drumlin State Trail:** Running through Waukesha, this 52-mile bike trail follows an abandoned railway, running through farmlands, several small towns in the area, and connecting the Milwaukee metropolitan area to Madison.
- **Hank Aaron State Trail:** Another state facility located in Milwaukee, this 14-mile paved trail connects American Family Field with State Fair Park, Lakeshore State Park, the Oak Leaf Trail, ultimately creating a continuous east-to-west connection from the shores of Lake Michigan to the Milwaukee/Waukesha County line.
- **Havenwoods State Forest:** Wisconsin’s only urban state forest, Havenwoods sits on 237 acres of grasslands, woods, and wetlands in the northwestern corner of the City of Milwaukee. The park features 6 miles of hiking trails, four ponds, a 120-foot bridge, and several picnic areas.
- **Richard Bong State Recreation Area:** located 25 miles south of Greendale, this nature preserve features a visitor center with live animals and hands-on exhibits, a butterfly solarium, play areas, and scenic views, as well as a 0.7-mile paved trail that runs through prairie and grasslands. A boardwalk section overlooks Wolf Lake.

Figure 2.1 below summarizes all amenities offered at each park location within the Village of Greendale described above.

FIGURE 2.1: PARK FACILITY MATRIX

Parks and Facilities Serving Greendale	Acres	Drinking Water	Benches / Picnic Tables	Permanent Rest Rooms	Shelter Structure	Concession Stand/Storage	Band Shelter/Stage	On-Site Parking	Play Equipment	Open Play Area/Lawn	Basketball Courts, Full-Sized	Basketball Courts, Half-Sized	Tennis/Pickleball	Gaga Ball Pit	Baseball Field, Full-Sized	Baseball Field, Small	Softball Field	Soccer Fields	Football Fields	Disc Golf	Sledding Area	Community Garden	Passive Natural Area	Fishing	Unpaved Paths/Hiking	Paved Paths/Multi-Use Trails	Garbage Receptacles	Bleachers/Seating	Baseball/Softball Fencing	
<b>Neighborhood Parks</b>																														
Daffodil Park	7.8		7						2	3												1	X			X	3			
Edgerton Park	15.8								2	1																	1			
Gazebo Park	1	1	3		1		1			1																	1			
Lions Park	2.7		1						3	1					1												1		3	
Pioneer Park	0.4									1																X	1			
43 <sup>rd</sup> & Ramsey Field	31.3									1					1												1		1	
Ambruster Park	1.84								1	1																X				
<b>Community Parks</b>																														
College Park	22.8		7						4	3					1	1		1								X	3	1	2	
Community Center Park	21.6	2	4	2	1	1		X	3	5	1	1	6		1											X	10	5	3	
<b>Conservancy Areas</b>																														
Grootemaat Nature Preserve	26.9																						X		X					
<b>Special Use Areas</b>																														
Sherwood Park	17.5																						X			X				
Greendale Veterans Memorial	1.5									1																X	1			
<b>Public School Facilities</b>																														
Canterbury Elementary School	5.1		1						1	1	1	1														X				
College Park Elementary School	7.6		2						1	2		1		1				2										1	1	
District Forest (Canterbury Woods)	12.5																								X					
Greendale High School	41.6	2				3		3		2		8		1		1		1										2	2	
Greendale Middle School	10.6		2					1	1	3		6		1												X		2		
Highland View Elementary School	12.7		2			1		2	1	2						1		2										1	1	
Jaycee Park	4.4		1	1				1	1							1										X		1	1	
84 <sup>th</sup> & Grange Field	10.6		2						1	1						1		2												

\*All Greendale School District sites include the entire site total acres (all on-site buildings, parking areas, recreational facilities, and open space)

This page was left intentionally blank



# CHAPTER 3. PUBLIC PARTICIPATION



  
**Greendale Schools**  
*Cultivating Excellence In Every Student*



# CHAPTER 3: PUBLIC PARTICIPATION

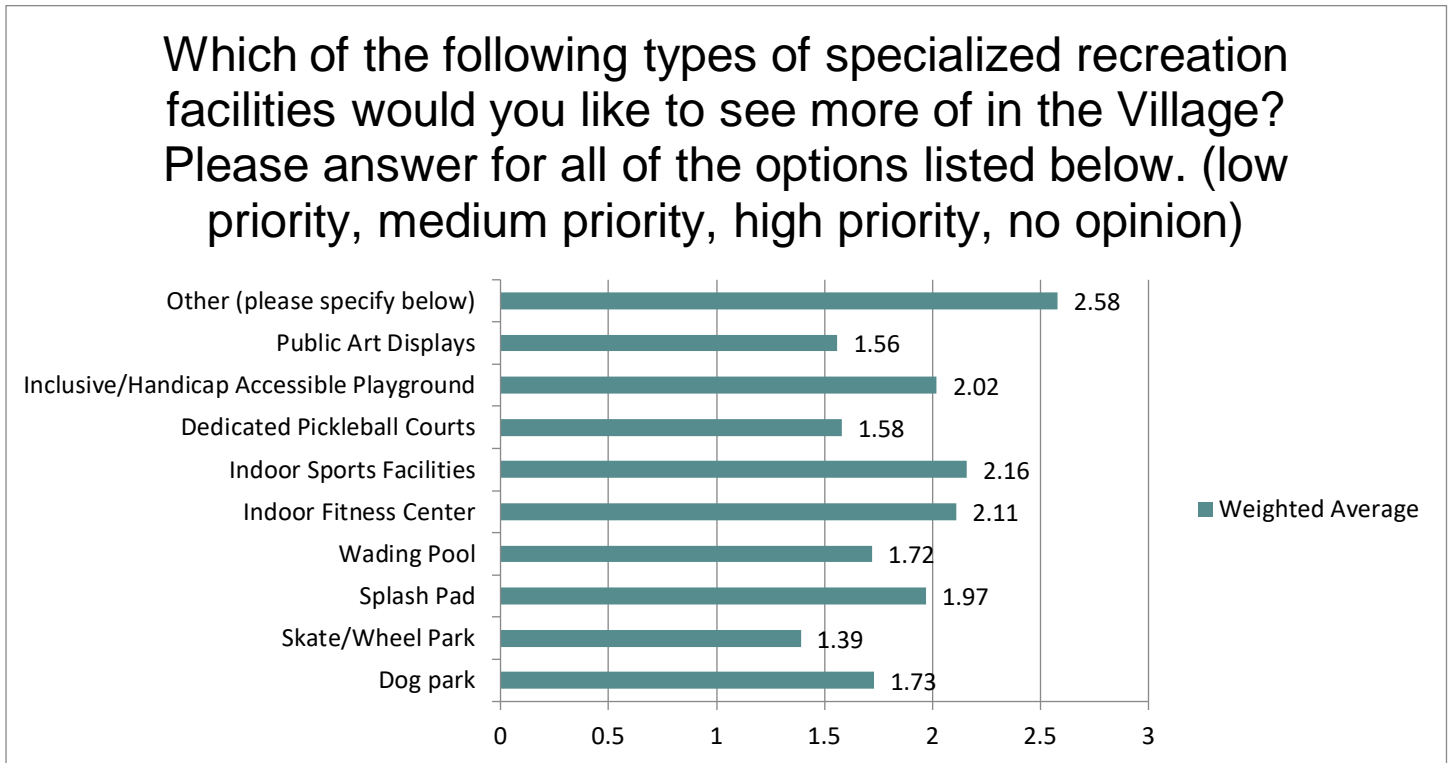
## COMMUNITY SURVEY

The Village of Greendale and Greendale School District conducted an online questionnaire via Survey Monkey from July 17, 2023, to August 7, 2023. Physical copies of the survey were also available at Village Hall, in several School District locations, and at the Public Library. In total, 637 people provided feedback. Overall, the survey focused on obtaining public opinion and feedback on the current levels of park use, current conditions, and future needs of the Greendale park and recreation system. All survey results can be found in the Appendix.

Of the 637 respondents, 92% were Village residents and the rest were mainly from neighboring villages and cities. Additionally, over 69% of respondents were between the ages of 30-59. The survey also captured responses from nearly 170 members of the public age 60 and older, but only engaged 24 individuals (4% of respondents) under the age of 30. This indicates that the survey reached a wide-ranging age demographic for most segments of the population, but that feedback from the youth – especially those 18 years of age and younger – was underrepresented in the survey. However, nearly 60% of respondents have at least one minor in the household and about 50% of respondents have a student in Greendale Schools. It should also be noted that 93% of respondents identified as White, with 5% identifying as Another Race. Asian, Black, and American Indian respondents consisted of less than 2% of all respondents.

Survey respondents were asked what types of activities and programs they participate in currently, their perceptions of the quality of the community’s recreational programming offerings, what priorities are needed at various park facilities throughout the community, whether the community could use additional trail network expansions, and what types of large-scale, small-scale, and specialized park and recreation facilities are needed to serve Village residents, among other questions. For each of these questions, participants were asked to rank options based on a High, Medium, or Low priority.

FIGURE 3.1: TOP IDENTIFIED NEW SPECIALIZED RECREATIONAL FACILITIES DESIRED



Weighted average response values closer to the value of 3 on the scale represent facilities described as being “higher priority,” while values closer to 0 are lower priority.



Overall, the results of the 2023 survey provide valuable insights into the perspectives, desires, and needs of the community. Over 80% of respondents reported that they can easily walk to a park close to their home. The survey revealed some important data about the most-frequented parks in the community's system. Results indicated that the most-utilized parks in are Community Center Park (43%), Daffodil Park (36%), Jaycee Park (33%), Gazebo Park (32%), and the Greendale High School Fields (32%). Among several potential specialized recreational facilities, respondents indicated that they would like to see the development of more Indoor Sports Facilities (43%), Indoor Fitness Centers (38%), and a splash pad (30%) within the community. Open answer responses indicated the desire to see the improvement of existing outdoor sports courts and fields as well as the addition of more outdoor baseball, softball, soccer, basketball courts, and an ice/roller hockey rink. The lowest rated priority indicated by community feedback was reported to be skate park facilities (62% categorizing them as low priority).

Additionally, when asked if they believe that the trail networks in Greendale adequately connect residents to destinations throughout the community, nearly 74% of respondents indicated that it does so successfully. Common trends from open-response questions about gaps in the existing bicycle and pedestrian trail network revealed the need for better network connections across and along the South 76<sup>th</sup> Street corridor, the need for a connection to the Oak Leaf Trail and Root River Parkway, and improved crossings along West Grange Avenue. Other common responses indicated the need for better connections from the G Section Neighborhood to the central areas of the Village, as well as additional facility connections to the Southridge Mall area. Survey responses also indicated that efforts on the Village's part to improve wayfinding and identification signage at existing parks, trails, and facilities are needed. Respondents strongly agreed that the best ways for the Village to increase awareness of park and recreational assets and opportunities are through mailed newsletters (75%), use of the Village and School District's official Facebook pages (58%), through segments in the Life In the Village Magazine (54%), and through official websites (39%). Demand for more physical mailed and digitally accessible information amongst respondents indicates that undertaking these efforts could help the community better activate its park and recreation system.

Respondents were asked several questions about the community's existing recreational programming offerings, revealing that residents are generally satisfied with existing programs but still see a need for some additional features. Over 25% of respondents indicated that they are involved in adult enrichment activities or youth enrichment activities through Parks and Recreation Department's programs. Other popular activities utilized by respondents included adult health and wellness activities, aquatic lessons, Twi Nite Baseball, Junior Panther Basketball, and other youth sports and recreation leagues. Over 75% of respondents rated both the quality and variety of existing programs as "good" or "excellent," indicating strong community satisfaction with existing recreational offerings. When asked what types of programming should be further expanded, participants indicated the desire to see more programs for young children, middle school aged children, and teenagers. Nearly 40% of respondents also indicated the desire to see more community service and volunteer opportunities, indicating that residents are looking for more opportunities to become civically engaged in the community.

**VILLAGE OF GREENDALE**  
**RECREATION STUDY + COMPREHENSIVE OUTDOOR RECREATION PLAN**

**PUBLIC ENGAGEMENT SESSION**  
**WEDNESDAY, JULY 12<sup>TH</sup>**  
**6:00 to 7:30 PM**  
Greendale High School Cafeteria | 6801 Southway  
*Refreshments provided!*

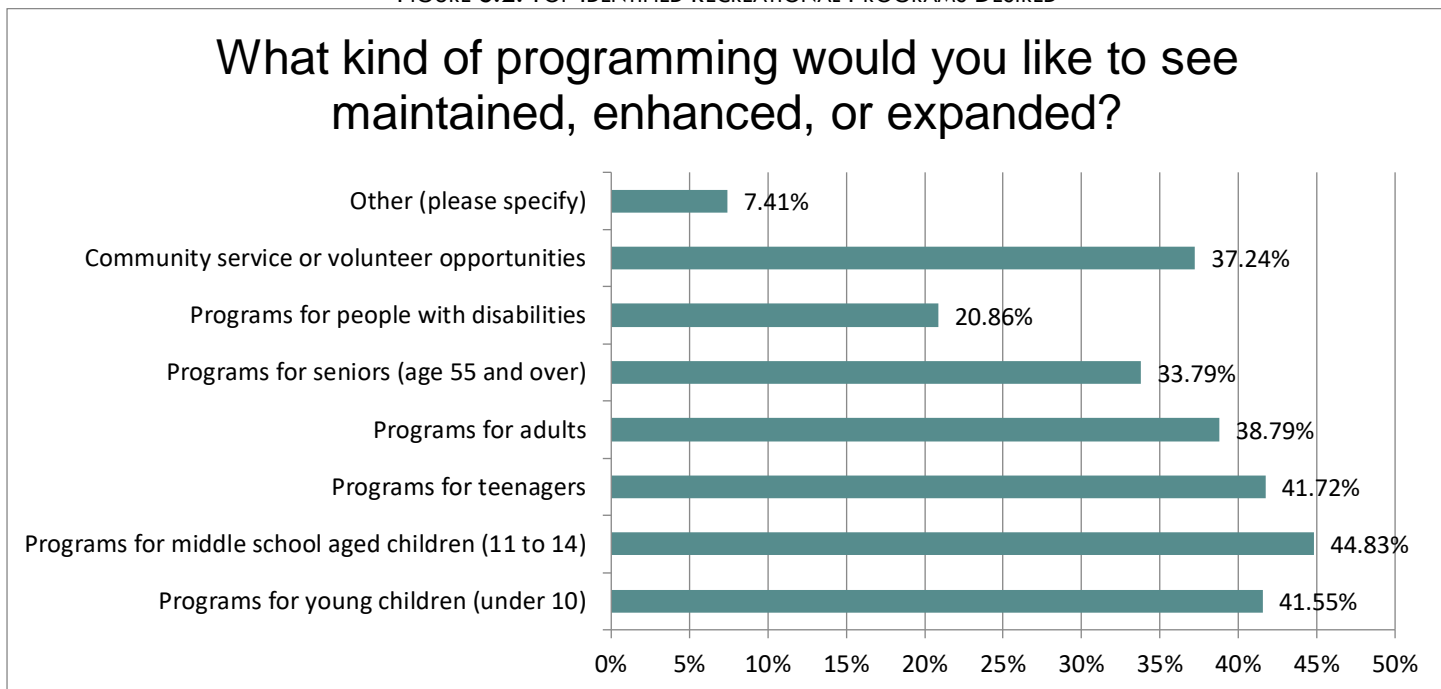
Scan the QR for more information on the project

The Greendale Recreation Study will evaluate indoor and outdoor parks, playgrounds, playfields, gymnasiums, and other recreations spaces owned by both the Village of Greendale and Greendale Schools.

**PLEASE JOIN US to learn more about the study and provide your input on the future of recreation in Greendale!**

**QUESTIONS?** For any questions or to request special accommodations for the meeting, please contact: Ryan Broderick, Park and Recreation Director at [ryan.broderick@greendaleschools.org](mailto:ryan.broderick@greendaleschools.org) or (414) 423-2790

FIGURE 3.2: TOP IDENTIFIED RECREATIONAL PROGRAMS DESIRED



Another important question was how well the Village is maintaining its existing park and recreation facilities. Overall, most respondents expressed that the Village is doing well in this area, especially related to park cleanliness, safety, and mowing. Just over 63% of responses indicated that they feel very safe using the community’s park and recreation system, and less than 2% expressed some level of unsafety.

Some of the top needs identified in the open comment questions included:

- Maintaining and improving existing facilities for park users
- Improving, upgrading, or replacing playground equipment
- Improving or expanding on the quality and number of sports courts, sports playfields, and bathrooms at existing facilities
- Improving lighting at existing facilities, especially at sports courts and fields
- New splash pad, ice rink, pickleball courts, and dog park

## SITE VISITS, PUBLIC ENGAGEMENT SESSION, AND FOCUS GROUP INTERVIEWS

On June 12, 2023 planning consultants coordinated with Village and School District staff to conduct a tour of the community and its various park and open space assets to gain further understanding and familiarity with specific sites, the community’s characteristics and values, and recreational opportunities.

On July 12<sup>th</sup>, 2023, School District staff, Village staff, and planning consultants held a Community Engagement Session at Greendale High School to obtain upfront public input in the planning process. An informational presentation on the goals, objectives, and project schedule for the creation of the CORP was provided by consultants, and participants were given the opportunity to ask questions and engage with staff, consultants, and one another while participating in several activities, including a mapping exercise featuring all of the indoor and outdoor Village and School District facilities, feedback form, park plan prioritization voting activity, and several discussion board question answering events. In total, over 70 members of the public attended the event.



The following week, planning consultants hosted focus group interviews with key identified stakeholder groups from the community. Focus group meetings took place over the course of four meetings that afternoon. The four focus group sessions were centered around (1) Senior Citizens, (2) Community Organizations, (3) Outdoor Sports Groups, (4) Indoor Sports Groups. Conversations with each group consisted of discussions of key community park and recreation amenities, existing goals for each group, challenges and recreational needs, and desires for the future park and recreation system of the community. Collectively, 22 people participated in the interviews.

The feedback received from each of these events informed the development of this Plan and its recommendations.

## PARKS AND RECREATION COMMITTEE

On May 22, 2023 staff and planning consultants engaged the Village’s Parks and Recreation Ad Hoc Committee in a kickoff meeting to discuss draft community survey, the planning process and schedule, goals and priorities for the plan, and key issues and opportunities. The feedback of the Parks and Recreation Ad Hoc Committee was key in informing the development of the community survey and the goals, objectives, and policy recommendations of this plan. The consultant attended three more meetings of the Ad Hoc Committee to share the results of the public survey and the key issues to be addressed by the CORP and Recreation Study.



## PUBLIC OPEN HOUSE AND JOINT BOARD MEETING

On November 28, 2023, a public open house review of the Draft Comprehensive Outdoor Recreation Plan was held. Village staff, School District staff, and consultants organized and attended the meeting, which was held at the Greendale Safety Center. During the event, staff and consultants discussed various elements of the plan with interested residents, who were provided the opportunity to view plan materials, participate in a presentation on the Plan’s key recommendations, provide comments, and ask questions. In total, approximately 20 members of the public attended this event. All feedback gathered through the open house has been considered in preparation of the final draft of the CORP and incorporated into this plan, where applicable.

This page was left intentionally blank.



# CHAPTER 4. GOALS, OBJECTIVES, & POLICIES



  
*Cultivating Excellence In Every Student*



# CHAPTER 4: GOALS, OBJECTIVES, AND POLICIES

In order to conduct a thorough and accurate planning process, it is important to establish a set of goals, objectives, and policies that will serve as the basis for the recommendations in this Plan.

**A Mission Statement** is the overall purpose of the plan in relationship to the parks and recreational system.

**Goals** are broad statements that express general public priorities. Goals are formulated based on the identification of key issues, opportunities, and priorities that affect the park system.

**Objectives** are more specific than goals and are usually attainable through strategic planning and implementation activities. Implementation of an objective contributes to the fulfillment of a goal.

**Policies** are rules and courses of action used to ensure plan implementation. Policies often accomplish a number of objectives, sometimes simultaneously.

The following mission statement and list of goals, objectives, and policies are based on the information that has been presented in the previous chapters of this Plan, including public input and discussions amongst Village staff, focus groups attendees, and Parks and Recreation Committee members.

## MISSION STATEMENT

The Village of Greendale's mission is to maintain and improve quality of life, provide high quality athletic, recreational, and leisure activities for all residents and visitors, preserve lands of significant natural beauty, ecological importance, and historic value, and maintain long-term fiscal sustainability.

The Greendale Park and Recreation Ad Hoc Committee also developed the following mission statement for the Greendale Parks and Recreation Department:

The Greendale Park and Recreation Department offers engaging opportunities and accessible experiences to enhance health, happiness, and belonging for all members of the community.

## GOALS

1. Ensure the provision of sufficient parks, recreation facilities, and open space areas to meet the needs of all community members and provide all residents with access to high quality recreation opportunities.
2. Maintain the Village' natural resources, park facilities, and recreational amenities for the benefit of current and future residents, promote public health, and provide diverse recreational opportunities for residents now and in the future.
3. Establish and maintain a safe, accessible, and interconnected pedestrian and bicycle network to connect the Village's park and recreation system to areas of activity and community neighborhoods.
4. Maintain close partnership between the Village of Greendale and Greendale School District to manage, promote, and enhance recreational and athletic facilities and programs for Greendale residents.

## OBJECTIVES

1. Provide quality outdoor recreation facilities and adequate open space lands with barrier-free access in compliance with ADA facility requirements for each neighborhood of the community.
2. Integrate park, recreation, and natural resource preservation in land use planning policies and administration.
3. Provide diverse and equitably located recreational opportunities so that residents of all ages, all abilities, and in all neighborhoods have an equal opportunity to enjoy the park and open space system.



4. Collaborate with other units of government, including neighboring communities, Milwaukee County, WisDNR, and the Greendale School District on park and recreation system planning and existing park and open space improvements.
5. Plan and implement a comprehensive network of sidewalks, pedestrian paths, and bicycle routes in the Village that serve neighborhoods, schools, parks, playgrounds, and activity centers and connect to broader regional trail networks.
6. Leverage public-private partnerships, local associations and foundations, and other creative funding sources to help improve and meet the long-term park and recreational needs of the community.

## POLICIES

1. Acquire additional infill lands for active and passive recreational use to meet future population demands and to protect environmentally sensitive areas. Prioritize the acquisition of land to proactively plan for and accommodate future community park and recreation facility needs.
2. As opportunities become available and where practical, the Village should consider purchasing properties adjacent to existing parks to allow for the expansion of existing parks. The Village will need to evaluate each opportunity to determine which properties will sufficiently meet the future needs of the park system.
3. Neighborhood park improvements should be designed and planned to enhance neighborhood cohesion and provide a common neighborhood-gathering place. All parks should have multiple ADA accessible access points from surrounding neighborhoods. Ensure that at least one park and recreational facility is within safe and comfortable walking distance of all Village residents, generally with 1/3-mile service areas.
4. Review possibility for parkland dedication or fee-in-lieu standards for all new development and require park improvement fees. Ensure that all departments responsible for providing or maintaining adequate park facilities are involved in development review.
5. Coordinate park system and connectivity improvements and any relevant land acquisitions with local, county, and state agencies to ensure an interconnected system of outdoor recreational facilities within the Village and its surrounding area.
6. Update applicable components within the Village's Zoning Ordinances to ensure that all new infill park development requires a minimum right-of-way frontage and access to facilitate multi-modal transportation accessibility at newly-developed park and recreation sites for all users.
7. Master plans should be considered for all future parkland development and existing parkland improvements. These plans should indicate the future use of the facilities, equipment, and park grounds.
8. Work with neighboring jurisdictions, Milwaukee County, and the state to coordinate bicycle and pedestrian planning and planning for potential future alternative transportation corridors. The provision of safe and convenient bike connections between park and open space facilities should be emphasized in on-going Village planning and acquisition efforts and should follow State and ASSHTO standards.
9. Coordinate and pursue the development of trail connections to the Oak Leaf Trail and Root River Parkway with Milwaukee County.
10. Partner with the Greendale School District, Police Department, or other local interest groups to develop and host bicycle and pedestrian education programs and other training to increase bicycle safety and the utilization of trails, paths, sidewalks, and streets for active transportation.
11. Continue to coordinate the public use of indoor and outdoor school recreation facilities with the Greendale School District.



12. Preservation of environmental corridors in their natural state should receive special attention to ensure the maintenance and integrity of wildlife habitats, natural drainage areas, areas for passive, outdoor recreation, and woodlands, where appropriate.
13. Investigate all regulatory and acquisition tools available to preserve conservancy lands or other open space. Conservancy lands that can be adequately and appropriately protected without public expenditure should be preserved. Consider using public funds to acquire conservancy lands that cannot be protected through other means, or where public access is a high priority.
14. Utilize management practices that protect and enhance the natural features of all Village parks. This includes efforts to establish and maintain buffers for sensitive environmental areas, minimize fertilizer and pesticide use, and implement native species plantings in landscaping initiatives, to the extent possible.
15. Continue to provide recreation facilities that are designed for the safety and convenience of the age groups that use them, the effectiveness of supervision, and the quality of the recreation experience.
16. Continue to market the park system's facilities and programs to the community by utilizing the Village and School District's websites, social media, email lists, recreational guides, signage, and developing new informational publications either in print or online as needed. Coordinate with the School District and local partners to make these resources widely available.
17. Improve wayfinding and identification signage at all Greendale park and recreation facilities, and develop Village trail maps and signage indicating points of interest within the community at key bicycle and pedestrian network locations. Special emphasis should be placed on providing these facilities at community entrances and at a future connection point to the Oak Leaf Trail.
18. Encourage the creation of a "Friends of the Greendale Parks" volunteer program to lead private fundraising efforts, assist with park maintenance, and raise awareness about the Village's park facilities. Coordinate with this group and the School District to develop additional cultural and arts programming, events, and activities to further activate the community's park and recreation facilities.
19. Develop trails and other facilities to encourage active winter recreational activities such as cross-country skiing and snowshoeing.
20. Continue to fund the modernization of facilities and equipment in older parks, provide new facilities and equipment in undeveloped or partially developed parks, and monitor and maintain existing park equipment to ensure longevity and safety.
21. Integrate passive and interactive public art features that celebrate and explore Greendale's culture, character, history, and native ecology into existing and new park developments, including interesting architectural or design elements in new structures and playground equipment expansion or upgrades.
22. The Village should take measures to ensure that existing park facilities are upgraded to comply with ADA design guidelines. Future parks should be designed so that they are barrier-free and accessible to persons with disabilities.
23. Participate in future updates to the Milwaukee County Bicycle and Pedestrian Plans and Parks and Open Space Plans.
24. Consider developing and adopting a "Health in All Policies" initiative so that public health is integrated in all decision-making process Village-wide.
25. Utilize the Village's 5-year Capital Improvements Plan to pursue and implement the recommendations of this Plan.
26. Pursue becoming a designated Wisconsin Healthy Community.







# CHAPTER 5. PARK & OPEN SPACE STANDARDS



**Greendale Schools**  
*Cultivating Excellence In Every Student*



# CHAPTER 5: PARK AND OPEN SPACE STANDARDS

In order to guide the park planning process, it is important to establish a set of minimum standards for park and recreational facilities. Such standards enable a community to quantitatively measure how well its existing facilities are meeting the needs of residents and to plan for future facilities based on projected population growth. As such, park and recreation standards are commonly developed using a ratio of the number of minimum acres recommended per 1,000 residents.

The following section details the local standards for park and recreational facilities. These standards are a combination of National Recreation and Park Association (NRPA) guidelines and best practice for Comprehensive Outdoor Recreation Plans. A calculation of community-specific standards is more likely to identify those park system deficiencies that would not otherwise be captured by universal or national standards. Furthermore, a locally derived standard does a better job of considering the quality of the park system as well as the quantity of park and recreational facilities provided.

For a full description of each park type in the Village, see Chapter 2.

## NATIONAL STANDARDS AND COMPARABLE COMMUNITY'S STANDARDS

To understand the role that the Village's Park and Trail System should play in providing park and recreation services, it is useful to understand the role of a municipal park system in the context of national, state, and county services provided.

- **National Parks** are scattered throughout the United States with massive tracts of land that serve as vacation destinations or wilderness areas. They are run by the Department of Interior of the United States government. There are no National Parks in Milwaukee County.
- **State Parks** exist as conservation areas, scenic drives, or as weekend getaways, typically away from population centers. State Parks are often designed to encourage tourism, but their primary purpose is to serve residents of their respective states. Nearby State Park and Natural Areas include Lakeshore State Park, the Kettle Moraine State Forest – Lapham Peak Unit & Southern Unit, the Glacial Drumlin State Trail, Hank Aaron State Trail, Havenwoods State Forest, and Richard Bong State Recreation Area.
- **County Parks** function to fill in the gaps that municipal and state governments do not serve. The gaps can include serving a municipal function in portions of a county with municipalities too small to have enough resources to provide parks, conserving large areas of open space that municipalities cannot, or as a tourist venue for people from outside the county. Humboldt Park and Whitnall Park are examples of county parks located in the region.
- **Municipal Parks** exist to serve residents of municipalities, sometimes on an hourly basis, as hosts for active athletic or recreation programs. The two most common types of municipal parks are Neighborhood and Community parks. Neighborhood parks are usually 1-10 acres in size and have a 1/3-mile service radius. Community parks are generally larger (10+ acres) and typically serve larger portions of the community with a 1-mile service radius.



On an annual basis, the National Recreation and Park Association (NRPA) compiles data from around the U.S. on park and recreational departments and services provided. In 2023, the NRPA released its latest version of the Park and Recreation Agency Performance Benchmarks. It is important to compare the services that Greendale provides to the national averages as a benchmark for analysis. A few of the most applicable metrics include:

- On average, 10.8 acres of park land is provided per 1,000 residents in a jurisdiction.
- On a per park basis, there are an average of 2,287 residents per park.
- Per 10,000 residents, an equivalent of 8.9 full-time employees on average are employed in each park and recreation department.

Another method in evaluating the existing Greendale Parks System is comparing it to other similar sized municipalities. In Figure 5.1, five other communities were selected that ranged in size between 7,658 – 37,709 in total population. Generally, Greendale has slightly fewer developed municipally owned parks and School District Facilities when compared to most other neighboring communities. However, the Village of Greendale compares favorably with other municipalities in terms of the total number of residents per park.

In terms of the number of developed park acres per 1,000 residents, Greendale surpasses both the national benchmark standard and has more developed parkland per 1,000 residents than nearly all comparable communities. Because of the interconnectedness of Village and School District facilities, parkland comparisons are based on Village owned and operated facilities as well as outdoor School District facilities. Conservancy lands are not included in the following calculations.

To note, some communities have significant amounts of their existing total park acres that are constrained by environmental factors such as rivers, streams, steep slopes, natural areas, floodplain, and wetlands. Many do not account for that factor in their park planning, thus total acres shown below could include both constrained and unconstrained land totals for comparison communities.

FIGURE 5.1. COMPARABLE COMMUNITY ANALYSIS

Municipality	2022 Population	Number of Municipal & School District Owned Parks	Residents Per Park	Total Acres*	Acres Per 1,000 People
<b>Village of Greendale</b>	<b>14,815</b>	<b>20</b>	<b>740.75</b>	<b>227.5</b>	<b>15.4</b>
City of Franklin	35,895	25	1,436	500.57	13.9
City of Greenfield	37,709	22	1,714	182.11	4.8
Village of Hales Corners	7,658	4	1,915	32.5	4.2
City of Oak Creek	37,374	26	1,437	377	10.1
Village of Sussex	11,750	18	653	291	24.8
Average of Comparable Communities	24,200	19	1330	268	12
<b>NPRA Standards (2023)</b>	-	-	-	-	<b>National Average: 10.8</b>

\*Some communities listed in this analysis have a significant number of constrained acres that make up the total parkland acres documented in their respective Comprehensive Outdoor Recreation Plan. Not all communities listed distinguish constrained from unconstrained acres, so both were considered in this analysis to provide a consistent data point for all communities. Neighborhood and Community Parks as well as outdoor School District facilities are included in the total number of parks and acres shown above.

Source: V&A and Village of Greendale, City of Franklin, City of Greenfield, Village of Hales Corners, City of Oak Creek, Village of Sussex, and the National Park and Recreation Association.

While it is important to evaluate Greendale based on both national averages and neighboring Wisconsin municipalities, it is difficult to do a one-to-one comparison between parks departments. This is because of the variability in department structure, amenities, distribution of county and state parks, and the number of natural resources in the area. Since there are so many variables, this plan will use customized local standards established for this Comprehensive Outdoor Recreation Plans to determine its existing service gaps and future needs.

## GREENDALE PARK STANDARDS

Overall, the Village currently maintains a standard of approximately 15.4 park acres per 1,000 residents. Because of the projected future increase in the population over the next 10-20 years, the acres per resident standard is expected to decrease slightly over the planning period. If the Village wishes to maintain or increase the standard, additional park land will need to be acquired or new partnerships with nearby public and private entities will need to be formed. Below, in Figure 5.2, is the breakdown of the developed park acres per 1,000 resident's standards using Greendale's 2022 total population. Currently, the Village meets its parkland standards developed through this plan.

FIGURE 5.2 FUTURE VILLAGE OF GREENDALE PARK STANDARDS

	2023 Total Active Park Acres	2023 Total Acres Per 1,000 Residents	2023 Standard Park Acreage Per 1,000 Residents	2023 Total Acres Needed to Meet Standard	2023 Additional Acres Needed to Meet Standard
Neighborhood Parks, Community Parks, and Outdoor School District Facilities	228	15.4	15.4	228.2	0

Note: Active acres are defined as the total land area within all existing Neighborhood Parks, Community Parks, and Outdoor School District Facilities. All figures used in this table are rounded.

Source: V&A and Village of Greendale

There may be opportunities to acquire key pieces of land to augment the park system as the community grows and develops. Some of these future opportunities should not be discounted and could include natural resource protection opportunities, public greenspace to support the Village Center and neighborhood functions, areas to serve future residential redevelopment, expansion opportunities for existing facilities, and trails to connect existing or future parks, regional facilities, and wildlife habitats.

## SERVICE AREAS

Map 2 depicts the service areas of Neighborhood Parks, Community Parks, and outdoor School District facilities based on their location within the community. This analysis is utilized to determine the existing service coverage of the Village Park and Recreation System, in addition to forming the basis of the recommended new park locations as discussed in Chapter 7.

Park service areas were divided into two different distances based on the size, number of amenities, and ability to serve multiple recreational functions:

- Neighborhood Parks & Special Use Facilities: 1/3 Mile Service Area
- Community Parks & School District Facilities: 1 Mile Service Area

In most municipalities, service areas range between 1/4 – 1/3 mile because of the need to accommodate all modes of transportation access, especially people who may not own or be able to operate a vehicle (children, disabled individuals, the elderly, etc.). 1/4 – 1/3 mile is seen as representative distance of mobility or how far most individuals can walk comfortably depending on age, health, and other factors. An additional consideration in the service areas provided by each Neighborhood and Community Park are access barriers (large roadways, natural features, bridges, etc.) and general development density. Greendale's service areas were modified to reflect the limited access for individual walking or biking due to high-traffic volume streets. The primary roadway influencing park accessibility to neighborhood residents in Greendale is STH 36/West Loomis Road, which is reflected in Map 2.

Between the larger service areas provided by the Village's well-distributed community parks and School District facilities, the entire community has ready access to these park and recreational facilities. Using the established service areas, Map 2 does identify several service gaps within Greendale for smaller, neighborhood-serving parks. Neighborhood parks are concentrated in the central areas of Greendale and on the Village's east side, resulting in service area gaps in the west, northwest, and southcentral areas of the community. These include the neighborhood areas in the northwest portion of the Village along Westlake Drive and West Edgerton Avenue, as well as areas on the east side of West Loomis Road/STH 36 along South 60<sup>th</sup> Street and South 51<sup>st</sup> Street that are not within neighborhood park service areas on the east side of Greendale. To note, the existing neighborhood service area gaps on the west side of the Village are in areas that provide immediate access to the Root River Parkway, and service gaps east of STH 36 are near Grobschmidt Park the Root River Parkway. Overall, the existing park locations throughout Greendale are well distributed across the community and provide service to most existing neighborhoods and residents within 1/3 mile.

## PROGRAMMING AND STAFFING

As of 2023, the Village of Greendale provides an exceptional range of recreational programming through its Parks and Recreation Department, which is a Greendale School District division that works closely with Village administration. Parks and Recreation Department and Village staff work together in coordinating with the various other local organizations to provide recreational activities throughout the community's park and recreation facilities throughout the year. Though the majority of recreational programming is provided by the Greendale School District, additional local sports groups and leagues utilize the community's various facilities.
















Public input throughout the planning process indicated significant positive feedback about the community's existing recreational programming offerings. Residents strongly value Greendale's recreational programs, viewing them as vital amenities that improve residential quality-of-life, promote activity, and create community connections. Community members appreciate the strong variety of programming offered, indicating that there are classes and activities that appeal to many interests and age groups within the community. The Parks and Recreation Department produces Winter-Spring, Summer, and Fall Programming Brochures each year, providing various adult, youth, and teen programs including sports, health and wellness activities, arts activities, and aquatics. The Department also coordinates Greendale's local summer concert series, early education learning programs for children ages 3 and 4, before and after school childcare for children ages 5-12, a youth Summer Adventure Club, and organizes the Greendale Senior Social Club. Residents also appreciate the low fees for participation in recreational programs. The Parks and Recreation Department offers a Recreation Assistance Program (RAP) to provide discounted fee rates to qualifying residents.

The parks are staffed by 11 full-time equivalent Parks and Recreation Department staff persons, as well as approximately 85 seasonal employees. In order to provide the high level of service that the Village desires, it is recommended that at a minimum the existing ratio of full-time to part-time staff, in addition to the ratio of programming to maintenance staff remain the same over the next five years. However, if new or expanded programming, facilities, or land acquisition takes place, additional staff should be considered, and is recommended to maintain the existing level of service. According to the National Recreation and Park Association's 2023 Park and Recreation Agency Performance Benchmarks Field Report, the national average of full-time park employees per 10,000 people in a jurisdiction is 8.9. This translates to approximately 13.2 parks and recreation staff needed to meet the national benchmark based on the Village's current population.

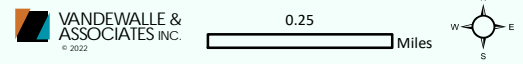


# Greendale Comprehensive Outdoor Recreation Plan

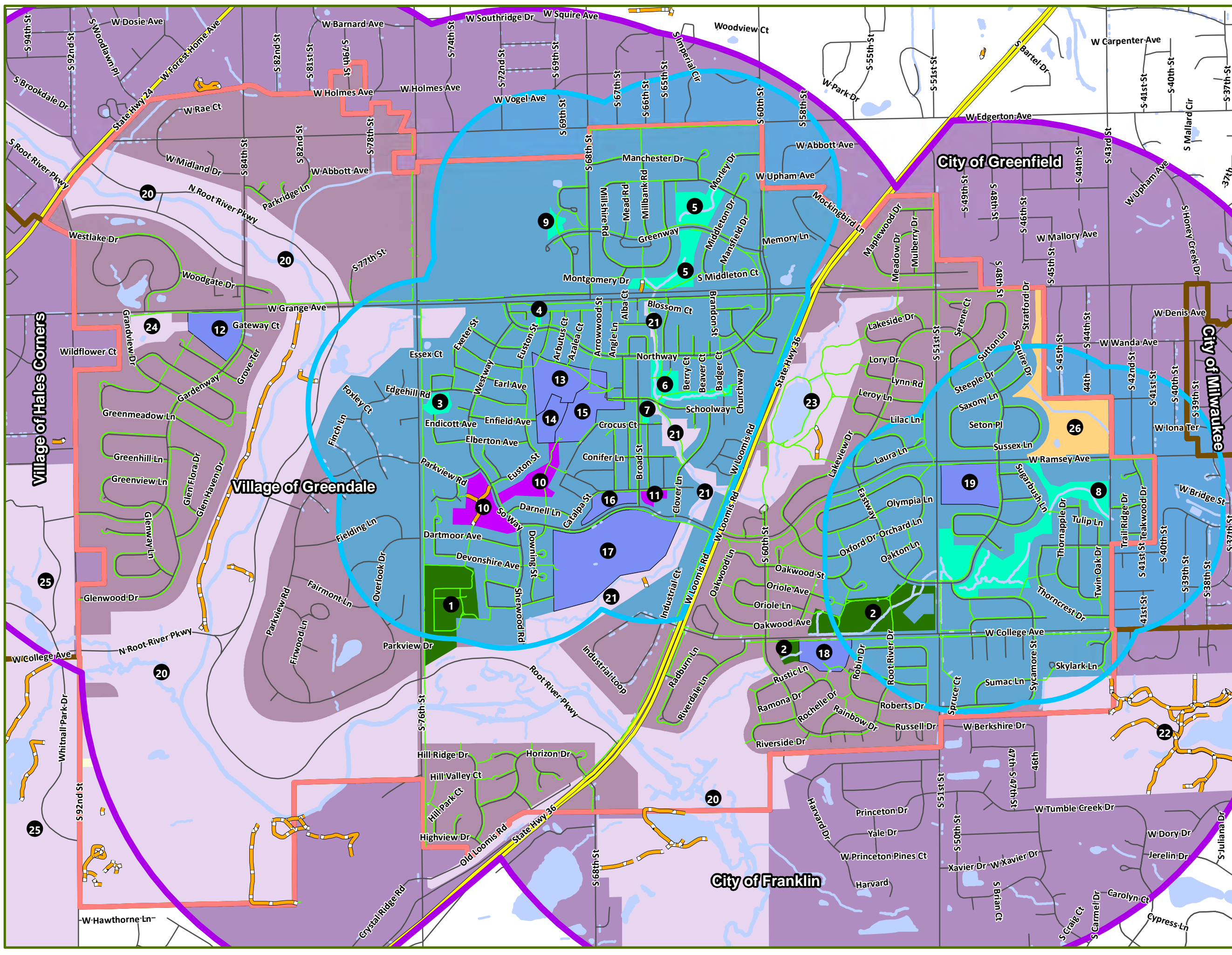
## Map 2: Park Service Areas

-  1/3 Mile Neighborhood Park and Special Use Facility Service Area
-  1 Mile Community Park and School Facility Service Area
-  Trails
-  Village Sidewalks
-  Village of Greendale
-  Other Municipal Boundaries
-  State
-  Local
-  Water
-  Community Park
-  Neighborhood Park
-  Special Use Facility
-  School District Facility
-  County Park
-  Conservancy

- Park Type Key**
- Community Parks:**
1. Community Center Park
  2. College Park
- Neighborhood Parks:**
3. Lions Park
  4. Pioneer Park
  5. Edgerton Park
  6. Daffodil Park
  7. Gazebo Park
  8. 43rd and Ramsey Field
  9. Armbruster Park
- Special Use Facilities:**
10. Sherwood Park
  11. Veteran's Memorial
- School District Facilities:**
12. 84th and Grange Park
  13. Greendale District Forest
  14. Canterbury Elementary School
  15. Greendale Middle School
  16. Jaycee Park
  17. Greendale High School
  18. College Park Elementary School
  19. Highland View Elementary School
- County Parks:**
20. Root River Parkway
  21. Dale Creek Parkway
  22. Scout Lake Park
  23. Grobschmidt Park
  24. Trimborn Farm
  25. Whitnall Park
- Conservancy:**
26. Grootemaat Nature Preserve



Date: July 2023  
 Sources: Village of Greendale, Milwaukee County, US Census Bureau





# CHAPTER 6. ANALYSIS OF THE EXISTING PARK & OPEN SPACE SYSTEM



  
*Cultivating Excellence In Every Student*



# CHAPTER 6: ANALYSIS OF THE EXISTING PARK AND OPEN SPACE SYSTEM

This Chapter presents an analysis of how well Greendale’s existing park and recreational facilities meet community needs, evaluating the following components:

- An application of established local and national park and recreational facility service standards to reliable population projections for the Village (Chapter 5).
- A qualitative analysis of the Village’s park system based on both an understanding of the Village’s goals and objectives and an evaluation of the local demand for parkland and recreational facilities.
- An analysis of the geographic distribution and accessibility of each park location.
- A consideration of public input regarding the future of the Village’s park and open space system.
- A review of the Wisconsin’s State Comprehensive Outdoor Recreation Plan (SCORP).

The results of this analysis will serve as the basis for the recommendations presented in Chapter 7.

## QUANTITATIVE ANALYSIS

### Existing Facilities

As documented in Chapter 5, Greendale’s existing park acres meet the established local standard for a total of 15.4 active acres of municipal and School District parkland per 1,000 residents (Figure 6.1). In calculating and analyzing the future park acres needed to accommodate the Village’s growing population, the active parks areas of all Neighborhood Parks, Community Parks, Special Use Areas, and School District facilities were determined. The Village’s sole Conservancy Area, the Grootemaat Nature Preserve, was not included in the community’s total active park and recreation acreage analysis.

FIGURE 6.1: TOTAL PARKLAND BY TYPE

Park Type	2023 Total Acres	2023 Total Acres Per 1,000 Residents
Neighborhood	59	4
Community	45	3
Special Use	19	1
Total Village Owned/Operated	122	8
School District Facilities	105	7
Total All Facilities	228	15

Note: Active acres are defined as the total land area within all existing Neighborhood and Community Parks, Special Use Areas, and School District facilities. All figures used in this table are rounded.

The Village of Greendale’s 2022 population was used to calculate the above (14,815).

Source: V&A and Village of Greendale

### Future Park System Needs

The future recreation needs of the Village are determined by applying the recommended minimum acreage standards to a reasonable population projection for the Village in future years. This type of needs assessment is a critical component of this Plan. It is included in part to satisfy Wisconsin Statutes 66.0617 and 236.29 regarding the collection of fees, and also to assist the Village with planning and budgeting for the development of future parks.

For the purposes of this Plan, Greendale will utilize the standard of 15.4 acres per 1,000 residents. Based upon the analyses provided in this Chapter and in Chapter 5, the Village chose to pursue this standard because it most accurately represents its existing provision of active parkland per 1,000 residents, which is intended to be maintained moving forward. Figures 6.3 and 6.4 show the minimum additional park acreage that will be needed to accommodate the Village’s projected population in 2033 and 2043.



Figure 6.3 presents the 2033 park acreage needs projection which is a ten-year timeframe for collection and expenditure of impact fees. The 2033 projection will be used to estimate future costs in Chapter 9, and to determine parkland acquisition and improvement recommendations based on what the Village can reasonably expect to accomplish in the ten-year timeframe. Based upon the analysis presented below, Greendale will not need to add any additional acres of parkland by 2033 to accommodate the future population and maintain the intended level of service. The community currently has sufficient parkland to meet anticipated growth through 2033.

FIGURE 6.3: PARK ACREAGE NEEDS, 2033

2023 Total Active Acres	2023 Acres Per 1,000 Residents	Greendale Park Acreage Standard Per 1,000 Residents	2033 Total Acres Needed to Meet Projected Population Standards*	2033 Additional Acres Needed to Meet Standards*
228	15.4	15.4	225	0

Note: Active acres are defined as the total land area within all existing Neighborhood and Community Parks, Special Use Areas, and School District facilities. All figures used in this table are rounded.

Source: V&A

\*Population projection in 2033: 15,020

Figure 6.4 shows that, based on the population projections in Chapter 1 and local standards, Greendale will not need to add additional acres of parkland to the current park system by 2043. However, if opportunities for parkland expansion are identified, the Village could consider acquisition to maintain a high level of service.

FIGURE 6.4: PARK ACREAGE NEEDS, 2043

2023 Total Active Acres	2023 Acres Per 1,000 Residents	Greendale Park Acreage Standard Per 1,000 Residents	2043 Total Acres Needed to Meet Projected Population Standards*	2043 Additional Acres Needed to Meet Standards*
228	15	15	228	0

Note: Active acres are defined as the total land area within all existing Neighborhood and Community Parks, Special Use Areas, and School District facilities. All figures used in this table are rounded.

Source: V&A

\*Population Projection in 2043: 15,206

## QUALITATIVE ANALYSIS

Although quantitative standards provide a good basis for formulating the recommendations, a thorough assessment of the Village’s existing facilities must include an analysis that takes into consideration those characteristics that make Greendale unique from other communities. This includes:

- Identifying those park system deficiencies and strengths that are not captured by universal standards.
- Ensuring that future parks and recreational facilities are tailored to meet the needs of Greendale residents.
- Allowing for the establishment of a more reasonable and specialized level-of-service standard by which the Village can plan its future park system.

Important factors to consider include the following:

- The quantitative analysis presented earlier in this Chapter includes outdoor school recreational facilities even though the Wisconsin Department of Natural Resources does not consider these areas in the calculation of total parkland within a community. While they are prioritized for school district-based activities and can be closed to the public on occasion, Greendale’s Village owned and operated facilities and the School District’s facilities are thoroughly intertwined and treated as a cohesive system of park and recreational amenities. The Parks and Recreation Department itself is a department of the Greendale School District, and together, this joint treatment of community facilities offers additional recreational opportunities in many neighborhoods throughout the community that accommodate some of the local demand. Because of the unique relationship between the Village and School District’s recreational facilities, they have been considered cohesively in the calculations and analysis of this Plan.
- There are several significant county outdoor recreational facilities within and surrounding Greendale, the amenities of which contribute significantly to the availability and accessibility of park and recreational spaces for area residents.

Amenities offered by other adjacent local municipalities, Milwaukee County, and the state also contribute to the area's overall parks, recreation, and open space system. Each helps serve Greendale residents, although several are most practically accessible by vehicle or bicycle.

- Village residents have access to many recreational facilities, however, the survey results (see Appendix) indicated there is interest in some additional facilities and amenities such as:
  - Splash pad
  - Development of more restrooms at existing parks
  - Indoor Sports Complex/Field House and Indoor Fitness facilities
  - Improved sports courts and playfields, pickleball courts
  - Increased multi-use paths and trails, especially across major streets and to the Oak Leaf Trail

## GEOGRAPHIC ANALYSIS

The location and distribution of the park and open space facilities in relation to a community's residents is also an important indicator of how well existing facilities meet the needs of the community. Map 2 illustrates how effectively the Village of Greendale's parklands serve the various developed areas of the community. These service areas are based on the local standards identified in Chapter 5.

The area served by a park is influenced by several factors. These include the size of the park, location, transportation accessibility, and natural or manufactured barriers. Displaying park service areas based on these factors suggests locations where additional park facilities might be necessary to serve residents.

The development pattern in Greendale is relatively compact, a product of the community's long history and historic development practices. Many neighborhoods and the community's Village Center exhibit characteristics more like traditional neighborhood development than sprawling suburban style construction. In the older neighborhoods of Greendale, parks are well distributed, and the school district sites are within close proximity to much of the existing community. However, there are a few existing service area gaps for neighborhood parks within the park system. The western side of Greendale is more isolated in terms of geographical distance from downtown. Existing service area gaps are located in the northwest portion of the Village along Westlake Drive and West Edgerton Avenue, as well as small areas on the east side of Greendale east of West Loomis Road/STH 36 along South 60<sup>th</sup> Street and South 51<sup>st</sup> Street.

As the Village continues to grow or if it grows at a greater rate than projected, future gaps in park and recreation facility service areas may need to be addressed. While not required in this Plan at this time, the addition of small amounts of new parkland through infill development or redevelopment projects, will ensure future residents have equitable access to all types of parklands, open space, and recreational opportunities.

## REVIEW OF THE WISCONSIN STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN 2019-2023 (SCORP)

The last component of this needs assessment involves a review of the State of Wisconsin's 2019-2023 Comprehensive Outdoor Recreation Plan, prepared by the Wisconsin Department of Natural Resources (WisDNR). Some of the key issues, concerns, and factors influencing the future of outdoor recreation include:

- Demographic shifts in age, urbanization, and diversification
- The declining overall maintenance of infrastructure, especially recreational facilities
- Technology advances effecting the way we travel, use parks, and distribute information
- Equitable distribution of public lands
- Declining habitat quality and invasive species maintenance
- Increasing extreme weather events and weather pattern shifts
- Funding opportunities and increasing cost





# CHAPTER 7. PARK FACILITY RECOMMENDATIONS



**Greendale Schools**  
*Cultivating Excellence In Every Student*



# CHAPTER 7: PARK FACILITY RECOMMENDATIONS

This chapter provides detailed recommendations to expand and improve Greendale’s existing park and open space system based on current deficiencies and opportunities identified in the preceding chapters of this Plan and collected through public input in the planning process. These recommendations are also guided by the goals, objectives, and policies outlined earlier in this Plan.

Based on the Village’s projected population in 2033 (15,020 residents) and 2043 (15,206 residents), and its local standard of 15 active acres per 1,000 residents, Greendale will not need to provide additional acres of active parkland by 2033 nor 2043, but should consider expansion opportunities when they are presented. In order to accommodate the current needs and desires of residents and to accommodate the population in the future, it is primarily recommended that improvements and additions to existing parks be made. In addition to active recreation areas, it was also prioritized through this Plan’s public participation events, that more passive, “nature-based,” and trail recreation opportunities were also desired. This Plan recommends that additional trail connections providing opportunities to connect to existing passive, nature-oriented trail and parklands be developed in addition to the improvement of active park and recreation facilities. The recommendations of this Plan assume that Greendale will continue to grow at a moderate rate, and that park and open space planning will be oriented toward serving a steadily growing population. The timing of park acquisitions and development should coincide with the actual demand for recreational facilities in the Village’s developed and redeveloped areas.

Map 3 shows the approximate locations for future recreational facilities in the Village. More precise boundaries for park expansion will be determined during formulation of specific, detailed site redevelopment plans or when lands are acquired. Proactive identification of lands suitable for active parks or natural areas worthy of conservation is recommended early in all future development processes.

## Key Outdoor Recreational Findings

The following key overarching outdoor recreational findings were developed through conversation with Village and School District Staff, data and site analyses, public feedback opportunities, and discussion with the project’s Core Planning Team. These predominant needs/opportunities are addressed directly by this Plan’s recommended policies and park improvements and form the basis for this Plan.

- Many outdoor athletic fields require improved maintenance, regrading, field restoration, and exhibit poor irrigation, a lack of adequate lighting, and lack of auxiliary facilities that limit their usability and pose safety concerns for players.
- Multiple parks and outdoor spaces lack access to bathrooms, and sites with existing bathrooms are not always ADA accessible and are in need of infrastructure improvements.
- Daffodil and Edgerton Park have limited or no playground equipment, and most parks do not contain accessible playground equipment or accessible playground surfacing.
- Central park areas within the Village do not fully provide infrastructural and facility requirements for desired community events and programming.
- There is a lack of dedicated parking at multiple park locations, and street parking during events at these sites poses safety concerns.
- Paths and trails are heavily utilized by Village residents, and there is a desire for additional connections between existing areas of the community and to surrounding amenities and facilities in neighboring communities.

# RECOMMENDED IMPROVEMENTS TO EXISTING PARKS

Park improvement recommendations were developed through feedback from the Parks and Recreation Committee, Village staff, School District staff, the public, a review of the goals, objectives, and policies of existing plans, and the inventory and analysis of existing park and recreation system conditions within Greendale. This comprehensive analysis led to the following list of existing park recommendations.

Over the next 5 years, it is unrealistic to think that all projects for each park and trail will be implemented. To account for this, the recommendations provide a broad range of projects that can be implemented incrementally in the short, medium, and long term as deemed feasible by the Village and School District.

FIGURE 7.1 RECOMMENDED EXISTING PARK & RECREATION FACILITY IMPROVEMENTS

General Improvements for All Facilities	
	<ul style="list-style-type: none"> <li>• Improve identification signage at each park facility</li> <li>• Improve wayfinding signage and trail connectivity between parks</li> <li>• Implement security upgrades, including establishing or improving lighting and electricity at all park facilities. Determine a priority improvement plan based on funding and utility and infrastructure availability.</li> <li>• Establish uniform shelter and playfield rental options including signage for noticing when shelters and playfields are rented</li> <li>• Add bicycle racks at each park facility</li> <li>• Where appropriate, add benches, shade trees, and integrate defined native prairie planting areas, pollinator gardens, and additional walking pathways into existing parks</li> <li>• Develop a regular maintenance and replacement schedule and equipment log for all playground equipment and park amenities</li> <li>• Implement ADA accessibility and universal design features in parks, including when upgrading playground equipment and ground surfaces, shelter and restroom access, and by providing contiguous paved pathway access to amenities within each park</li> <li>• Establish paved connections between park facilities and the adjoining rights-of-way</li> <li>• Provide permanent or semipermanent restroom facilities at each park location. Determine a priority improvement plan for restrooms based on funding and infrastructure availability.</li> <li>• Develop a regular maintenance schedule and perform systematic routine maintenance of the existing sports playfield facilities in each park to increase playfield quality, grading, and drainage</li> <li>• Maintain and develop additional trail system connections to continue to connect park and recreation facilities to surrounding neighborhoods, schools, the Village Center, and to Milwaukee County Park facilities, including the Oak Leaf Trail</li> </ul>
Specific Improvements for Existing Neighborhood Parks	
Site Name	Recommended Site Improvements
<b>Daffodil Park</b>	<ul style="list-style-type: none"> <li>• Upgrade existing playground equipment with modern design and ADA accessibility features, including an ADA accessible ground covering and paved path connections to the park's existing internal path network</li> <li>• Install new identification signage at the park's entrances on Northway, Schoolway, and at its connection point to the Village Center</li> <li>• Explore the incorporation of native plantings along the Dale Creek in partnership with Milwaukee County Parks</li> <li>• Install a trail network map at a central location within the park</li> <li>• Increase wayfinding signage and develop intersection safety improvements along Schoolway to further solidify a connection between Daffodil Park and Gazebo Park</li> <li>• Coordinate with the Children's Garden Committee on future planning and park improvements, including the expansion of the community gardens</li> <li>• Consider the development and installation of a prominent historical or artistic feature about the history and development of Knockout Roses within the park</li> <li>• Increase recreational and community event programming in coordination with events at the Village Center</li> </ul>

	<ul style="list-style-type: none"> <li>• Maintain and repave all internal trail connections as needed</li> <li>• Consider the addition of more picnic tables to accommodate adjacent Village Center patrons</li> <li>• Consider the development of a splash pad</li> <li>• Consider the development of a full-accessible universally designed playground</li> <li>• Develop well-screened trailway lighting</li> </ul>
<b>Edgerton Park</b>	<ul style="list-style-type: none"> <li>• Develop an internal system of paved pathways between amenities within the park as they are installed</li> <li>• Explore the development of new playground equipment with a modern design and ADA accessibility features, including an ADA accessible ground covering and contiguous paved path connections to the park's entrances and internal pathway network</li> <li>• Install new identification signage at the Park's entrances on Greenway and Mansfield Drive</li> <li>• As the need for additional park facilities grows, consider the construction of a park shelter, and install benches and trash cans</li> <li>• Preserve onsite woodlands</li> <li>• Integrate additional landscaping, including native plantings</li> <li>• Develop a soccer playfield in the existing open space</li> <li>• Create sidewalk connections from the right-of-way along Greenway and Mansfield Drive and increase connectivity to the surrounding neighborhood through sidewalk and trail connections to the park</li> <li>• As development of this park takes place, consider installing a permanent or semi-permanent restroom onsite</li> <li>• Develop an internal paved trail connecting each amenity within the park</li> <li>• Install a pedestrian crosswalk on Greenway to connect the northern and southern portions of the park</li> </ul>
<b>Gazebo Park</b>	<ul style="list-style-type: none"> <li>• Provide more picnic tables onsite and replace existing ones. Consider placing additional picnic tables in a more prominent location closer to Broad Street</li> <li>• Screen the existing electrical facility with a decorative art piece or enclosure</li> <li>• Consider the addition of decorative lighting within the park, especially around the Gazebo area</li> <li>• Explore the potential redesign of the site to create a dedicated community plaza, featuring a permanent bandshell or outdoor performance space, areas along Broad Street for vendors, food trucks, and small businesses to sell goods and services during events at the park, and flexible space for community gatherings and events</li> <li>• Coordinate with the local business community to provide opportunities for downtown and local vendors to sell food and products at events at this park, where appropriate</li> <li>• Coordinate with community organizations and businesses to sponsor and host events and program activities onsite</li> <li>• Consider the development of a public art or informational feature about the Norman Rockwell Plaza</li> <li>• Develop permanent restroom facilities onsite</li> </ul>
<b>Lions Park</b>	<ul style="list-style-type: none"> <li>• Develop ADA accessible paved pathway from the street right-of-way on Edgehill Road to the playground</li> <li>• Upgrade the playground equipment with a modern design and with ADA accessibility features, including an ADA accessible ground covering</li> <li>• Install new identification signage for the park along Edgehill Road</li> <li>• Add trash receptacles</li> <li>• Install additional benches</li> <li>• Consider the development of permanent or semi-permanent restrooms onsite</li> </ul>
<b>Pioneer Park</b>	<ul style="list-style-type: none"> <li>• Install new park identification signage</li> <li>• Consider the installation of a public art piece or exhibit within the site</li> </ul>

<b>43<sup>rd</sup> &amp; Ramsey Field</b>	<ul style="list-style-type: none"> <li>• Install new identification signage at the Park’s entrances on 43<sup>rd</sup> Street</li> <li>• Preserve onsite woodlands</li> <li>• Explore the feasibility of developing a soccer playfield in the existing open space on the west side of the property</li> <li>• Upgrade and maintain the existing baseball field to a full-sized field that can accommodate adult baseball regulation sizes for dimensions and bases, improve grading, and complete infield/outfield upgrades such as installing a backstop, lighting, and bleachers</li> <li>• Consider replacing the existing baseball field with a full-sized, dedicated softball field with lighting, announcement box, scoreboard, and bleacher seating</li> <li>• Improve the quality, grading, and drainage at each sports playfield onsite</li> <li>• In conjunction with playfield improvements, consider the construction of a shelter structure and install benches and trash cans</li> <li>• Create sidewalk connections from the right-of-way along 43<sup>rd</sup> Street and increase connectivity to the surrounding neighborhood through sidewalk and trail connections to the park</li> <li>• Install a permanent or semi-permanent restroom onsite</li> <li>• Develop an internal paved trail connecting each amenity within the park</li> <li>• Consider providing on-site parking on the south end of the park</li> </ul>
<b>Ambruster Park</b>	<ul style="list-style-type: none"> <li>• Maintain condition of playground amenities</li> <li>• Install park identification signage</li> <li>• Update the existing playground to incorporate ADA accessible ground cover and equipment.</li> </ul>

### Specific Improvements for Existing Community Parks

Site Name	Recommended Site Improvements
<b>College Park</b>	<ul style="list-style-type: none"> <li>• Consider the development of community gardens or native plant communities in underutilized greenspace areas, especially in under-landscaped areas such as the site’s northeast side. Gardens could include an educational pollinator or wildflower garden</li> <li>• Create a paved pathway connection between the existing internal path and the playground</li> <li>• Update and expand the playground equipment, including providing ADA accessible equipment and ground covering</li> <li>• Develop better internal wayfinding to direct park users to different park amenities within the site</li> <li>• Create better identification signage for the park along College Avenue</li> <li>• Preserve onsite woodlands and paved trailways</li> <li>• Consider developing a shelter or shade structure onsite with additional picnic areas</li> <li>• Pave and stripe the parking area on College Avenue and install park identification signage at this location. Consider expanding the parking lot’s footprint and capacity as needed.</li> <li>• Consider the development of a footbridge between the parking lot and the northeast baseball field to improve direct access to the playfield.</li> <li>• Upgrade the northwest baseball field to accommodate adult baseball and softball regulation sizes for dimensions and bases, improve grading and drainage, install lighting and bleachers, and install netting along the west side of the field area</li> <li>• Explore the possibility of reconfiguring the northeast baseball field and soccer field so that the baseball diamond is not facing directly west, as most use takes place in the afternoon and batters face directly into the sun</li> <li>• Improve the grading, drainage, and field quality of the northeast baseball and soccer fields</li> <li>• Develop dedicated pickleball courts in the northeastern portion of the park off of Eastway</li> <li>• Develop well-screened internal lighting for park amenities and along the internal trail system</li> </ul>
<b>Community Center Park</b>	<ul style="list-style-type: none"> <li>• Update playground equipment, especially by installing ADA accessibility features, including ADA accessible ground coverings and the transition curbs between the playground equipment areas and the park pavement</li> <li>• Integrate additional landscaping</li> </ul>

	<ul style="list-style-type: none"> <li>• Develop the existing paved area north of the tennis courts into outdoor sports courts (basketball, cricket, pickleball, foursquare, etc.)</li> <li>• Add additional bicycle parking racks near the park entrance</li> <li>• Continue to maintain the existing tennis courts with regular maintenance.</li> <li>• Upgrade the existing restrooms and ensure they are available for use during popular use hours</li> <li>• Increase programming and utilization of this facility for community events</li> <li>• Repave the existing basketball court, replace basketball hoop rims and nets, and add lighting</li> <li>• Improve the quality, grading, and drainage at each sports playfield onsite</li> <li>• Install more benches and picnic tables</li> <li>• Install several permanent grills</li> </ul>
--	---

### Specific Improvements for Existing Special Use Areas

Site Name	Recommended Site Improvements
<b>Sherwood Park</b>	<ul style="list-style-type: none"> <li>• Maintain existing paved multiuse trail network</li> <li>• Preserve the existing woodlands onsite</li> <li>• Consider installing well-screened lighting along the paved multiuse trail</li> <li>• Develop trail wayfinding signage at park entrances</li> <li>• Consider unique seasonal programming opportunities</li> </ul>
<b>Greendale Veterans Memorial</b>	<ul style="list-style-type: none"> <li>• Engage the Greendale Veterans Memorial Committee in the continuation of park maintenance</li> <li>• Install native plantings adjacent to the memorial installations</li> </ul>

### Specific Improvements for Existing Outdoor Public School District Facilities

Site Name	Recommended Site Improvements
<b>Canterbury Elementary School</b>	<ul style="list-style-type: none"> <li>• Upgrade playground equipment and ground cover to be compliant with ADA accessibility standards</li> <li>• Add bicycle racks outside of school entrances</li> <li>• Install native plantings and additional landscaping features</li> <li>• Add ADA accessible swing equipment</li> <li>• Improve grading and drainage at all outdoor sports playfields</li> <li>• Repaint hard-surfaced playground lines</li> <li>• Upgrade and improve existing basketball courts, backboards, and nets</li> </ul>
<b>College Park Elementary School</b>	<ul style="list-style-type: none"> <li>• Replace existing woodchipped playground spaces with rubberized, ADA accessible surfacing</li> <li>• Repave the trail segments connecting to the school site's paved parking and play areas</li> <li>• Improve field quality, grading, and drainage at all outdoor baseball and soccer playfields and conduct regular field maintenance</li> <li>• Replace existing basketball hoops</li> <li>• Replace baseball field benches</li> <li>• Address the drainage issue where the parking lot meets the field entrance</li> </ul>
<b>District Forest (Canterbury Woods)</b>	<ul style="list-style-type: none"> <li>• Preserve and maintain the existing woodlands and paved, multiuse pathways</li> <li>• Consider the installation of well-screened lighting along the paved multiuse paths</li> <li>• Expand the existing trail network to provide more pathways within the site</li> </ul>
<b>Greendale High School</b>	<ul style="list-style-type: none"> <li>• Coordinate with the School District to explore the development of a fieldhouse for indoor sports featuring hardcourts, and indoor track, among other amenities</li> <li>• Improve the existing softball field's outfield quality and maintenance, dugouts, bleachers, and install lighting and a scoreboard</li> <li>• Create a dedicated warmup area adjacent to the softball diamond for use by softball players</li> <li>• Install netting past the softball field outfield to stop balls from being lost in the adjacent woods</li> <li>• Install netting between the softball field and parking lot to minimize the damage caused by foul balls on parked cars</li> </ul>



	<ul style="list-style-type: none"> <li>• Replace existing fencing around the softball field</li> <li>• Replace the existing storage sheds between the baseball and softball fields</li> <li>• Improve the grading and field quality of the practice field greenspace located between the school parking lot and the baseball field. Install lighting here to allow for evening use</li> <li>• Replace the existing concessions stand with a new combined concessions stand, ticket booth, restroom facility, and storage locker facility for each outdoor sport. Consider relocating this facility to a central location in between the softball, baseball, and football fields</li> <li>• Repave the existing tennis courts</li> <li>• Replace the existing press box at the football field</li> <li>• Create additional grandstand seating at the football field</li> </ul>
<b>Greendale Middle School</b>	<ul style="list-style-type: none"> <li>• Update and expand the playground equipment, including providing ADA accessible equipment and ground covering</li> <li>• Improve field quality, grading, and drainage at all outdoor sports playfields</li> <li>• Repaint hard-surfaced playground lines</li> <li>• Improve existing basketball court pavement, hoops, and nets</li> <li>• Upgrade and expand the natural playground</li> <li>• Install a gate across southwest access road behind the school building to limit vehicular access to the paved play areas at the Middle School and Canterbury Elementary School</li> </ul>
<b>Highland View Elementary School</b>	<ul style="list-style-type: none"> <li>• Update and expand the playground equipment, including providing ADA accessible equipment and ground covering</li> <li>• Replace exterior storage shed</li> <li>• Improve the quality and grading of the baseball, softball, and soccer fields and conduct regular maintenance of playfields</li> <li>• Provide additional bench or bleacher seating at existing baseball fields</li> <li>• Consider reconfiguration of all sports fields to be able to accommodate tournaments</li> </ul>
<b>Jaycee Park</b>	<ul style="list-style-type: none"> <li>• Maintain the playground equipment and transition non-accessible ground cover areas to ADA accessible covering</li> <li>• Install a permanent restroom and water fountain</li> <li>• Install additional benches, picnic tables, and garbage cans</li> <li>• Develop lighting for the ballfield, playground, and restroom areas</li> <li>• Install permanent grills</li> </ul>
<b>84<sup>th</sup> &amp; Grange Field</b>	<ul style="list-style-type: none"> <li>• Update and expand the playground equipment, including providing ADA accessible equipment and ground covering</li> <li>• Install permanent restrooms and water fountains</li> <li>• Develop an onsite shelter structure</li> <li>• Improve park identification signage on 84<sup>th</sup> Street</li> <li>• Improve field quality, grading, and drainage for both soccer fields and the baseball field and conduct regular maintenance</li> <li>• Install additional bleachers at each of the soccer and baseball playfields</li> <li>• Create paved connections from the sidewalk to each playfield onsite, and to the playground area</li> <li>• Explore the development of off-street parking</li> <li>• Add lighting at each playfield</li> <li>• Consider the reconfiguration of existing playfields. Existing soccer fields could be preserved, or they could be redeveloped into softball fields to accommodate community demand for more of this type of facility. Preliminary assessment indicates that 2-3 softball fields, a shelter with restrooms and concessions, and a playground could be accommodated onsite, however there would be an increased need for dedicated parking.</li> <li>• Install permanent grills and picnic tables</li> </ul>

## RECOMMENDED NEW PARKS

Future infill development and population growth throughout the Village will likely result in the need for the addition of a minimal amount of park space to the overall park system in the coming decades. No new parks are recommended as part of this plan. However, the Village should continue to add park acreage where possible when opportunities become available. Opportunity exists at Southridge Mall to develop several acres worth of neighborhood or regional serving park and recreation facilities as the area continues to transform and experience development. New neighborhood parks in this area could provide service to what could become a new area of dense housing and commercial activity within the community. The Village should consider requiring developers to add public facilities and integrate parkland into future developments at Southridge. Models for Neighborhood and Community Parks can be found in the Appendix.

## SPECIAL USE FACILITIES RECOMMENDATIONS

Through the planning process, additional unique recreational opportunities were identified. In the future development and upgrades of existing and new parks, it is recommended that the Village and School District consider the following unique opportunities and partnerships as population and demand increases:

### Active Playfields

As illustrated in the public feedback gathered through this planning process, there is an increasing demand for active outdoor playfield space and limited opportunities within existing parks to accommodate more space. In particular, there are competing demands for space available to play soccer, baseball, and softball. There are two potential solutions to this existing issue, but each requires more land, funding, coordination with sports programming groups, and time.

- Distribute new active playfields within existing parks and through the acquisition of new Neighborhood Parks.
  - Pros: provides new playfield space in the short term and requires less land and costs compared to a large-scale playfield complex. Many existing parks have the capacity to accommodate new active playfield space, especially if existing facilities are reconfigured.
  - Cons: does not keep active playfield users concentrated in one location
- Study the development of a new multiuse fieldhouse to accommodate demand for additional indoor sports facilities, including additional basketball and volleyball courts and other amenities such as an indoor track.
  - Pros: could potentially be sited at the High School or Community Center Park, keeps active playfield users in a centralized location, helps to alleviate competing land demand issues within existing parks for active playfield space.
  - Cons: requires a considerable amount of land, high costs of development, and does not solve the existing issue in the short term.

It is recommended that the Village of Greendale take a hybrid approach to the potential opportunities as described above – seeking both short-term and long-term solutions. This can be accomplished through the addition of new active playfield space in existing parks (where suitable). It can also be accomplished by exploring a coordinated effort with the School District to develop a large-scale active playfield complex or indoor fieldhouse in the long-term. Over the planning period, it is recommended that the Village actively pursue the improvement and reconfiguration of existing parks to accommodate the addition of as many new active playfields in the community as possible.

### Steps to Acquire Additional Parklands and Reconfigure Existing Parks

There are several key steps to expanding existing parks and redesigning facilities to make the most efficient use of space that allows for the development of additional playfields. These include:

1. **Identification of land suitable for expansion.** There are many factors that should be considered in the identification of land for the park including, but not limited to, size, location, accessibility, topography, proximity to utilities, buildability, and constraints. An investigation of all land within the Village and directly adjacent to the Village and School District's existing park boundaries should be evaluated using Map 3 as the basis for the site identification. During this investigation, preliminary site suitability and site selection analysis should be done to ensure identified properties are adequate to facilitate the desired size, facilities, layout, etc.
2. **Property negotiation and acquisition.** The vast majority of lands identified in step one will most likely yield sites that are privately held. Through property owner outreach, the Village can determine willingness to sell, land price, and donation opportunities to narrow the pre-identified sites into one or a select few best-fit options. Property acquisition will require several steps including fundraising, grant procurement, or budgeting; negotiation of land sale price; property transfer; entitlements; and potentially Comprehensive Plan Amendments.
3. **Park master planning.** In advance of major improvements to existing parks or after an existing park has been expanded, it is recommended that a Park Master Plan be developed to determine its future programming, amenities, layout, and facility makeup. This process will include detailed engineering plans for park development, community and stakeholder engagement, estimated costs, implementation strategies, and Village adoption.
4. **Bidding, awards, and construction.** Utilizing the Park Master Plan, the Village will need to acquire and/or allocate funds toward the construction of the new park. This can come in form of donations, grant procurement, sponsorships, budgeting, or more likely a combination of each. The project will then need to be bid out for construction and contractors will need to be selected to complete the work. Following bid awards, construction can commence.

There are many challenges to acquiring and developing new park and recreation facilities in a built-out community. However, these steps will provide the Village with the best chance in adequately planning for, funding, and developing the facility over the planning period.

### Splash Pad

A splash pad has become an exceedingly popular alternative to community swimming pools because they are far less expensive to build and maintain, and because they are safer and do not require constant lifeguard supervision. Splash pads can also function as interesting features of community public spaces.

When planning for a new splash pad, it is important to consider the intended size of the facility, its proposed location in relationship to water and stormwater infrastructure, and long-term operating expenses. There are two common types of splash pads, flow-through and recirculation. A flow-through facility draws through new water each day and then drains that water into stormwater sewers. This type of facility is less expensive to construct and operate (approximately \$350,000-\$400,000) but is limited in size to 2,400-3,000 square feet because the maximum water capacity of a flow-through system is 50,000 gallons per day. A recirculation facility brings water through the features splash pad's features, recollects the water used, filters the water, and then recirculates it through the system. This type of facility is more expensive to construct and operate long-term (approximately \$600,000-\$700,000) because it is required to meet State pool code and requires regular County and Village staff inspections. However, it does provide greater flexibility in overall size and number of features. Most often, a recirculation splash pad makes the most sense for a larger planned facility with lots of infrastructure, such as an aquatic center or existing community pool. Flow-through splash pads are commonly used in smaller settings such as a Neighborhood Park.

The Village should study adding a splash park within Daffodil Park because of the advantages this location presents in terms of existing infrastructure, utilities, operations, and space capacity.

## Pickleball Courts

Pickleball is an increasingly popular recreational pastime across the country. The game is fast becoming a popular alternative to tennis and the nature of the gameplay allows it to be accessible to many different age groups. Pickleball is particularly popular with middle-aged and older recreationists, who make up a large segment of Greendale's population. Several pickleball leagues and groups have already been established throughout Milwaukee County, and many pickleball players in the Greendale area currently travel to the City of Franklin to participate in the sport. Pickleball court markings currently exist on the tennis courts at Community Center Park, but public input in the planning process identified significant interest in the installation of additional dedicated pickleball courts throughout the community. Developing dedicated courts with wind barriers, permanent nets, and high visibility markings could allow Greendale to compete as a prominent destination for play and tournaments. Opportunity for increasing the number of pickleball courts at Community Center Park or within other existing parks is highly recommended.

## Permanent Outdoor Events & Performance Venue

To provide space for community programming and further activate the Village Center, the Village should consider the creation of a permanent outdoor events venue in Gazebo Park. Popular around the country for creating space for active community use, a dedicated event space could be designed to host summer concert series, food truck events, festivals and celebrations, and facilitate community gathering. Greendale currently hosts several events and festivals at Gazebo Park, however, public feedback in this planning process confirmed that residents desire to have more formalized public plaza and event stage for festivals and more meaningful gathering opportunities. In considering the incorporation of such an amenity into Gazebo Park, the Village should recognize the facility's potential to further activate not only Gazebo Park itself, but the surrounding area including the Village Center and Daffodil Park. Redesigning the park to provide a formalized performance and events space in conjunction with efforts to regularly activate it with diverse programming options could be an excellent way to draw even more activity to the Village Center and foster community connections.

## Community Gardens

Community gardens provide benefits to both the environment and the health and wellbeing of community members. Community gardens increase the availability of nutritious food, providing increased access to fresh produce to help residents create healthier lifestyles. They also strengthen community ties, reduce environmental hazards and water runoff, and contribute to the creation of more sustainable food systems. Opportunities to grow food locally reduce the environmental and financial costs of transporting food to stores, helping to improve air quality. The installation of gardens creates additional habitat, increasing local biodiversity of both plants and animals. Community gardens also play a role in waste reduction, allowing neighborhood residents to compost their food waste. Establishing community gardens in existing or future Village parks is a great way to activate underutilized park areas. The Village should consider establishing several community gardens throughout its park and recreation system, such as Pioneer Park, Edgerton Park, and College Park, as well as expanding the existing Children's Garden facility at Daffodil Park.

## Dog Park

The public survey provided as part of this planning process revealed that many community members would like the option of using a dog park within the Greendale area. In the past, the Village has considered several locations within existing parks for the addition of a dog park to the community's recreational facilities. In the exploration of these several options, various issues have been discovered that have stopped potential development plans, primarily related to lack of adequate space to accommodate dog park development. In response to the high interest indicated in public feedback during this planning process, the Village has engaged Milwaukee County in discussions exploring the development of a dog park in Whitnall Park. It is recommended that the Village continue these efforts and work collaboratively with Milwaukee County to come to a possible solution. If an agreement can be reached, it is recommended that a

### What Makes a Great Dog Park?

Many communities across country have tackled the question of how to develop a dog park that best fits the needs of the population. While it is unlikely that it will be feasible to include every one of the following amenities in any given dog park, it is recommended that each of these attributes be considered in the development of any new dog park in the community.

- 20 acres in size
- Water source for both humans and dogs
- On-site parking
- Relatively flat land with some naturally shaded areas (or shade structure)
- Clearly posted guidelines and rules for the park users
- Designated walking path in addition to an open space area
- Separate small and large dog areas
- Benches, waste containers, and bag holders are dispersed throughout the park
- Perimeter fencing and double-gated entryway
- On-site restrooms
- Partnership with the Humane Society, nonprofit, private entity, or volunteer organization to help operate, maintain, and sustain the park long-term

new dog park be developed at the Whitnall Park site with the features identified below. If siting a dog park at a nearby Milwaukee County facility is not an option, the Village should explore the possibility of siting one in Edgerton Park.

### **ADA Accessibility & Universal Playground Design**

It is recommended that as upgrades and improvements are made to each park in the Village, ADA accessibility standards are incorporated into designs and implemented incrementally over the planning period. Focus should be placed on making improvements based on similar types of projects (sidewalks, pavement stripping, signage, etc.) as part of an annual line item in the Village's Capital Improvements Plan. Additionally, with any new facility upgrades, replacements, or construction, special attention should be placed on creating an equitable and fully ADA accessible facility that reflects all federal guidelines.

ADA accessibility considerations include ensuring that there are accessible paved or rubberized surface pathways from public sidewalks to the various amenities within each park that are easily navigable for all park users. The design of new park equipment and playground features should also incorporate the principles of universal design. Universally designed facilities are thoughtfully designed to be usable by all people to the greatest extent possible without the need for adaptation or specialization. Playground design should be inclusive and accommodate and challenge users at their own developmental levels so that as many children as possible can enjoy the community's playgrounds. Universally designed playgrounds include equity and flexibility in use and provide assorted sizes and spaces to allow for individuals of varying abilities to use assistive devices or personal assistance. Key design strategies include:

- Use different modes (pictorial, verbal, tactile) for redundant presentation of essential information
- Provide facilities that are compatible with and present options for a variety of techniques or devices used by people with sensory limitations
- Eliminating unnecessary complexity
- Providing choice and flexibility in methods of use of various playground features
- Providing adequate space for the use of assistive devices or personal assistance

### **Other Potential Opportunities for Special Use Areas**

- Community feedback indicated the desire for more modern, unique park facility designs for playgrounds and neighborhood park spaces. Opportunities to upgrade parks so that they integrate native plantings, interactive or multi-functional stormwater management facilities, unique playground equipment, and thoughtful design that incorporates local art, history, or the natural sciences can help the Village build unique and compelling identities for each of its parks and draw more use to specific park locations.
- Greendale lies along the extensive Root River Parkway. The Village should make it a priority to pursue opportunities to connect the community to the Root River and the County's Oak Leaf Trail System. Providing access points to the river and this extensive, county-wide multiuse trail network would expand the community's recreational options, harnessing the river as another source for both active and passive recreation. Any future facilities at or connections to the Root River should be developed so that they are integrated into Greendale's continuously developing trail network. It is recommended that the Village coordinate with Milwaukee County and the Greendale Trail Association to accomplish these goals.

This page was left intentionally blank



# CHAPTER 8. OTHER RECOMMENDATIONS



**Greendale Schools**  
*Cultivating Excellence In Every Student*



# CHAPTER 8: OTHER RECOMMENDATIONS

This chapter provides detailed recommendations on other key components that play a role in the community’s park and open space offerings including natural resources, bicycle and pedestrian facilities, and programming. These recommendations are also guided by the goals, objectives, and policies outlined earlier in this Plan.

## NATURAL AND OPEN SPACE AREAS RECOMMENDATIONS

Greendale residents prioritized the need for more natural recreation opportunities during the creation of this plan. The Village should consider accepting any quality land donations for conservancy or natural and open space uses and continue to work in cooperation with Milwaukee County to further develop recreational opportunities and preserve the natural environments within the Root River Parkway and surrounding County parks. Areas within the Village that the recommendations of Figure 8.1 apply to include Sherwood Park, Canterbury Woods (District Forest), Edgerton Park’s environmental corridor areas, the Dale Creek Parkway, and the Root River Parkway.

FIGURE 8.1 CONSERVANCY AREA GENERAL RECOMMENDATIONS

Existing Conservancy Areas	
Recommended Site Improvements	
<b>General Improvements</b>	<ul style="list-style-type: none"> <li>• Establish more passive trails and strategically acquire adjacent properties to expand connections to existing parks and to provide an expanded trail network</li> <li>• Remove invasive species, restore native species, establish ongoing maintenance programs</li> <li>• Develop a tree management system</li> <li>• Establish identification signage for each conservancy area consistent with uniform signage used for the Village’s active park locations</li> <li>• Consider the development of a minimally intrusive paved or unpaved trail loop within the Grootemaat Nature Preserve</li> </ul>

## BICYCLE AND PEDESTRIAN RECOMMENDATIONS

In 2019, the Village of Greendale completed an update to its Comprehensive Plan that identified, analyzed, and prioritized future recreational trail network connections and improvements. Outside of the recommended trail connections illustrated on Map 3, this Plan recognizes and furthers the recommendations of the Comprehensive Plan.

### Proposed Paths and Trails

This Plan recommends several off-street paths and trail segments within the community’s existing boundaries. These trails and paths are essential to linking existing neighborhoods and future redevelopment areas to on-street bicycle routes, parks and environmental corridors, existing school sites, community amenities and destinations, and to the expanding regional trail network.

Unpaved natural trails serve to connect facilities within developed parks and can serve as the main recreational element of an undeveloped park or passive recreation area. This type of trail is most appropriate for natural conservancy areas such as Sherwood Park, Canterbury Forest, the Grootemaat Nature Preserve, the Dale Creek Parkway, certain areas of the Root River Parkway, and other similar environmental corridors.

A significant characteristic of the original Village design was the creation of Greendale’s unique network of pedestrian pathways, which still provide the community with a reliable mode of transportation and an opportunity for social interaction to this day. These paths are well used and continue to be an important part of Greendale’s unique identity.



Paved paths serve developed parks to connect on-site park facilities or connect multiple recreational locations together. This type of network connection is recommended along the west side of 76<sup>th</sup> Street between Grange Avenue and the southern Village border, along the north side of Grange Avenue between 68<sup>th</sup> Street and Loomis Road, around the vehicular entrances to Southridge Mall from adjacent neighborhoods, within the Root River Parkway, and to connect new park and recreation facilities as they are developed in the Village, particularly in the Southridge Mall area as it continues to be redeveloped. These trail recommendations serve to strategically link existing and new residential developments with each other and create connections between community and neighborhood parks. Recommended off-street trail segments are listed in Figure 8.2 below and depicted on Map 3.

FIGURE 8.2 BICYCLE & PEDESTRIAN RECOMMENDATIONS

<b>Recommended Improvements</b>	
<b>General Improvements</b>	<ul style="list-style-type: none"> <li>• Maintain access to the historic pedestrian and bicycle pathways throughout the Village and ensure adequate connectivity between all path segments within the Village</li> <li>• In partnership with the Greendale Trail Association, develop the proposed on and off-street multi-use trail segment connecting the Village Center to the Root River Line of the Oak Leaf Trail.</li> <li>• Coordinate with Milwaukee County on the development of a sidewalk along the west side of 76<sup>th</sup> Street between Grange Avenue and the southern Village border</li> <li>• Create improved pedestrian crossings across 76<sup>th</sup> Street between Grange Avenue and the southern Village border</li> <li>• Establish enhanced crossings and pedestrian network connections at the vehicular entrances to Southridge Mall</li> <li>• Create an improved pedestrian and bicyclist zone within the Root River Parkway, which may include pavement markings and/or a separate path system along the roadway to increase both access and safety</li> <li>• Promote Greendale's unique, interconnected pathway system as an asset to current and future residents, as well as an asset to leverage in the community's economic development strategy.</li> <li>• Develop and install unified wayfinding signage and trail network maps at key locations along the Village's trail network, especially at entrances to the community and particularly along the future Root River Line of the Oak Leaf Trail</li> <li>• As arterial streets are resurfaced or reconstructed, provide dedicated infrastructure improvements for bicycle travel, especially along Loomis Road, 76<sup>th</sup> Street, Grange Avenue, 68<sup>th</sup> Street, and 60<sup>th</sup> Street if the width of roadways allows for such improvements.</li> <li>• Consider developing a partnership with a private operator to provide bicycle and scooter rentals to encourage active transportation and improve connectivity between the Village Center and Southridge Mall</li> <li>• Coordinate with stakeholder groups such as the School District, Community Learning Center, nonprofits, "friends of parks" groups, and others to develop unique cultural, artistic, historical, or natural science installations, features, and programs along the Village's trail network and within the Root River Parkway and Oak Leaf Trail. Such programs can help activate these important amenities, promote physical activity, help create a sense of place, contribute to tourism and economic development</li> </ul>

It is also recommended that the Village implement other pedestrian safety treatments that enhance the active transportation experience, such as buffer areas between sidewalks and roadways, curb bump-outs, and pedestrian islands in medians on heavily traveled roads. All improvements must be designed and constructed in accordance with the requirements of the Federal Americans with Disabilities Act.

### **The Oak Leaf Trail**

The Oak Leaf Trail system provides over 135 miles of multiuse trails for bicycling, walking, and passive nature enjoyment throughout Milwaukee County. Nearly a quarter of the network runs along the shores of Lake Michigan, and the network consists primarily of smooth asphalt. The trail provides dozens of easily accessible connections that span much of the Milwaukee Metro area, with significant portions running through County parkways.

The long-term vision of the Village is to improve accessibility and connectivity to the Oak Leaf Trail by providing a dedicated off-road multi-use trail connection between it and the Village Center, creating a direct link between the highly-used, County-wide trail and the heart of the Greendale community.

The Greendale Trail Association has already initiated planning and coordination measures with both the Village and Milwaukee County. The Greendale Trail Association has developed a plan identifying a key network connection consisting of several segments of on and off-street bicycle and pedestrian infrastructural improvements that would connect the Village Center to the Parkway. These efforts have provided the first step needed to begin the development of an interconnected trail network in this area. As shown on Map 3, the current proposed route consists of a trail segment featuring new dedicated multi-use trails, the installation of shared on-street bicycle lanes, and several sections of widened sidewalk to provide a direct connection between the Village Center and the Root River Parkway. A dedicated on-street bicycle lane would extend south down Broad Street through the Village Center beginning at the intersection of Northway and Broad Street. Where Broad Street meets Southway, widened sidewalks would run east to connect to a proposed new multiuse trail segment running along the east side of the high school campus following the Dale Creek until meeting up with Dorchester Lane. At Dorchester Lane, another segment of on-street bicycle lanes would connect a final stretch of new paved pathway to the Root River Parkway.

Establishing trail connections to and along the Root River Parkway will help further develop an important active transportation corridor between the Village and amenities to its west and south, such as The Rock Sports Complex and Whitnall Park. Creating additional trail connections in coordination with the County will help activate the Root River as a recreational resource for the community, make Greendale more accessible for recreationists using the Oak Leaf Trail, and will also help preserve and protect the sensitive riparian environment.

Throughout this planning process, increasing and improving the multi-use trail network throughout Greendale was a highly prioritized objective. Connecting to the regional Oak Leaf Trail is a key component of this plan's recommendation in advancing that objective. The Village and County should continue to collaboratively focus efforts to establish this trail over the planning period.

### **Proposed On-Street Bicycle Routes**

This Plan also recommends continuing to develop an on-street bike route system along existing Village streets. Further additions to solidify connections between existing major routes will provide Greendale with a robust bicycle network. Building on the existing route, it is recommended that additional on-street sharrows, bicycle lanes, and buffered bicycle lanes be added. Proposed on-street bicycle routes are shown on Map 3. Additionally, it is recommended that the Village create and produce a Village Bicycle and Trails map that informs residents and visitors of the Village's bicycle and trail network. Maps should be published online and also made available to key Village stakeholders including the School District, Community Learning Center, and other civic partners.

## Community-Wide Benefits of Trails

Trails provide tangible benefits to communities across the county as they promote physical and mental health, offer inclusive and equitable outdoor recreation opportunities, stimulate economic development, and provide sustainable transportation infrastructure. Together, these benefits increase the local quality of life for all residents and visitors of the community.

Physical and Mental Health: A 2014 study by the American Journal of Public Health found that there is a direct and significant measurable correlation between how close people live to bicycling and pedestrian infrastructure and the amount of weekly exercise people get. Additionally, a 2011 study by the American Heart Association found that every \$1 invested in building trails is a direct correlation to \$3 of saved medical costs. Finally, a 2019 study by University of Exeter published in the Scientific Report found that 2 hours a week in the outdoors has a measurable impact on mental health. Proximity also matters, as most people studied lived within 2 miles of trail.

Equity: Trails promote social, racial, gender, and economic equity through strengthening the community, building sustainable interactions and outdoor recreation opportunities, and improving quality of life. Trails are the most potent tools in maintaining and improving urban viability and appealing to a broad range of demographic groups in choosing where they live, work, and play.

Economic Development: The outdoor recreation economy generates over \$887 billion dollars in consumer spending each year across the United States, including over \$59 billion in state and local tax revenue. Beyond just tax revenue, other economic benefits include property value increases and creation of jobs. In fact, pedestrian and bicycle infrastructure projects create 8-12 jobs per \$1 million of spending. (Garrett-Peltier, 2011)

Sustainable Transportation: Trails are truly infrastructure that enhances quality of life through connecting communities and destinations, spurring economic development locally and regionally, reducing our collective carbon footprint, and preserving the natural environment.

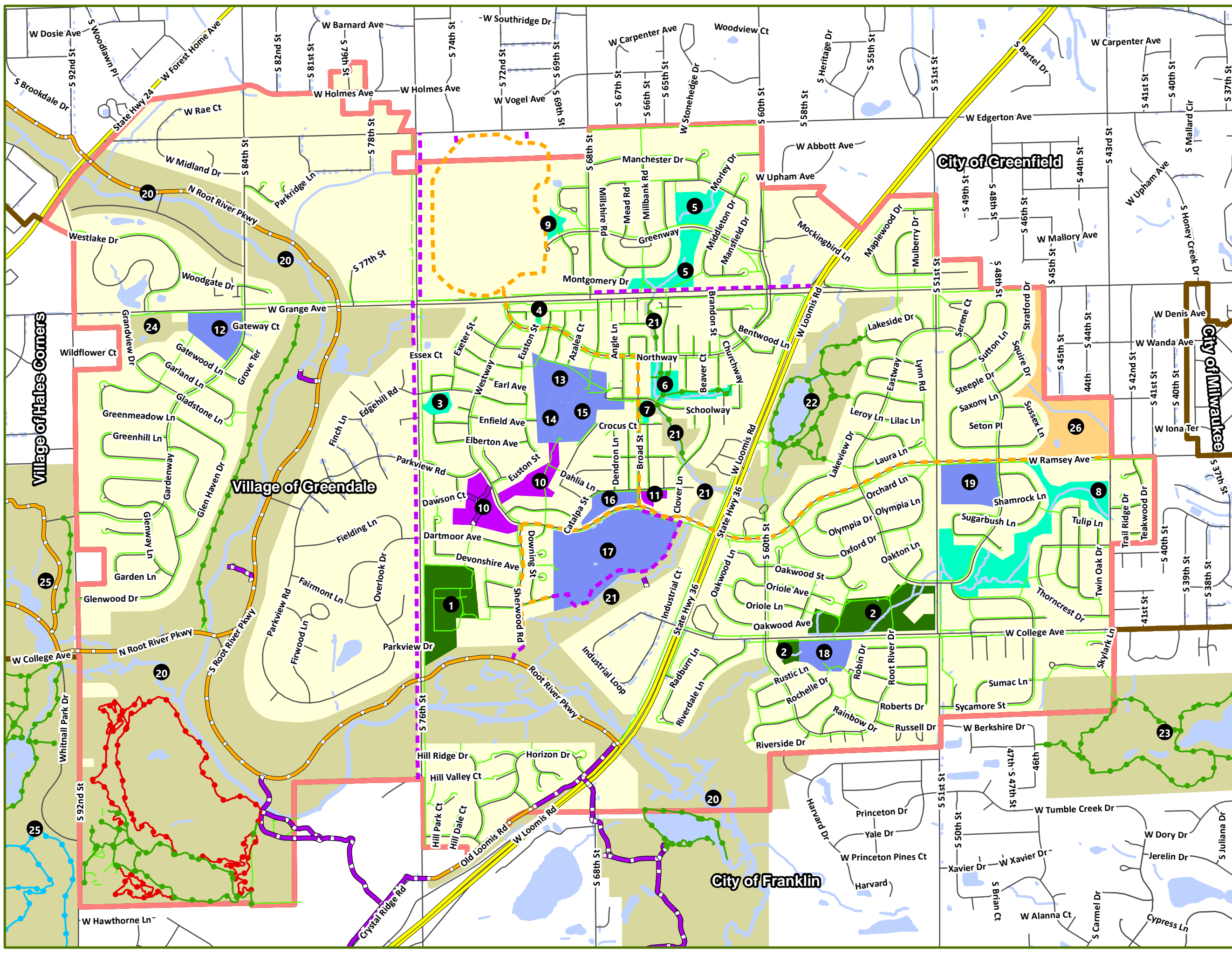
Source: *American Trails, 2022*

# Greendale Comprehensive Outdoor Recreation Plan

## Map 3: Recommended Bicycle & Pedestrian Connections

- Off-Road Trail
- On-Road Bike Route
- Hiking Trail
- Mountain Bike Trail
- Cross Country Ski Trail
- Proposed Off-Road Trail
- Proposed On-Road Bike Lane
- Village Sidewalks
- State Highway
- Local Road
- Village of Greendale
- Other Municipal Boundaries
- Water
- Community Park
- Neighborhood Park
- Special Use Facility
- School District Facility
- County Park
- Conservancy

- Park Type Key**
- Community Parks:**
- Community Center Park
  - College Park
- Neighborhood Parks:**
- Lions Park
  - Pioneer Park
  - Edgerton Park
  - Daffodil Park
  - Gazebo Park
  - 43rd and Ramsey Field
  - Armbruster Park
- Special Use Facilities:**
- Sherwood Park
  - Veteran's Memorial
- School District Facilities:**
- 84th and Grange Park
  - Greendale District Forest
  - Canterbury Elementary School
  - Greendale Middle School
  - Jaycee Park
  - Greendale High School
  - College Park Elementary School
  - Highland View Elementary School
- County Parks:**
- Root River Parkway
  - Dale Creek Parkway
  - Scout Lake Park
  - Grobschmidt Park
  - Trimborn Farm
  - Whitnall Park
- Conservancy:**
- Grootemaat Nature Preserve



## RECREATIONAL PROGRAMMING RECOMMENDATIONS

The survey conducted among Village residents as part of this planning process confirmed the desire for more recreational programming and of residents to have festivals and more meaningful gathering opportunities. It is recommended that Greendale explore opportunities to expand recreational and community events programming.

One of the first steps is the creation and maintenance of a database of all existing recreational facilities and associated activities within the community. This would include the Village, School District, local sports leagues, and other recreation-based groups. The database could be utilized to develop a recreational programming schedule. Much of this information is currently siloed by group, and the Village and School District are currently taking a leadership role in undertaking this effort to combine programming schedules. Continuing to provide recreational programming guides and coordinating with new interest groups such as the Chamber of Commerce and local nonprofits, friends groups, and businesses can increase access to and participation in various recreational activities, festivals, and events in the community, while also helping to inform residents and potentially attract tourists. It is likely that this effort would require additional staffing to build the database, coordinate with the various stakeholders, and develop and coordinate expanded marketing efforts. The Village should consider the use of newsletters, local media, websites, social media, and email lists to distribute information about events and programming taking place throughout the community.

### Sport and Fitness Industry Association Sports, Fitness, and Leisure activities Topline Participation Report, 2022

The Sport and Fitness Industry Association conducted a national survey in 2021 of a random sample of over 20,000 Americans. The findings help to provide large trends related to inactivity, demographics, and participation. A few data points that are important for the Village to consider over the next five years are:

- 22% of the US population is inactive, meaning that they do not participate in any level of calorie burning activities in an average week, which is a decrease since 2013.
- Class-based (yoga, karate, etc.), fitness (cardio, lifting, swimming, etc.), and outdoor activities (hiking, trail running, etc.) have all increased in overall participation since 2013.
- Pickleball has become the fastest-growing sport over the past two years, with participation seeing a 39.3% growth.
- The most popular activities by age group:
  - Baby Boomers focus on low-impact activities
  - Gen Xers participate most in team sports
  - Millennials prefer to participate in the most diverse set of activities across many different types
  - Gen Zers focus on high calorie burning/more intensive activities

As Greendale's population continues to grow and change and the desire for more recreational programming increases, it is also recommended that the Village and School District should explore opportunities to develop new programming. This could include educational, skill building, and arts classes, fitness or exercise classes, new local events or festivals, and sports leagues. However, in exploring this opportunity it is recommended that they consult with various other established community organizations to avoid any future duplication of offerings. Additionally, this would also require additional staffing resources that may not be attainable within the planning period. At some point in time, the demands for recreational programming may exceed the capacity of existing Parks and Recreation Staff within the School District to handle on their own. Efficiently coordinating the community's various sports leagues and recreational programming offerings should be a priority goal for coordinated efforts by both the School District and the Village. Providing more support staff and resources to the Parks and Recreation Department will allow it to more effectively control and coordinate the management of all leagues and programs available in Greendale, providing many benefits to the community and greatly strengthen Greendale's park and recreation system. Additional investment would decrease scheduling conflicts, increase coordination and the effective use of facilities by establishing a higher level of organization in program scheduling, and would allow for better strategic programming of park and recreation facilities that are currently under and overutilized.

One way that this could be accomplished is through a proportionate cost sharing agreement between the Village and School District to support additional Parks and Recreation Department staff positions. School Districts in Wisconsin have the ability to use Fund 80 to support community recreation programs for all ages. This would require the district to adopt a separate tax levy to support this fund but is a method that should be explored further in collaboration between the School District and Village. To note, all existing volunteer groups and leagues that control, operate, and coordinate recreational programming today should be consulted prior to any change taking place.



# CHAPTER 9. IMPLEMENTATION ACTION PLAN



  
*Cultivating Excellence In Every Student*



# CHAPTER 9: IMPLEMENTATION ACTION PLAN

In striving to achieve the vision and goals of this Comprehensive Outdoor Recreation Plan, specific follow-up actions will be required. This final chapter is intended to provide a roadmap for these implementation actions by identifying priority programs and actions. This Chapter, in combination with Chapter 7 and 8, should be utilized to help guide project implementation by the Village of Greendale over the next 5 years.

## PLAN UPDATES

The Plan was prepared in accordance with guidelines that will make it certifiable by the Wisconsin Department of Natural Resources (WisDNR) and will qualify the Village for matching grant funds through the Federal Land and Water Conservation Fund (LAWCON) and State of Wisconsin Stewardship Funds. In order to remain eligible, the Plan must be updated every five years to ensure that it reflects the current needs of the community and retains its WisDNR certification. Based on this deadline, Greendale will update this Comprehensive Outdoor Recreation Plan in 2029 (i.e., five years after 2024), at the latest. The Village should continue to monitor any changes to state or federal regulations related to grant eligibility over the next five years.

## CAPITAL IMPROVEMENTS PLANNING

After the adoption of this Plan, the Village will undergo the process of creating a new Park Improvement Capital Plan for 2024 and onward. The Village's new Park Improvement Capital Plan will be redesigned to incorporate and address the recommended park improvements found throughout this Plan. For the year 2024, a total of \$150,000 will be allocated for Park Improvement Projects.

For each recommended park improvement identified as part of this study, each project has a wide variety of variables associated with their implementation in each individual site where they are recommended to be developed. To estimate budgeting for each project, it is recommended that more detailed analysis related to the individual park site be completed to determine accurate cost estimates for specific projects. Bicycle and pedestrian improvements should be proactively planned to align with the CIP road improvement schedule. See more detailed Village CIP information in the Appendix.





## ACTION PLAN MATRIX

Figure 9.1 provides a detailed list and timeline of the major actions that the Village intends to complete in implementing this Plan. Often, such actions will require substantial cooperation with other Village and School District Departments, state and local governments, non-profits and volunteer groups, and local organizations and entities throughout the area. The list of recommendations is divided into four different categories—based on different implementation tools or Plan elements. This list is not exhaustive. It includes the recommendations that are likely to be actions taken over the next five years. The Village Board may choose to pursue additional actions or prioritize other actions as conditions change.

The table has three different columns of information, described as follows:

**Action Item:** The first column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan.

**Potential Partners:** The second column assumes Village and School District staff will take the lead on each action item, but also lists Village committees, agencies, or other groups who would be a great partner in the pursuit of accomplishing the Action Item.

**Implementation Timeframe:** The third column is the suggested timeframe for the completion of each recommendation. It reflects the priority attached to the recommendation. Each timeframe is defined as follows:

- In Progress means that the Action Item has already started to be addressed at some point and it is still a priority moving forward. These Action Items should be continuously reevaluated to make sure that progress is being made.
- Short means that the Action Item should be pursued over the next 1-2 years, following the adoption date of this Plan.
- Medium means that the Action Item should be pursued over the next 3-5 years, following the adoption date of this Plan.
- Long means that the Action Item should be pursued 5+ years, following the adoption date of this Plan.

There are a number of potential funding sources available to help finance implementation, including state and federal grant programs. These funding sources are included in the Appendix. It should be noted that funds from many of these grant programs are subject to change due to fluctuations in federal, state, and local budgets.

Figure 9.1 Action Plan Matrix

Action Item	Potential Partners	Timeframe
Participate in any future updates to the Milwaukee County Park and Open Space Plan and any regional bicycle and pedestrian plans.	County, Wisconsin Bike Fed	Ongoing
Work and coordinate with adjacent municipalities as well as State agencies on any future plans for parks, recreation, and bicycle and pedestrian planning in and around the Village.	WisDNR, WisDOT, Village of Hales Corners, City of Greenfield, City of Franklin,	Ongoing
Create a Parks Improvement Capital Plan to implement the recommended improvements to each existing facility as detailed in Chapter 7.	Village Board	Ongoing
Annually review the Comprehensive Outdoor Recreation Plan at a Parks and Recreation Committee meeting in coordination with the Greendale School District to track progress and set priorities for the upcoming year.	Greendale School District, Parks and Recreation Committee	Ongoing
Develop and maintain a community-wide online Park and Trail Map.	Greendale School District, Parks and Recreation Department Staff, Village staff	Ongoing
Actively pursue grant opportunities as they arise that align with the recommendations of this Plan.	Village staff	Ongoing
Require the inclusion of a new Neighborhood Park with any new residential neighborhood developed as part of the ongoing redevelopment of Southridge Mall.	Parks and Recreation Committee	Ongoing
Utilize management practices that protect and enhance the natural features of Village parks. This includes efforts to establish and maintain buffers for sensitive environmental areas, minimize fertilizer and pesticide use, and integrate native species plantings into landscaped areas	Greendale School District, Parks and Recreation Department, local nonprofit organizations	Ongoing
Develop a paved multiuse trail connection between the Oak Leaf Trail/Root River Parkway and the Village Center.	Milwaukee County, Greendale Trail Association	Short
Work with the School District to implement a Safe Routes to School Plan and participate in future School District planning efforts and updates to the Strategic Plan.	School District	Short
Improve wayfinding and identification signage at all Greendale park and recreation facilities. Develop a Village Trail Network map and trail network wayfinding signage that indicates points of interest within the community at key bicycle and pedestrian network locations.	Milwaukee County, Greendale School District, Greendale Trail Association	Short
Establish a Parks Friends Groups or other volunteer initiative to assist with park fundraising and maintenance.	Village Staff, local recreational organizations, and stakeholders	Short
Develop relationships and information sharing between local stakeholder groups to highlight events, programming, and recreational opportunities in Greendale.	Milwaukee County, Discover Greendale, the Historic Greendale Welcome Center, Chamber of Commerce, School District, local nonprofit organizations, local businesses	Short

Action Item	Potential Partners	Timeframe
Work with the School District and local recreational groups to develop, maintain, and distribute information on a Village of Greendale recreational programming database.	School District, local recreational organizations	Short
Develop a local business sponsorship program to assist in funding park improvements.	Local philanthropic organizations and employers	Short
Create and adopt an Official Map that reflects Map 3 and aligns with the Village Comprehensive Plan to proactively plan for trails within the Village.	Plan Commission	Medium
Adopt a Complete Street Policies and pursue becoming a Bicycle Friendly Community (League of American Bicyclists).	Village Board	Medium
Complete a Park Master Plan and/or Space Needs Study in coordination with the Greendale School District to explore the development of an indoor sports multiuse fieldhouse/community center building.	Greendale, School District, Parks and Recreation Committee, Greendale Community Learning Center	Medium
Develop a Playground Management Plan and ADA Assessment and Improvement Plan to monitor infrastructure and plan for maintenance and upgrades needed.	Village Staff, Parks and Recreation Department Staff	Medium
Become a designated Wisconsin Healthy Community.	Milwaukee County, Village Board	Medium
Develop a public art program/initiative to increase public art installations in local parks.	Local arts groups, local philanthropic groups, Greendale School District	Medium
Update the Comprehensive Outdoor Recreation Plan.	Greendale School District, Parks and Recreation Committee	Medium

**VILLAGE OF GREENDALE**

**MILWAUKEE COUNTY, WISCONSIN**

**RESOLUTION NO. R2023- 20**

**A RESOLUTION TO ADOPT THE VILLAGE OF GREENDALE COMPREHENSIVE  
OUTDOOR RECREATION PLAN 2024**

**WHEREAS**, the Village of Greendale has recognized the need for a Comprehensive Outdoor Recreation Plan to plan for the long-range park and open space needs of the community in an effort to maintain a high quality of life for current and future residents; and

**WHEREAS**, the Village of Greendale Comprehensive Outdoor Recreation Plan 2024 has been prepared for the Greendale Village Board by Vandewalle & Associates as part of a joint Recreational Facilities Study undertaken by both the Village of Greendale and the Greendale School District; and

**WHEREAS**, the plan been prepared in accordance with guidelines that will make it certifiable by the State of Wisconsin Department of Natural Resources (WisDNR) and qualify the Village of Greendale for matching grant funds through the Federal Land and Water Conservation Fund (LWCF), the Federal Recreation Trails Act (RTA), and the Knowles-Nelson Stewardship Local Assistance Grant Programs (State of Wisconsin). The plan has also been prepared in accordance with Wisconsin Statutes 61.35, 236.29 and 66.0617; and

**WHEREAS**, public input for the plan was collected through a variety of methods, including a community engagement session, focus group interviews, a community-wide online survey, an series of Ad-Hoc committee meetings, and an open house; and

**WHEREAS**, the Village of Greendale Comprehensive Outdoor Recreation Plan 2024 has been reviewed by the Village of Greendale Board of Trustees on December 19, 2023.

**NOW THEREFORE, BE IT RESOLVED**, by the Village Board of the Village of Greendale adopt the Village of Greendale Comprehensive Outdoor Recreation Plan 2024.

**PASSED AND APPROVED**, this 19<sup>th</sup> day of December, 2023 by the Village Board of Trustees, Village of Greendale, Milwaukee County, Wisconsin.

  
Jason Cyborowski, Village President

**ATTEST:**

  
Melanie Van Kauwenberg, Village Clerk