



# **OUTAGAMIE COUNTY**

## Comprehensive Outdoor Recreation Plan

**AYRES**

2022-2026

Outagamie County, Wisconsin



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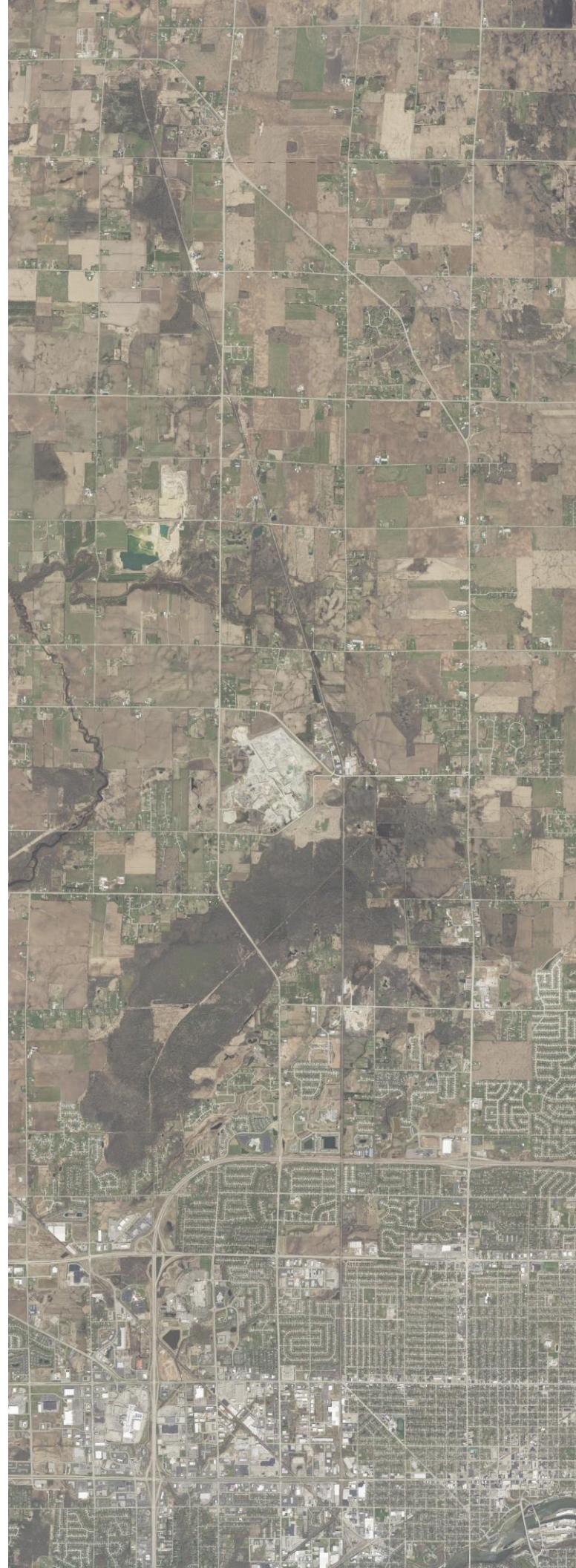
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# 1 INTRODUCTION

This plan, a Comprehensive Outdoor Recreation Plan (CORP), has been prepared to guide Outagamie County in developing and maintaining public parks and outdoor recreation facilities. It also serves as a tool to encourage participation in grant programs through the Department of Natural Resources and other agencies. The plan was developed over an approximately eight-month period with the guidance of County staff and an Ad Hoc Committee.

## 1.1 Executive Summary

Parks are gateways to healthy, prosperous and connected communities. The National Recreation and Park Association names “Three Pillars” by which a healthy park system can benefit a community:

- *Conservation* – Parks play an important role in the conservation of natural resources. These protected open spaces not only benefit the environment but also serve as an important indicator to potential outside investment in the community.
- *Health and Wellness* – Parks are essential in combating important health issues such as nutrition, hunger, obesity and physical inactivity.
- *Social Equity* – Universal access to public parks and recreation should be considered a right, not a privilege. A healthy park system will provide equal access throughout the community.

This Park and Open Space Plan sets forth Outagamie County’s vision for the future growth and development of its parks, trails, and other facilities. The plan is intended to guide the community’s outdoor recreation facility development through the year 2026.

The existing park system in Outagamie County includes 16 parks facilities that cover 886 acres. These facilities range from small boat landings to large multi-use parks. The parks system serves approximately 185,000 residents.

### 1.1.1 Statement of Need

The purpose of this project is to develop a Comprehensive Outdoor Recreation Plan for Outagamie County, assess the needs of the current County park system and provide direction for maintenance, growth and programming for the next five to ten years.

As a working tool, the plan will provide officials with a clear understanding of park land inventory and future recreational facility and open space needs. The plan also creates an orderly and prioritized strategy for making incremental improvements. The plan will allow the County to request DNR and other public funding for implementing proposed park improvements, as well as to plan the County’s annual parks and recreation budget.

### 1.1.2 Outagamie County Parks Department Mission Statement

The mission of the Outagamie County Parks Department is to enrich the lives of our residents by providing and creating recreational opportunities while promoting community involvement for the betterment of the community and visitors alike.

### 1.1.3 Outagamie County Parks Department Guiding Principles

Ayres and the County staff worked with the CORP Ad Hoc Committee to identify some guiding principles that would help shape the recommendation in the plan. This was done to build a shared understand and focus the group's intentions. The group agreed that:

- The primary focus of the Outagamie Parks system is to provide passive recreational opportunities.
- Outagamie County proactively partners with other jurisdictions to cover its service area.
- The Outagamie Parks system needs to prioritize maintenance over expansion.
- When expansion opportunities arise, operations and maintenance costs must be considered in the decision-making process.

## 1.2 Goals and Objectives

The Ad Hoc Committee worked with County staff over several meetings to develop goals and objective that directly relate to recommendations presented later in this plan. The following section identifies goals and objectives to guide the future development or expansion of parks and recreational facilities in Outagamie County.

### Goal 1.2.1: Outagamie County will strive to provide a variety of activities that are available to all people.

Objectives:

- a. Provide safe and clean facilities to people of all economic and social backgrounds, in part by reviewing park investments to make sure they appeal to a wide variety of people
- b. Continue to provide ADA compliant facilities to ensure access for all people
- c. Enhance access to resources that not all people have proximity to, such as the Fox River
- d. Ensure that expansion of recreational opportunities does not exclude rural areas

### Goal 1.2.2: Outagamie County will prioritize access to, and preservation of, natural areas, and provide a variety of passive and nature-related activities for residents and visitors.

Objectives:

- a. Showcase and preserve key natural resources
- b. Continue to provide opportunities to view and learn about wildlife
- c. Enhance public use of natural areas and river access by creating and/or improving trails, fishing/boating access, nature viewing areas, camping and/or picnic areas
- d. Support green/conservation initiatives and educational/awareness programming
- e. Provide passive recreational opportunities to promote mental health, reconnection with nature, and physical fitness
- f. Connect natural settings with safe and efficient bicycle and pedestrian access
- g. Preserve, protect, and enhance natural environments in our community to display its natural state
- h. Consider integrating preservation of woodlands, passive recreation, and nature experiences into future long-range parks master planning & county land use planning efforts

### Goal 1.2.3: Outagamie County will educate people about its park facilities and their availability.

Objectives:

- a. Continue to collaborate with local partners to show how connected Outagamie County trails are to the regional network
- b. Continue to enhance trail network signage to increase awareness about the wealth of trails that exist
- c. Seek out partnerships to promote the parks system
- d. Continue to proactively use social media and websites to inform the public about the County parks system

**Goal 1.2.4: Outagamie County will plan for future expansion of the parks system that can be supported financially, in part, by continuing to pursue regional cooperation to use area resources effectively and efficiently.**

Objectives:

- a. Identify property appropriate for future County park land acquisition to ensure that opportunities are not lost as development continues
- b. Aim to create shared use or cooperative agreements with other park and recreation departments within and bordering the County
- c. Work with municipalities, neighboring counties, and other organizations to better link the regional trail system together
- d. Explore the addition of additional outdoor activities in existing parks
- e. Working in concert with local communities, provide opportunities for people to safely exercise their dogs

**Goal 1.2.5: Outagamie County will continue to prioritize and plan for park-related budget necessities such as maintenance, equipment, staff, and capital improvements.**

Objectives:

- a. Maintain a proactive rather than reactive approach to budgeting
- b. Continue developing a sustainable maintenance plan for current county parks
- c. Pursue creative partnerships to help fund maintenance
- d. Continue to encourage and support “Friends Groups” and volunteers
- e. Continue to seek out non-profit partners to assist with fundraising campaigns and awareness.

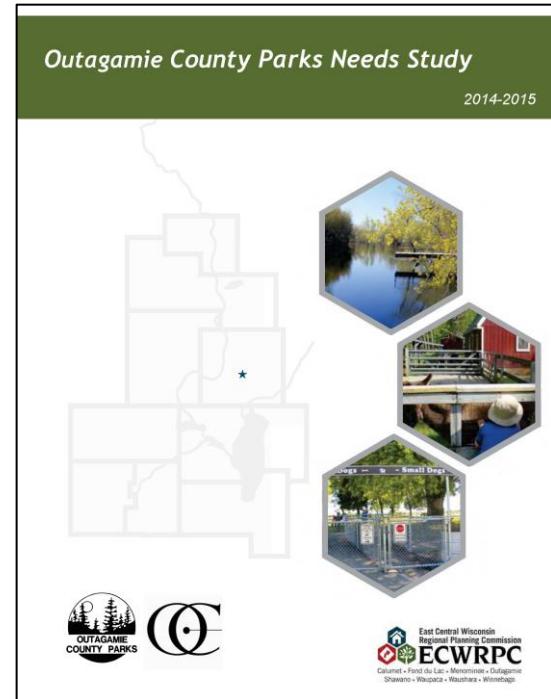


## 1.3 Review of Past Planning Documents

### 1.3.1 Outagamie County Park Needs Study (2014-2015)

In 2015, the County and the East Center Wisconsin Regional Planning Commission (ECWRPC) completed a parks needs study. This study reassessed the needs for a new park and/or recreational land since that had been identified as priority in the 2014 Comprehensive Outdoor Recreation Plan. In addition, an environmental impact fee had been paid to the County mitigate the impacts of the expansion of the Morgan-Werner West Transmission Line. This resulted in the creation of the Fox River Greenway Network, a 15+ mile greenway loop connecting downtown Appleton through the Heart of the Valley. Concerns of the Ad Hoc Committee appointed for the study included:

- The need for more County park land,
- The need to leverage funds from non-profits and businesses,
- Interest in constructing on high-profile project,
- Interest in adding more trails,
- And prioritization of a project that use the least amount of staff resources.



### 1.3.2 Outagamie County Comprehensive Park and Open Space Plan (2014-2018)

The County's 2014-2018 CORP was produced by Outagamie County staff. The plan evaluated existing park and recreation areas and provided goals, objectives, and recommendations. While many of the goals and objectives were broad, there was a specific discussion about the need for large multi-use park.

Some other specific objectives outlined in the plan include the following:

- Develop canoe/kayak launches throughout the County's river system.
- Link and connect trails to destinations outside Outagamie County, including Green Bay, High Cliff State Park, and other regional attractions.
- Develop a policy and funding strategy for the implementation of a bicycle and pedestrian enhancement program.
- Review the Outagamie zoning and subdivision ordinances to encourage conservation design for subdivisions.
- Support local efforts to promote the Fox-Wisconsin Heritage Parkway.
- Assist local units of government in the development and implementation of local park and recreation plans and ordinances.
- Coordinate efforts to develop a trail link from Plamann Park to the proposed Duck Creek trail through Freedom and Oneida.
- Coordinate efforts to develop a trail connection between Plamann Park and Bubolz Nature Preserve.
- Continue the planning of the Wiouwash Trail extension through Outagamie County.
- Work with the Department of Natural Resources, Oneida Nation and local communities in the completion of the Newton Blackmour State Trail between Seymour and New London.
- Develop a bicycle-pedestrian link between the Newton Blackmour State Trail and Mosquito Hill Nature Center.
- Plan for trail connections to the Friendship Trail, Mountain Bay Trail, Paper Trail, and Fox River Trail.
- Plan the connection of the Newton Blackmour Trail to the Wiouwash Trail

The plan also included short-term, mid-term, and long-term implementation steps that ranged from maintenance recommendation to development of new facilities. Accomplishments include:

- Casaloma Conservancy – a long-range planting and maintenance plan was developed by the Appleton International Airport in cooperation with the Wisconsin Department of Natural Resources.
- CB Trail was extended by Greenville with partnership funding from an Outagamie county Greenway allocation.
- Newton Blackmour State Trail – trail extension, in partnership with the City of New London, into New London's downtown is in the works and should be completed in 1 – 2 years.
- Plamann Park – the Children's Farm roof replaced in 2015 and trail bridges to be replaced in 2022.
- Wiouwash Trail – problematic areas of the trail were resurfaced in 2020.
- Mosquito Hill Nature Center – a capital campaign is currently underway to raise funding for the replacement of the educational displays in the interpretive building. A new sign for the nature center was installed along Hwy S in 2021.
- Old Stone Bridge Wooded Area – Fox Valley Technical College periodically works on invasive control throughout the property. The bridge received some needed repairs in 2020.
- Pet Exercise Park – With financial assistance from the Friends of the Outagamie County Dog Park, the fencing along Hwy OO was replaced in 2018.
- Plamann Park – Installed new playground equipment at Plamann Lake in 2015. “Phase 1” of the Plamann Park Masterplan paving project will take place in 2022 which includes repaving of the roadway from the main entrance to the pavilion. In addition, construction on a new pavilion is expected to take place in late 2021 and a new sport-court facility is scheduled for construction in 2022.
- Stevensville Access – in cooperation with Shadows on the Wolf, a new fishing platform was constructed and installed at the Stevensville Access in 2021.
- CE Trail resurfacing – the County is currently working with Highway to replace some culverts under the trail prior to paving. Paving should take place in 2021 or 2022.
- CE Trail extension – in cooperation with the City of Kaukauna, a ½ mile extension was completed in 2020 to Haas Rd.
- Hwy 15 Trail – a trail along Hwy 15 is expected to be completed as part of the Hwy 15 bypass project, which is planned for completion in 2024.

### 1.3.3 Outagamie County Parks System ADA Study (2015).

An accessibility survey of the Outagamie Parks and Recreation facilities was conducted in June of 2015. Each park facility and buildings used for programs were reviewed for their compliance with the new Americans with Disabilities Act Accessibility Guidelines (ADAAG) and the proposed Outdoor Developed Standards. In addition, a review of the park's policy and procedures was conducted. Because of the location, programs, facilities, and unique features of Plamann Park, Barker Park, the Dog Park, the Koepka Access, and the Mosquito Hill Nature Center, they were recommended to have a higher priority for removal of accessibility barriers. Numerous ADA upgrades have taken place since the study concluded in 2015. Outagamie County Parks has completed all project listed as “high priority” in the plan and have since addressed many of the “medium priority” items. Completion of all items is expected in 2023.

## 1.4 Review of Recent Planning Documents

### 1.4.1 Outagamie County Comprehensive Plan (2020)

The Outagamie Comprehensive Plan was adopted in January 2020 and serves as a reference for preservation & development of the County for the next 20 years. The plan is intended as a guide to direct community development/land use decisions and provides policy direction and recommendations for future county infrastructure and community investment.

The Utilities and Community Facilities profile provides a detailed summary of existing County parks and recreation areas, snowmobile trails, and State recreational resources. The Park and Recreation Area comprehensive plan map also includes municipal and non-profit recreational lands. The Comprehensive Outdoor Recreation Plan and park master plans are components of the Comprehensive Plan. Park and recreation policies are also woven into the implementation framework of

the plan with the over arching goal of “Continuing to enhance and maintain the County Parks & Trail System, as guided by related planning documents.”

### 1.4.2 Site Specific Plans

In addition to the policy guidance outlined above, several site specific park development projects have been undertaken in recent years.

- The Plamann Park Master Plan was adopted in 2019. The project included an analysis of existing park conditions and infrastructure and suggested improvements to meeting current and future demands for the 257 acre regional park. Over the years, the development of the park had taken place incrementally, and by 2018 many elements were in need of repair. In addition, features were not Americans with Disabilities Act (ADA) compliant. The plan involved a user survey, a detailed inventory of conditions, recommended improvements and cost estimates for implementation. Cost for the full multi-year improvement recommendations could total \$15,686,450. Some elements are currently being implemented.
- Dog Park Strategic Plan – The current dog park is on property owned and managed by the Outagamie County landfill. The landfill needs to be expanded so the dog park needs to be relocated. In the summer of 2018 a series of meetings were held to discuss options. Concepts were presented for sites at Brewster Village and Casaloma. The County is continuing to seek an appropriate replacement site.
- Mosquito Hill Master Plan – In the fall of 2018 a series of meetings were held to discuss improvement to the Mosquito Hill Nature Center, in response to a property acquisition on the eastern portion of the hill. A needs assessment and three concepts were presented to the public and reviewed with the Friends of Mosquito Hill Nature Center. The County is still in the process of completing the master plan. The finalization of recommendations was paused with the intention of completing them after the adoption of this CORP and the waning of the COVID-19 pandemic. Completion is expected by 2022





## 1.4 Summary of the Planning Process

### 1.4.1 Work Plan and Timeline

This plan was developed between December 2020 and August 2021. The process included six meetings with a County appointed Ad Hoc Advisory Committee, an online survey, and community meeting and input from County representatives. All parks were audited by Ayres staff with findings identified on inventory sheets found later in this plan. In addition, Ayres produced two concept drawing to articulate potential improvement to two park facilities.

### 1.4.2 Data Gathering and Meetings

The Ayres staff reviewed past documents and met with County staff to understand the issues facing the park system. In addition, Ayres staff visited Outagamie twice during the process. First, on April 6<sup>th</sup> Ayres staff visited all the park properties and conducted inventories of the conditions. Issues were documented with photographs and are summarized later in this document. Then, Ayres staff meet with County staff on April 28<sup>th</sup> to discuss potential park improvements and visit two sites for which concept plans were produced.

Ayres staff also meet virtually with the Ad Hoc Advisory Committee several times throughout the process. Advisory Committee Meetings were held January 20<sup>th</sup>, March 18<sup>th</sup>, April 15<sup>th</sup>, May 24<sup>th</sup>, June 29<sup>th</sup>, and August X

A public information meeting was held on July 19<sup>th</sup>, 2021. An overview of the project purpose and the recommendations was presented. Add more after meeting.

County staff and the Ad Hoc Committee recommended approval to the Property, Airport, Recreation, and Economic Development Committee on XX and the County Board on XX.

### 1.4.3 Online Survey

During the development of this plan, an online survey was created to record public opinion concerning key issues and opportunities for enhanced use and enjoyment of parks. The survey was used to formulate the recommendations in Chapter 3. The survey went live on February 12, 2021. It was promoted through the County's web site and social media accounts. In addition, Advisory Committee members were asked to further distribute the survey link. The survey was closed for tabulation of results on March 12, 2021. A total of 1,741 individuals responded to the survey, 88% of whom were Outagamie County residents. General findings of the survey are summarized on the following pages. See **Appendix C** for complete survey results.

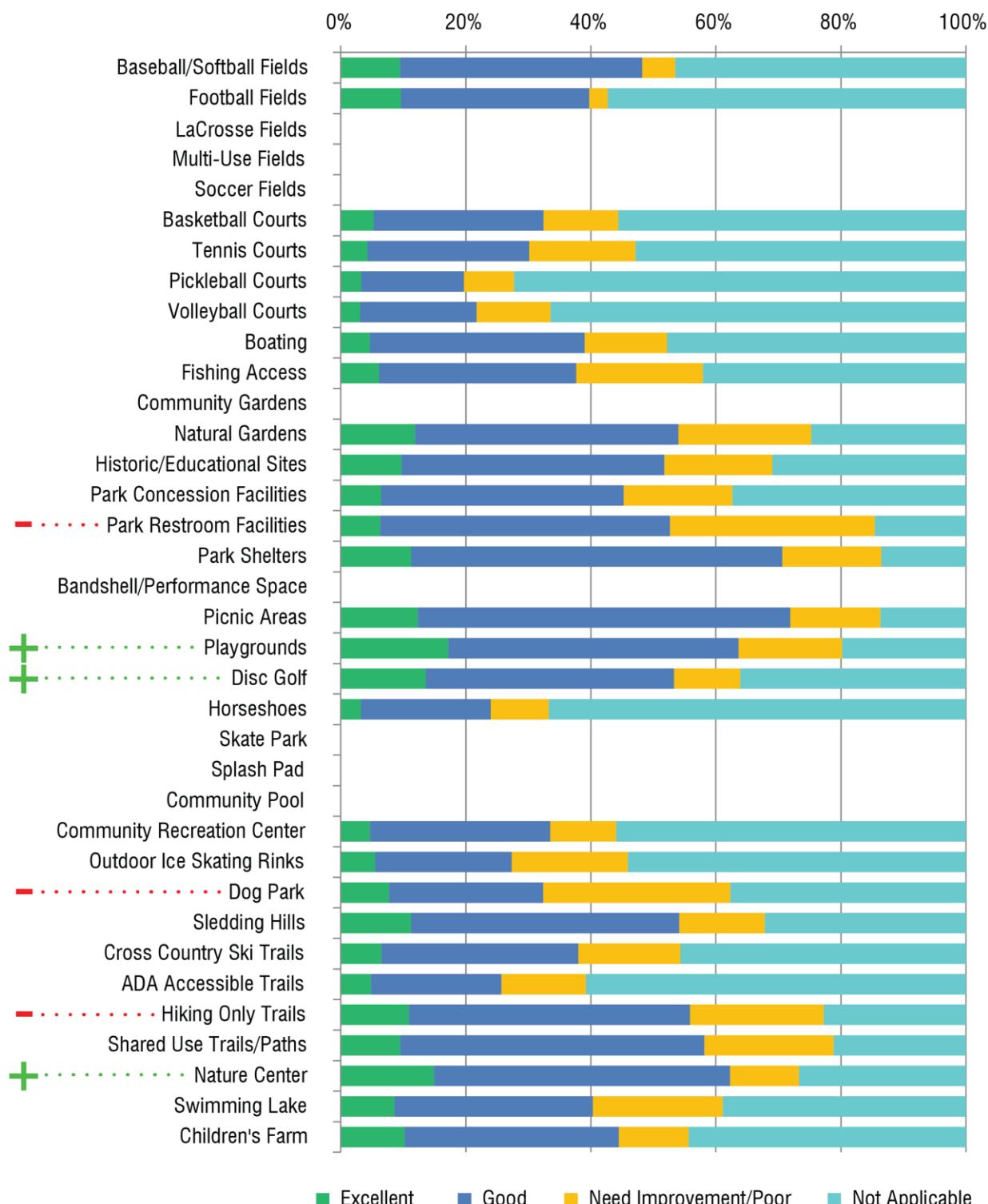
Some of the key potential areas of improvement reflected in the survey results include:

- There is a strong desire among survey respondents for an improved and expanded multipurpose trail network in Outagamie County.
- Many survey respondents indicated a desire for dog park improvements as well as additional dog park locations in the County.
- Survey results indicated there is a need for more park facilities intended for older adults (age 55+)

A more detailed analysis of survey results can be found on the following pages. The complete survey results can be found in **Appendix C**.

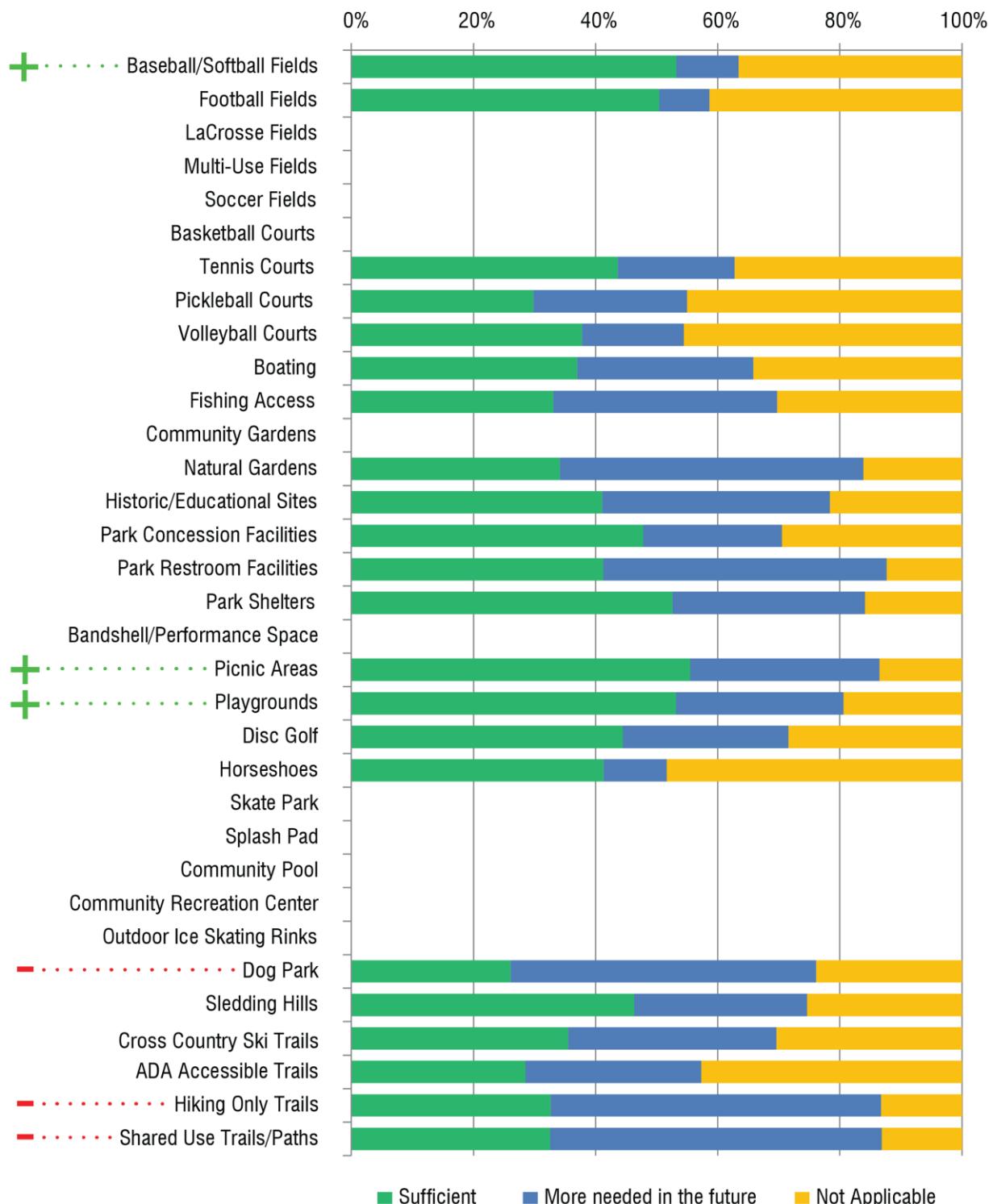
Survey participants were asked to rate the overall condition of recreational facilities in County parks. Items like playgrounds, disc golf courses and nature centers were the most common facilities rated “excellent” by respondents. Facilities that were most commonly rated “need improvement” included park restroom facilities, dog parks and hiking trails. See **Chart 1** for complete results.

**Chart 1** – Please indicate the overall condition of each type of recreational facility that your community offers.



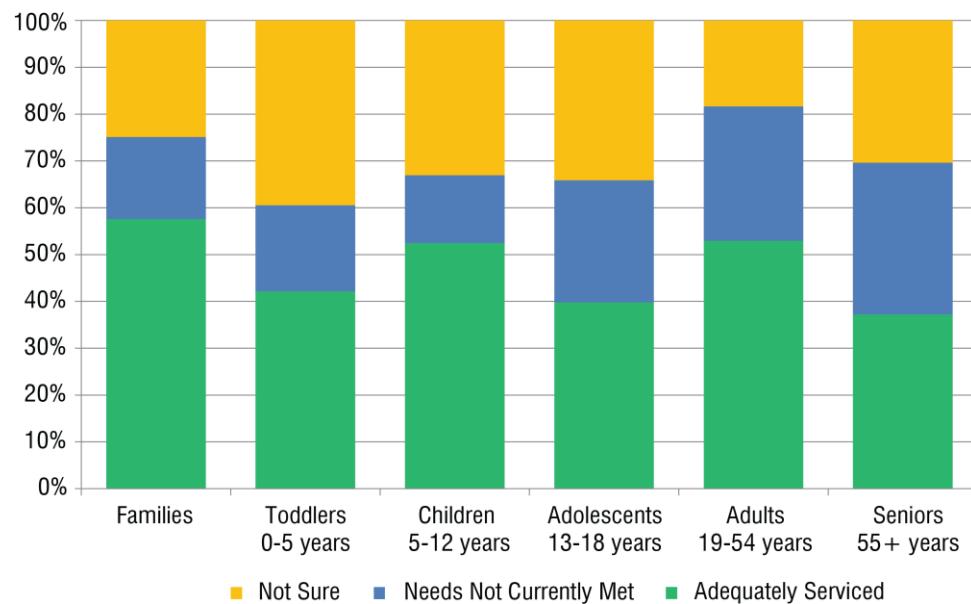
Survey participants were asked if the quantity of any facilities/amenities in Outagamie County met the demands of the community. The most frequently chosen facility that did not meet the demands of the community was shared use trails. This was followed by hiking only trails and dog parks. Baseball/softball fields, picnic areas and playgrounds were most commonly chosen as being in sufficient quantity to meet demand.

**Chart 2** – Please indicate whether Outagamie County has sufficient quantities for each type to meet demand.



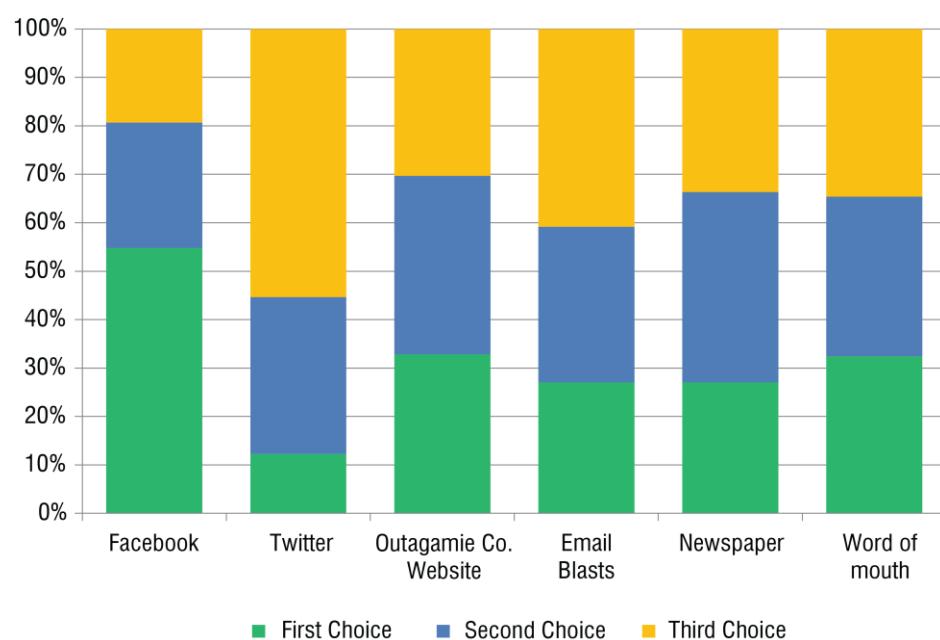
Survey participants were asked if the needs of any age group were not met by the existing facilities in County parks. Seniors (ages 55+) were the age group the most people (32.4%) felt were not adequately served by park facilities. See **Chart 3**.

**Chart 3** - Considering the various age groups of people in Outagamie County, please indicate whether the existing facilities adequately meet their needs.



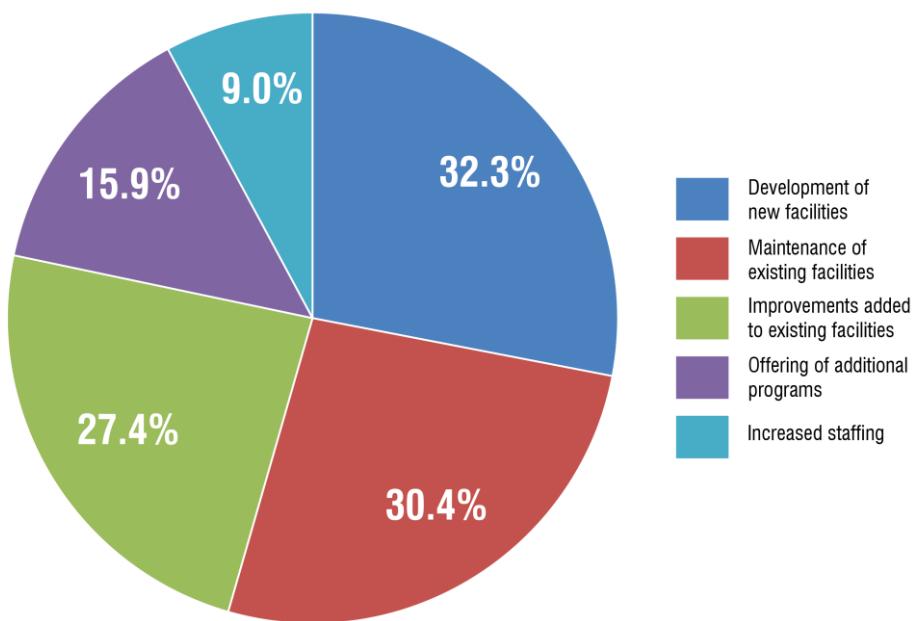
Survey participants were asked how they like to be notified about information related to County parks and recreation. Facebook was the most popular means of communication while Twitter was the least popular.

**Chart 4** – What are the top three ways you find out about Outagamie County Parks & recreation events, activities and news?



Survey participants were asked to rank five types of general park improvements in order from most to least important. 32.3% of respondents felt “Development of New Facilities” was the most important type of improvement. This was followed by “Maintenance of Existing Facilities” (30.4%), “Improvements Added to Existing Facilities” (27.4%), “Offering Additional Programs” (15.9%), and “Increased Staffing” (9.0%).

**Chart 5 – Highest Priority Improvements**



Other survey results:

- 88% of survey respondents live in Outagamie County
- Survey participants were asked what specific facilities were desired but not provided in Outagamie County. The most frequent response was hiking/biking trails. Other common responses were dog parks and mountain bike trails.
- Survey participants believe trail use for hiking and biking will gain popularity in the area in the next five years. Other activities predicted to gain popularity include pickleball, disc golf and dog parks.
- Survey participants were asked if there were any specific facilities in County parks that need improvement. Some of the most common responses included versions of the following:
  - Update displays at Mosquito Hill Nature Center
  - Plamann Park needs new playground equipment
  - Improve existing dog park and add additional dog parks in the County
  - Improve trails at Plamann Park
  - Interior building renovations needed at the Mosquito Hill Nature Center
  - Modernize the disc golf course at Plamann Park
  - Improve maintenance of the Wiowash Trail

See **Appendix D** for the complete survey results.

## 1.5 Outagamie County Demographics

### 1.5.1 Social Characteristics

This section presents social factors that are important to understanding the community and its recreation needs. Particularly important to planning for the adequate provision of parks and open spaces are population trends and projections over the planning period (5-10 years) and the age characteristics of potential park users.

#### Population Trends and Projections

There is a direct relationship between population and the need for parks and recreational space. Predicting how the 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 new populations.

Outagamie County has experienced steady population growth over the last 50 years. The highest growth rate in that period was between the years 1990 and 2000 when the County had a growth rate of 14.6%. Since 2010, population has remained fairly stable with a growth rate of approximately 6%. There was an overall population increase of 68,263 people between 1970 and 2020.

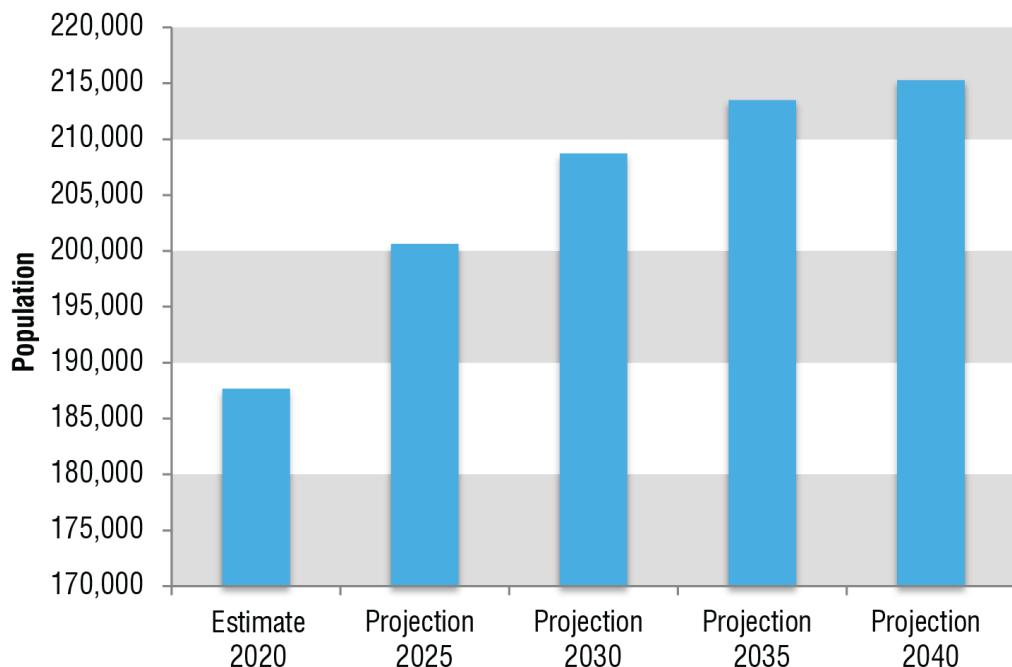
The Wisconsin Department of Administration (DOA) projects that Outagamie County will experience a 15% population growth between the years 2020 and 2040 resulting in an additional 27,629 residents. Population projection information for Outagamie County and comparable communities is provided in **Table 1.1**. Current National Recreation and Park Association (NRPA) standards recommend a minimum of 10.5 acres of dedicated parkland per 1000 residents. Chapter 2 will discuss this standard as it applies to the current and future populations.

**Table 1.1: Population Projections for Outagamie County and Comparables (2040)**

County	Estimate 2020	Projection 2025	Projection 2030	Projection 2035	Projection 2040	Percentage Change 2020-2040
<b>Outagamie</b>	<b>187,661</b>	<b>200,630</b>	<b>208,730</b>	<b>213,500</b>	<b>215,290</b>	<b>15%</b>
Brown	264,821	285,650	299,540	308,730	312,320	18%
La Crosse	120,447	125,370	128,120	129,830	131,500	9%
Marathon	137,237	146,595	150,130	152,120	152,790	11%
Sheboygan	116,924	123,400	126,160	126,830	125,160	7%
Winnebago	169,861	183,230	188,680	191,710	193,130	14%

*Source: Wisconsin Department of Administration Estimates and Projections*

## Outagamie County Population Projections (2020 – 2040)



Source: Wisconsin Department of Administration Estimates and Projections

Note: The Wisconsin DOA estimate of population is shown for 2020. All other years show the predicted population based on Wisconsin DOA population projections.

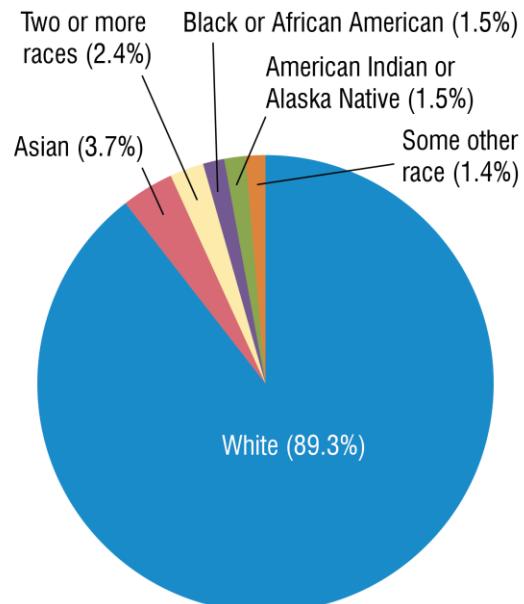
## Ethnic Background (Outagamie County)

### Ethnic Background

The 2019 American Community Survey 1-Year Estimate indicated the largest percentage of County residents (89.3%) were “White”. The second largest group was “Asian” (3.7%), followed by “Two or more races” (2.4%), “Black or African American” (1.5%), “American Indian or Alaska Native” (1.5%) and “Some other race” (1.4%).

### Employment/Unemployment

The December 2020 Wisconsin Department of Workforce Development (LAUS) estimated the unemployment rate in Outagamie County at 4.3%. This rate is comparable to the statewide unemployment rate during the same time period of 4.0%.



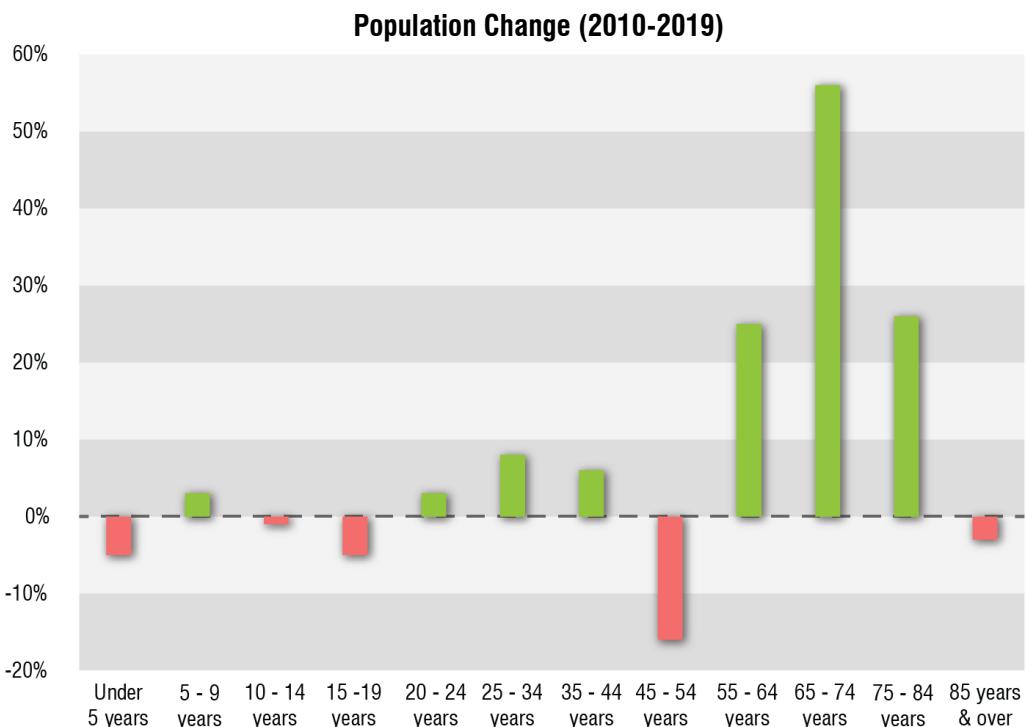
## Age

Age distribution in Outagamie County is shown in **Table 1.2**. Age cohorts are an important consideration in park and recreation planning because different age groups utilize different recreational facilities. For example, in 2010 there were an estimated 10,791 people between the ages of 65 and 74. That number had grown to 16,781 by 2019, a 56% increase in the population of that age group. The number of park facilities in the County designed for this age group should be reassessed as there are many more people in this group using park facilities than there were in 2010. Facilities such as hiking trails, pickleball courts and park shelters are used by this age group and may be needed in higher quantities now than they had in the past.

**Table 1.2: Age Distribution, 2010-2019**  
Outagamie County, Wisconsin

	2010		2019		Percent Change 2010-2019
	Number	Percent	Number	Percent	
Under 5 years	12,030	6.8	11,473	6.1	-5%
5 to 9 years	12,207	6.9	12,565	6.7	3%
10 to 14 years	12,738	7.2	12,579	6.7	-1%
15 to 19 years	12,207	6.9	11,601	6.2	-5%
20 to 24 years	10,615	6.0	10,915	5.8	3%
25 to 34 years	24,591	13.9	26,655	14.2	8%
35 to 44 years	23,529	13.3	24,969	13.3	6%
45 to 54 years	27,775	15.7	23,213	12.4	-16%
55 to 64 years	20,345	11.5	25,528	13.6	25%
65 to 74 years	10,791	6.1	16,781	8.9	56%
75 to 84 years	6,722	3.8	8,474	4.5	26%
85 years and over	3,361	1.9	3,247	1.7	-3%
Total Population	176,912		187,885		6%

Source: 2010 Census, 2019 ACS 1-Year Estimate

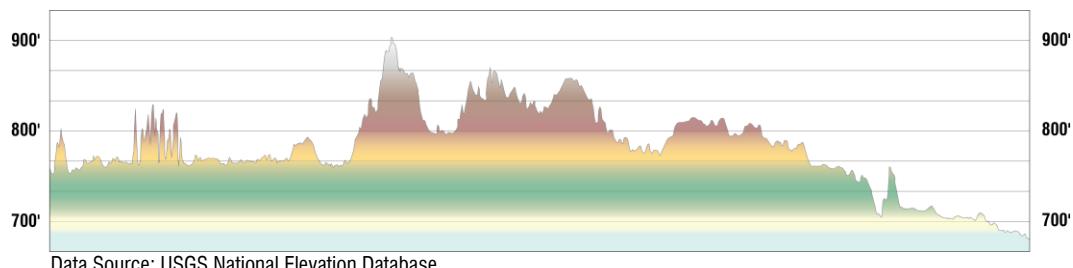
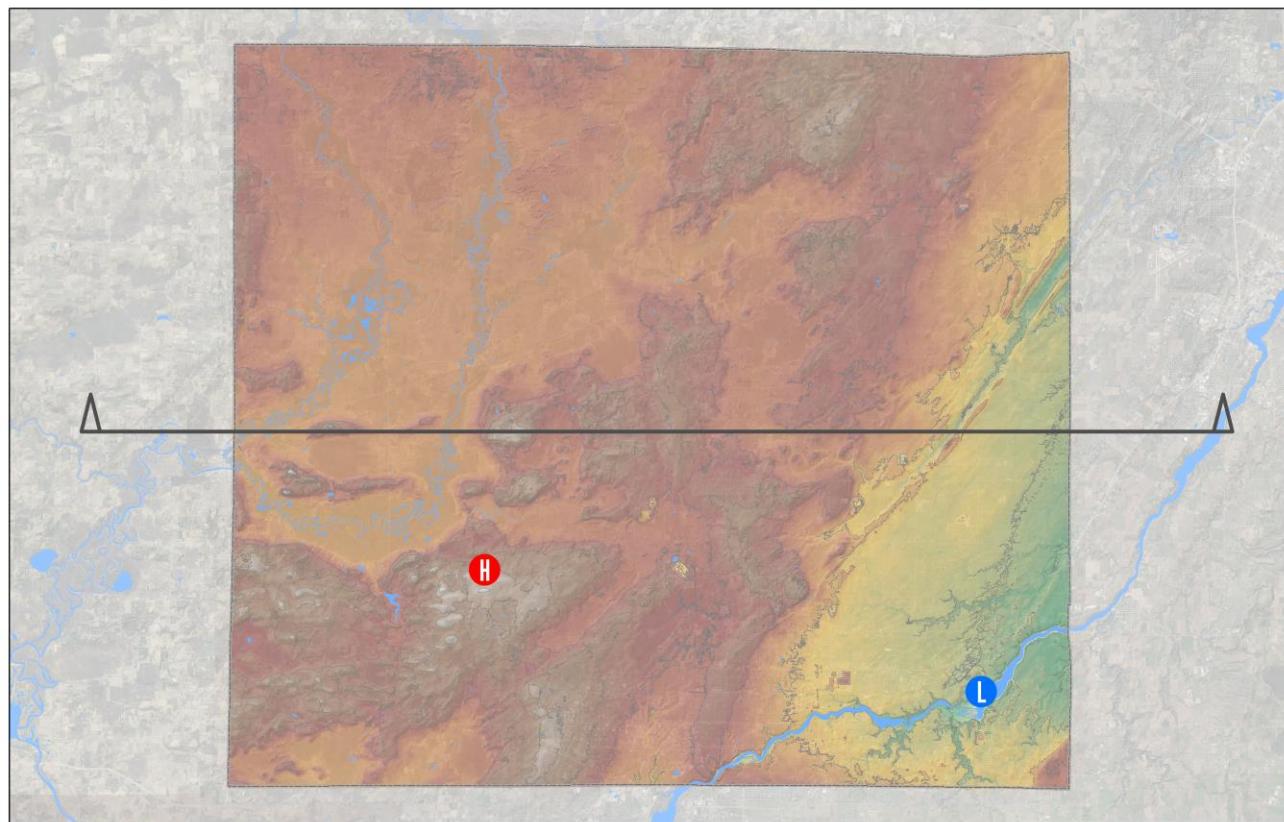


## 1.6 Physical Characteristics

The following section gives background information on some of the physical characteristics of Outagamie County. This section can be useful in giving an overall impression of the area, determining suitability for certain improvements and identifying areas that should be conserved due to their unique natural features.

### Topography

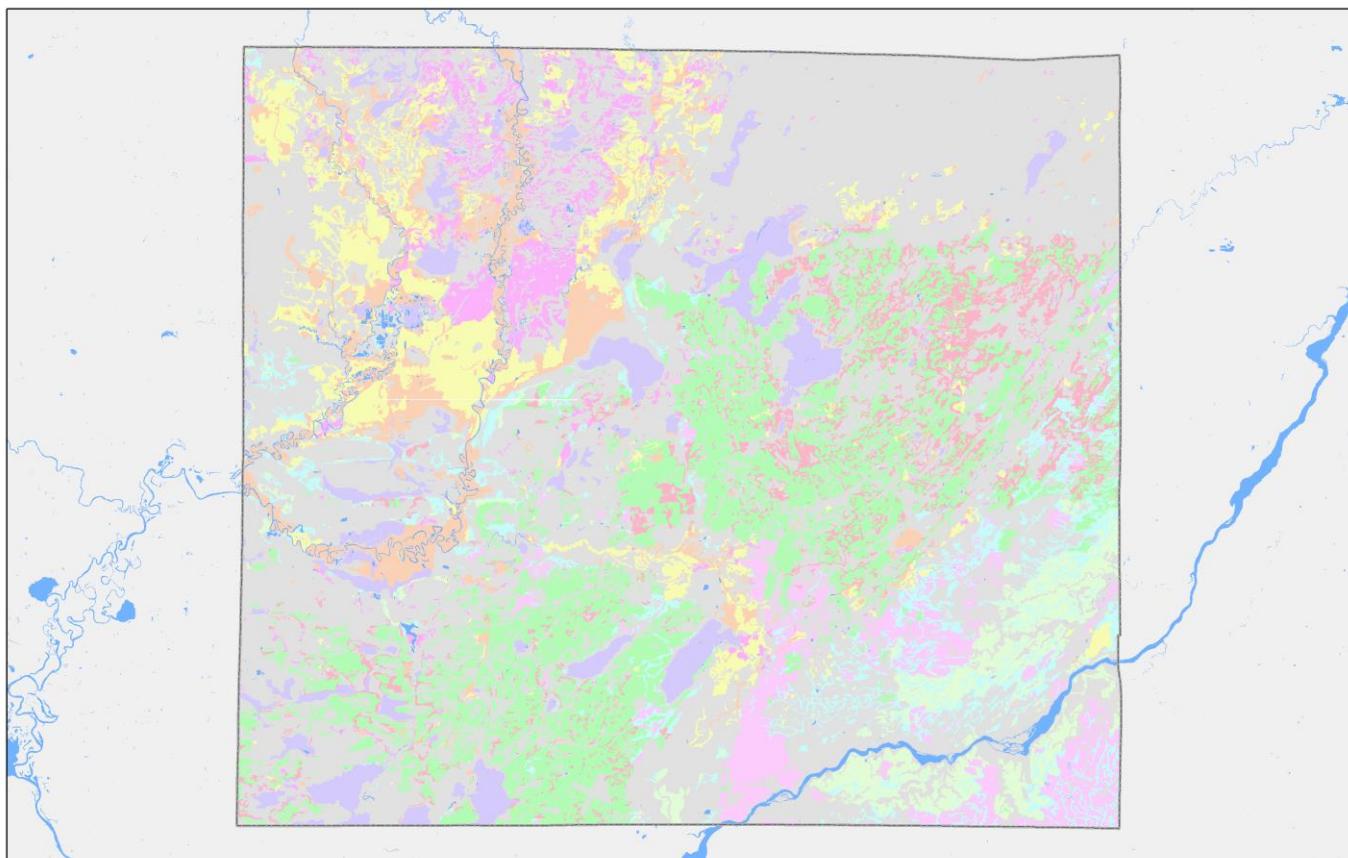
The map below shows a color-coded elevation model of Outagamie County ranging from lower elevations in blue to the highest elevations in white. See the cross section below the map for corresponding colors and elevations. The lowest elevation in the County is 530 feet above sea level along the Fox River in Kaukauna, near the intersection of Augustine Street and Plank Road. The high elevation of 1,010 feet above sea level is found near the intersection of Grandview Road and Hillcrest Drive, east of Hortonville.



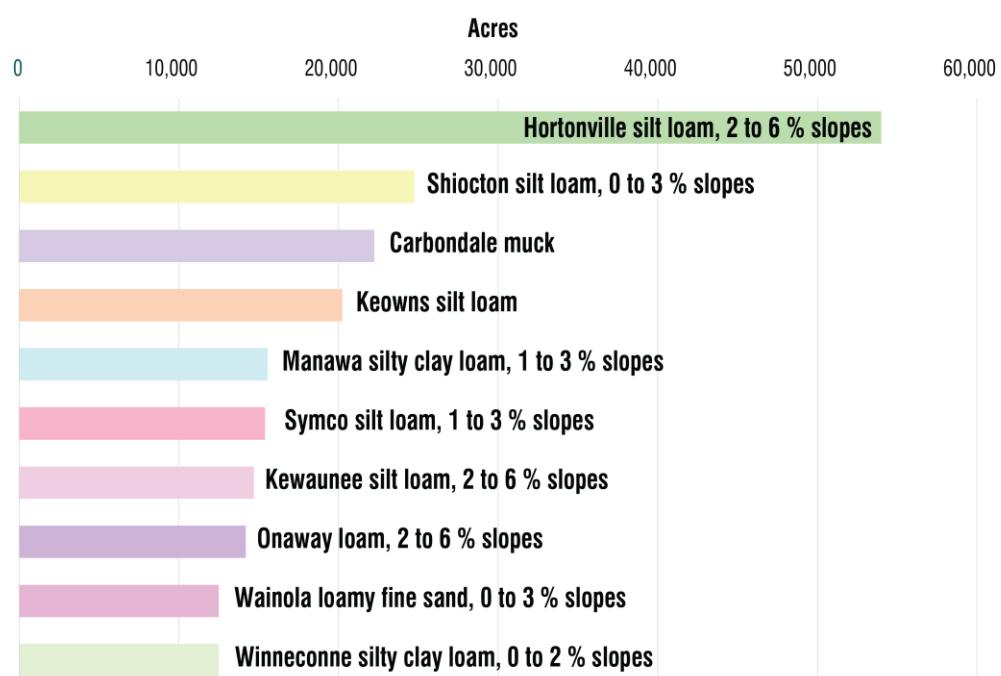
Data Source: USGS National Elevation Database

## Soils

The most common soil type found in Outagamie County is Hortonville silt loam at 2 to 6% slopes. This soil type is found in over 50,000 acres in the County followed by Shiocton silt loam (0 to 3% slopes) on 25,000 acres and Carbondale muck found on approximately 22,000 acres. Soils that occupy less than 12,000 acres in the County are not shown on the chart below and are shown as grey areas on the map.

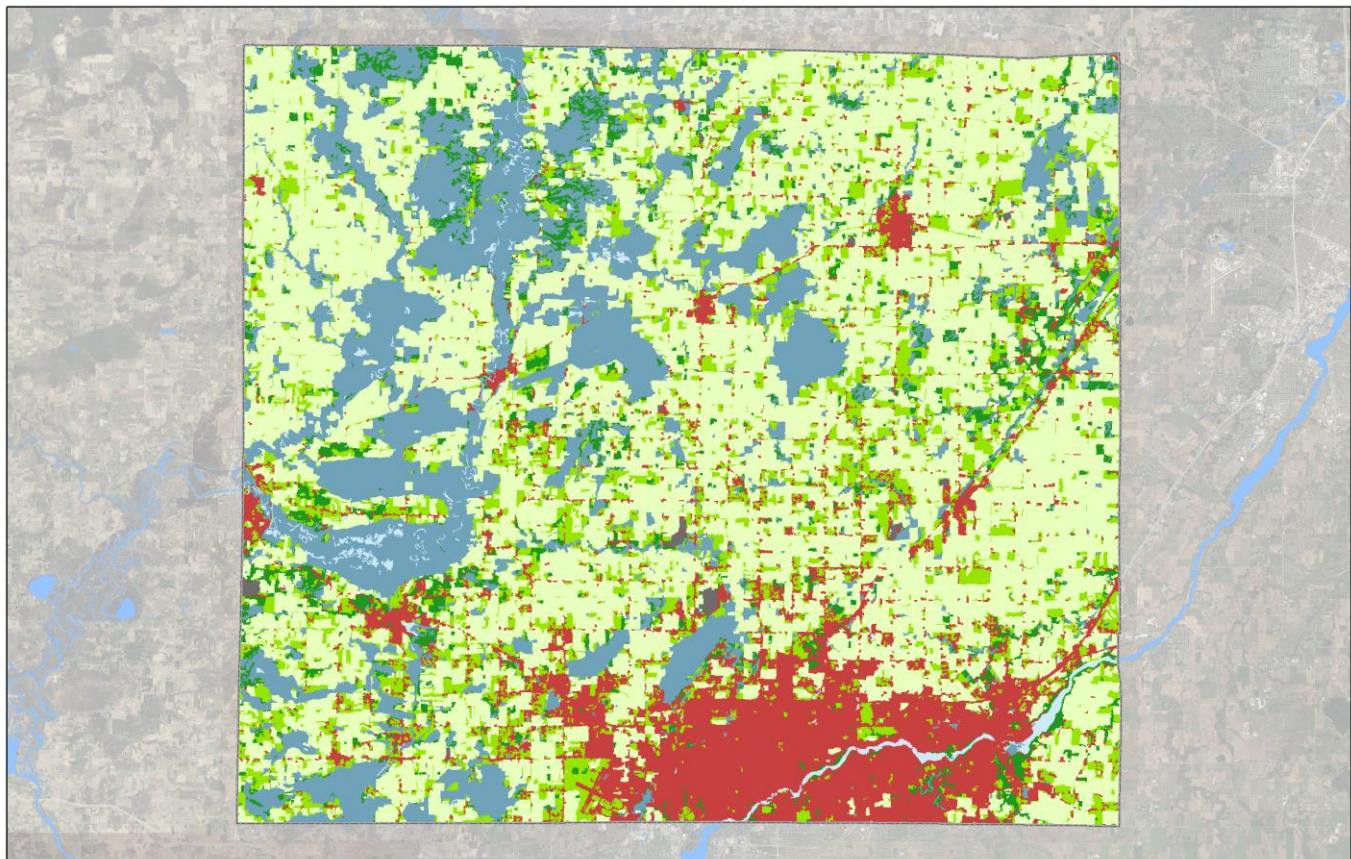


Data Source: USDA Soil Survey Geographic Database

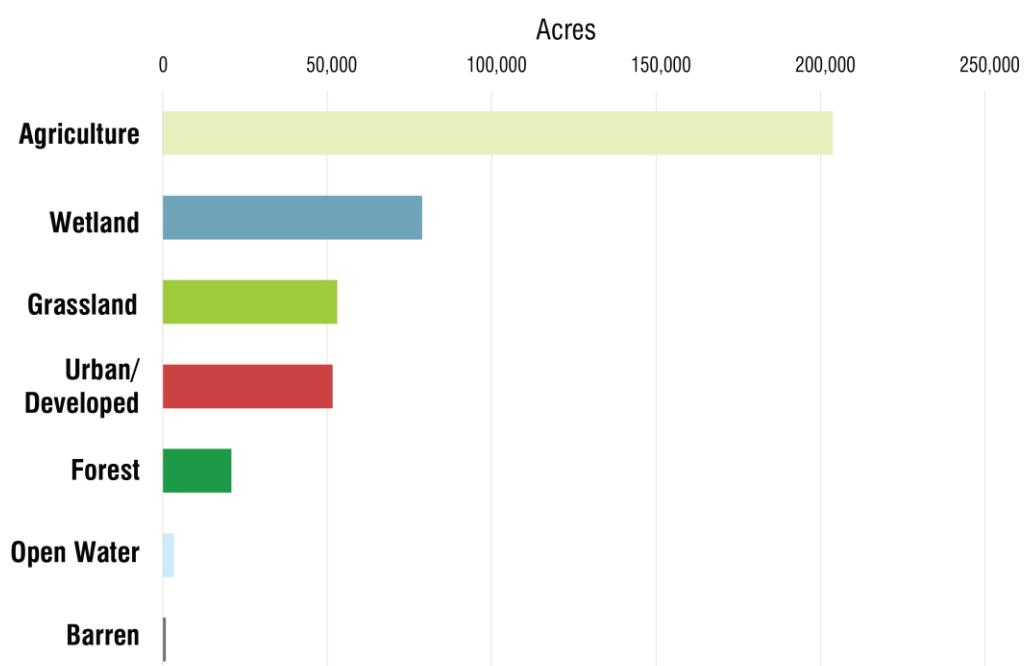


### Land Cover

Approximately 50% of Outagamie County is classified as an “Agriculture”, making it the most common land cover type in the County. “Wetland” is the next most common land cover type at 19% coverage, followed by “Grassland” at 13% and “Urban/Developed” at 13%.

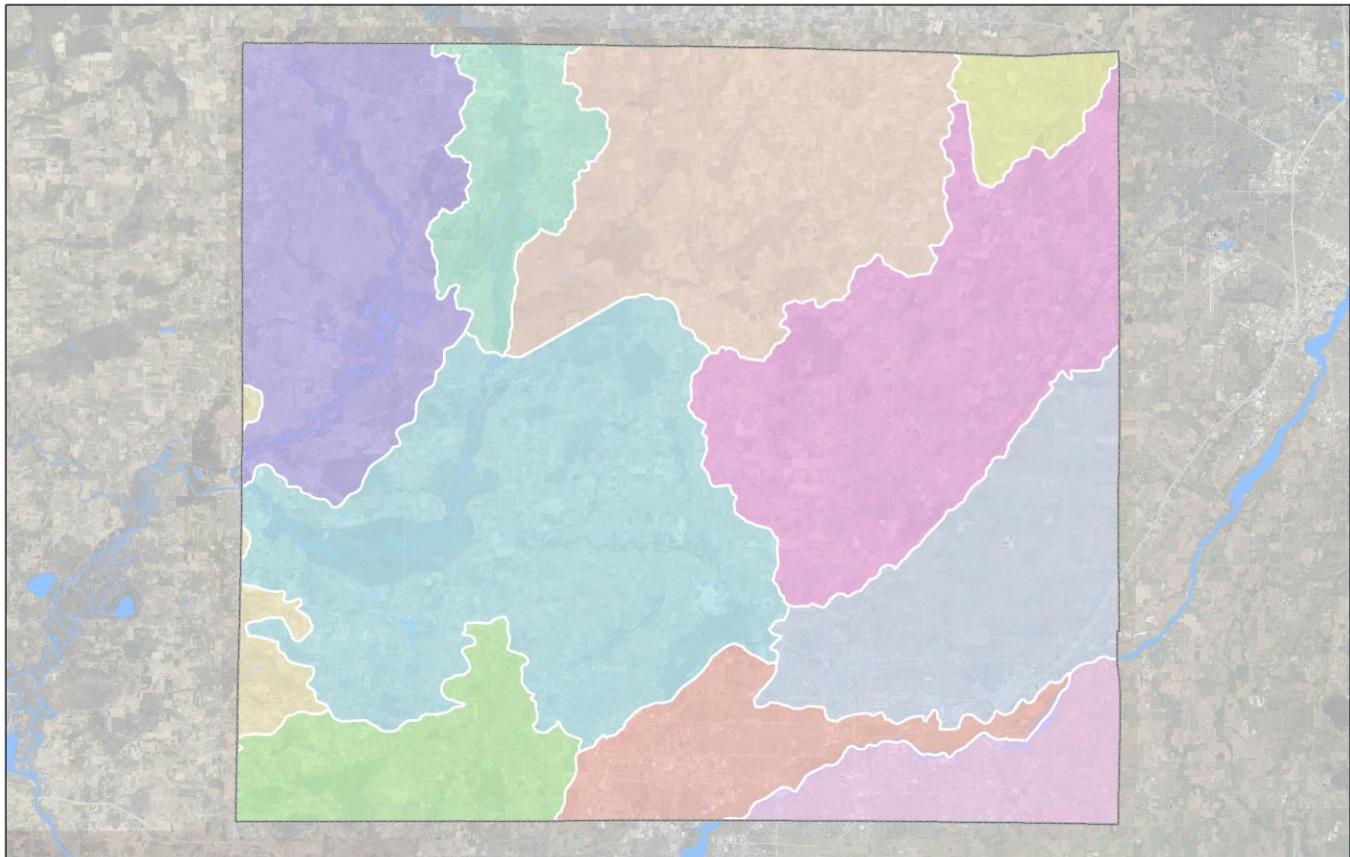


Data Source: Wisconsin Department of Natural Resources

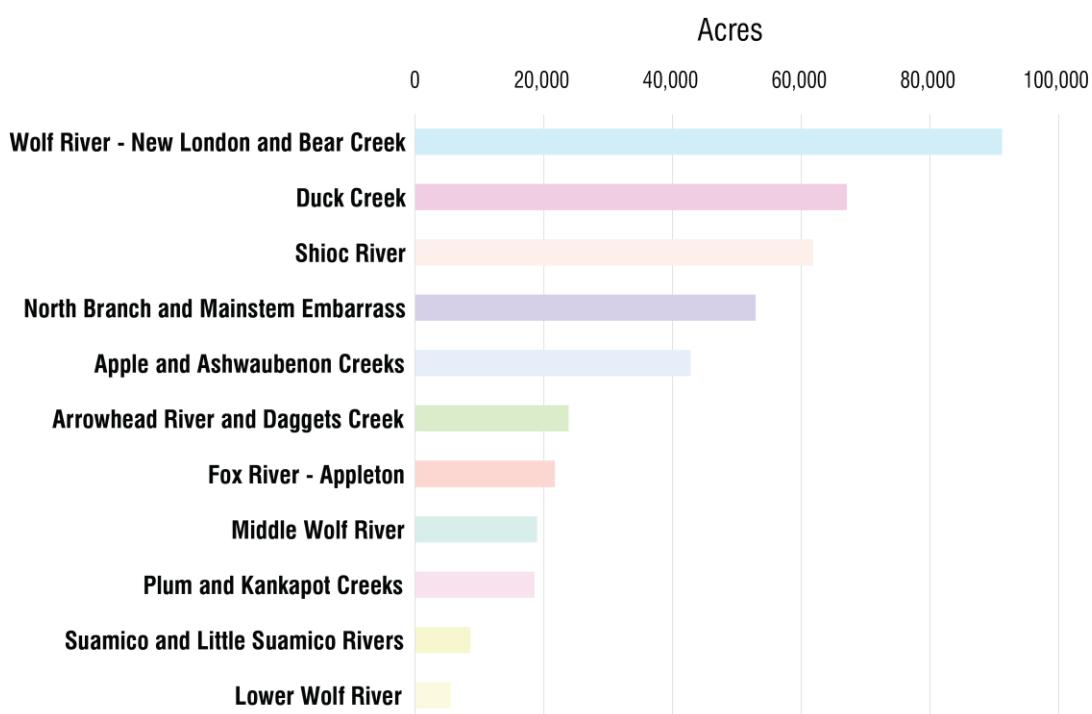


## Watersheds

The Wolf River – New London and Bear Creek Watershed is the largest in Outagamie County encompassing over 90,000 acres (or 22%) of the County. Other major watersheds include the Duck Creek (67,000 acres), the Shioc Creek (62,000 acres) and North Branch/Mainstem Embarrass (53,000 acres).

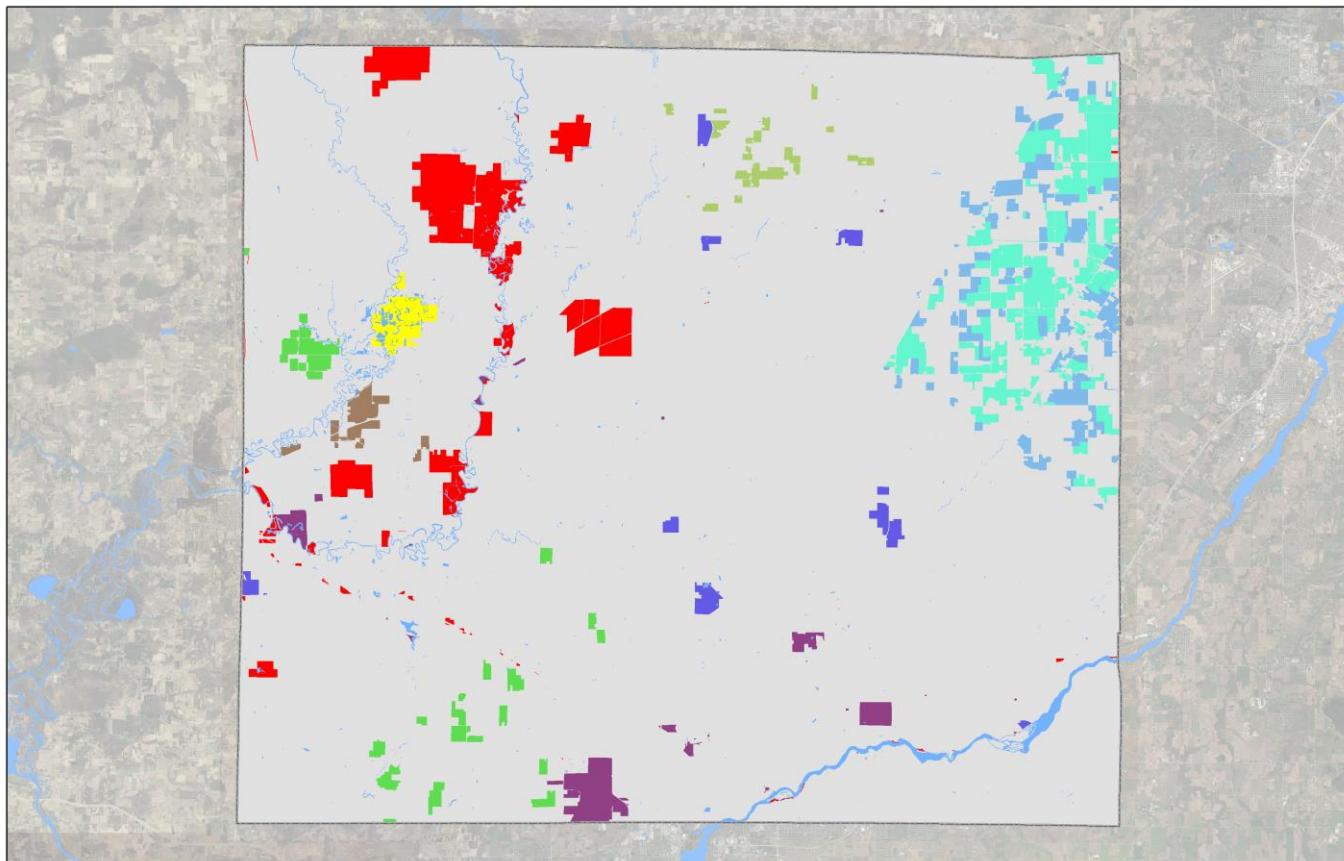


Data Source: Wisconsin Department of Natural Resources

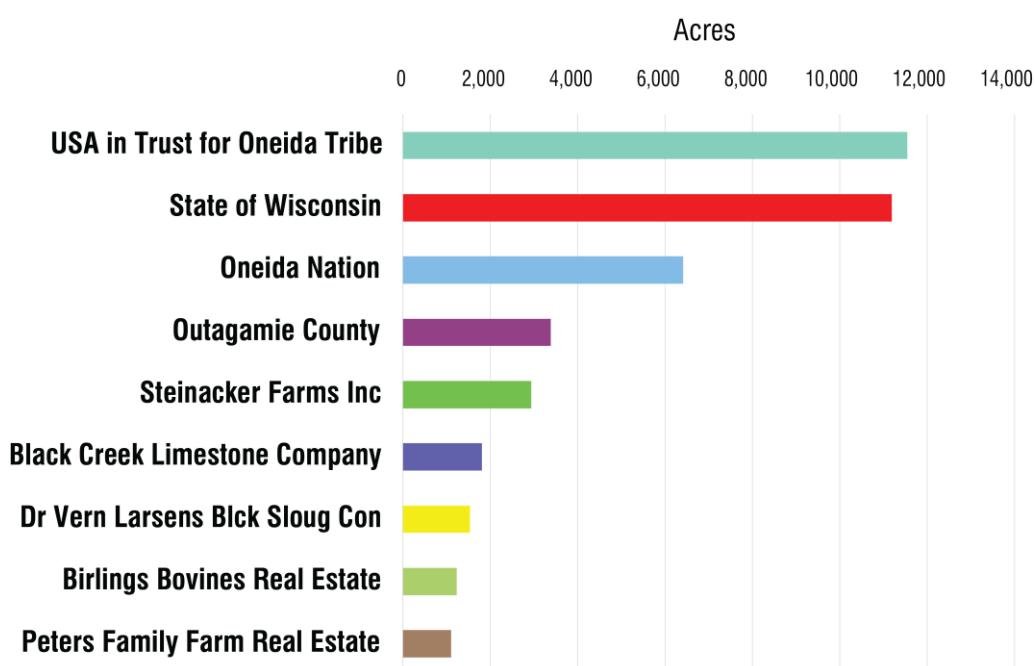


### Major Property Owners

Major property owners are shown in the map below. The USA Trust for the Oneida Tribe owns the most land in the County with 11,544 acres. That is followed by the State of Wisconsin (11,190 acres), Oneida Nation (6,417 acres) and Outagamie County (3,386 acres).



Data Source: State Cartographers Office



## 2 ANALYSIS OF THE OUTAGAMIE COUNTY PARK AND OPEN SPACE SYSTEM

This chapter analyzes the existing park system in Outagamie County. Parks are inventoried and classified based on standards established by the National Recreation and Park Association.

### 2.1 Outagamie Park and Open Space Facilities

The information for this section was gathered from site visits conducted by Ayres Associates, discussion with County staff and review of past planning documents. A Facility Matrix for the park system is located in **Appendix A**. See **Appendix B** for a map of park locations.

#### 2.1.1 Mini Parks

Mini parks include specialized facilities that serve a concentrated population or specific group such as tots or senior citizens. Typical size is 1 acre or less but parks may be categorized as mini parks simply based on the type and quantity of facilities they offer. Mini parks are typically found in populated municipal areas with a higher volume of foot traffic and are less common in rural areas. There are 18 mini parks in Outagamie County but none are managed by the County Parks Department.



#### 2.1.2 Neighborhood Parks

Neighborhood parks are areas for multiple and sometimes intensive recreational activities. Facilities may include athletic fields, sports courts, playgrounds, skate parks, trails, picnic areas and splashpads. Typical size is between 3 to 10 acres. Neighborhood Parks, like mini parks, are more common in areas of higher population. There are 54 neighborhood parks in Outagamie County but none are managed by the County Parks Department.

#### 2.1.3 Community Parks

Community parks are areas of diverse recreational activity and may include amenities such as athletic complexes, trails and large swimming pools. Community parks are typically 10 acres or larger but may vary depending on facilities offered.

- *Plamann Park*

#### 2.1.4 Special-Use Parks

Special use parks are areas for specialized or single purpose recreational activities such as golf courses, campgrounds, boat launches and dog parks. They may also be used to designate areas that are primarily used as event space, general gathering areas, expanded trail corridors or plaza space.

• <i>Barker Park</i>	• <i>New London Access (DOT)</i>
• <i>Buchman Access</i>	• <i>Outagamie County Dog Park</i>
• <i>Koepke Access</i>	• <i>Stephensville Access</i>



### 2.1.5 Conservancy, Open Space and Natural Areas

Conservancy parks and natural areas are established for protection and management of the natural or cultural environment with recreational facilities as a secondary objective. Open spaces are areas that currently offer no recreational facilities but have been reserved as future active or passive park lands.

- *County Forest*
- *Mosquito Hill Nature Center*
- *Old Stone Bridge Wooded Area*
- *View Ridge Natural Area*
- *Wolf River Nature Area*

### 2.1.6 Trail Corridors

A linear park or trail corridor is an area designated for one or more modes of recreational travel such as hiking, biking, snowmobiling, etc. See **Section 2.5** for trail descriptions and **Map 4** in **Appendix B** for existing trail locations.



*Wiouwash State Trail*

#### *Multipurpose Trails*

- *CE Trail*
- *Newton Blackmour Trail*
- *Wiouwash State Trail*

#### *Water Trails*

- *Fox-Wisconsin River Water Trail*
- *Wolf River Water Trail*

#### *Snowmobile Trails*

- *There are approximately 300 miles of snowmobile trails in Outagamie County. See Map 3 for trail locations*

## 2.2 Parkland Classification Analysis

The number and type of parks and recreation facilities needed within a community are dependent on the demands of the local residents. Identifying the recreational needs and wants of community residents provides the justification for funding the acquisition and development of new facilities as well as for the maintenance of existing recreational facilities.

### 2.2.1 Parkland Classification

A parkland classification system is a useful tool to determine if an existing park system serves the needs of a community. The definitions in this document are adapted from the National Recreation and Park Association (NRPA) classification system. Total acreage alone does not guarantee that the community's park needs are being met. A community should have a number of different types of parks to serve the various needs of the residents. They may have "met the standard" in acreage through the creation of one large park, but the community's needs can best be met through a variety of recreational activities. **Table 2.1** explains the seven park classifications most commonly used in the NRPA system, their associated use, service areas, desirable size and desired acres per 1,000 population. A well-rounded park system offers at least one park in each classification.

**Table 2.1 National Recreation and Park Association Parkland Classification System**

Component	Use	Service Area	Desirable Size	Acres/1,000 Population
<b>A. Local/Close-to-Home Space</b>				
Mini Park	Specialized facilities that serve a concentrated or limited population or specific group such as tots or senior citizens.	Less than 1/4 mile radius	1 acre or less	0.25 to 0.5
Neighborhood Park	Areas for intense recreational activities, such as field games, court games, crafts, play equipment area, skating, picnicking, wading pools, etc.	1/4 to 1/2 mile radius to serve a population up to 5,000 (a neighborhood)	3-10 acres	1.0 to 2.0
Community Park	Areas of diverse recreational activity. May include areas suited for facilities, such as athletic complexes and large swimming pools. May be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, picnicking. May be any combination of the above.	Several neighborhoods. 1 to 2-mile radius	10+ acres	5.0 to 8.0
<b>Total Local Space = 6.25 to 10.5 AC/1,000</b>				
<b>B. Regional Space</b>				
Regional/ Metropolitan Park	Areas of natural or ornamental quality for outdoor recreation, such as picnicking, boating, fishing, swimming, camping, and trail uses; may include play areas.	Several communities. 1-hour driving time	200+ acres	5.0 to 10.0

**Table 2.1 (Continued) NRPA Parkland Classification System**

Component	Use	Service Area	Desirable Size	Acres/1,000 Population
Linear Park	Area developed for one or more varying modes of recreational travel, such as hiking, biking, snowmobiling, horseback riding, cross-country skiing, canoeing and pleasure driving. May include active play areas.	No applicable standard	Sufficient width to protect the resource and provide maximum use	Variable
Special Use	Areas for specialized or single purpose recreational activities, such as golf courses, nature centers, skateparks, marinas, zoos, conservatories, arboreta, display gardens, arenas, outdoor theaters, gun ranges, or downhill ski areas, or areas that preserve, maintain, and interpret buildings, sites, and objects of archeological significance. Also, plazas or squares in or near commercial centers, boulevards, parkways.	No applicable standard	Variable	Variable
Conservancy	Protection and management of the natural/cultural environment with recreational use as a secondary objective.	No applicable standard	Sufficient to protect the resource	Variable

### 2.2.2 Level of Service Standards

Once a community's existing parks have been classified, a comparison can be made between the national standard for each park type and existing park acreage. While there is no formally established method to determine the level of service provided by the existing facilities, the following parameters should be considered.

Indicators	Social Environmental Economic
Acreage/Miles	Population standards (Acres/1000 population) Benchmarking
Facilities, Activities, Capacity	Population standards Demographic Analysis Neighborhood area activities Supply/Demand
Access	Walking/Bicycling/Driving, Transit Parks/Facilities
Quality	Evaluation Mapping/Distribution
Programs	Relevancy, quality, and variety Scheduling

The widely accepted NRPA standard for park acreage per 1,000 population is 10.5 acres. It is recommended that this acreage be distributed among park types as follows:

**Table 2.2 NRPA Recommended Park Standards**

Mini Parks	0.5 acres/1,000 population
Neighborhood Parks	2 acres/1,000 population
Community Parks	8 acres/1,000 population
Total	10.5 acres/1,000 population

Park acreage totals in Outagamie County compared to NRPA standards are shown in **Chart 2.1**. Applying the ratios from **Table 2.2** to the County's estimated 2020 population of 187,661, the park acreage standards (shown as the green bars in **Chart 2.1**) are established. The County is slightly below the national standards in terms of mini park, neighborhood park, community park and total park areas. In order to meet the standard for total park acreage, the County and its municipalities would have to add 321.8 acres of total park land. It should be noted that only active use parks are used in this calculation. Conservancy parks, special-use parks, and school parks are not counted toward the NRPA standard.

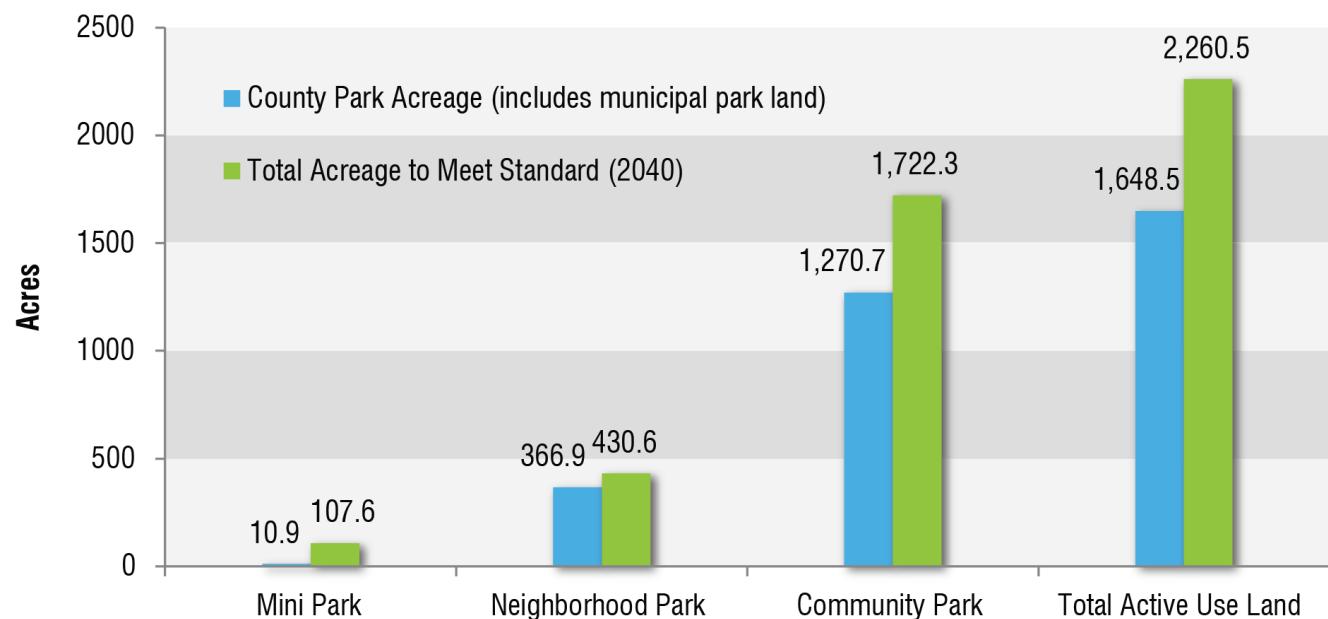
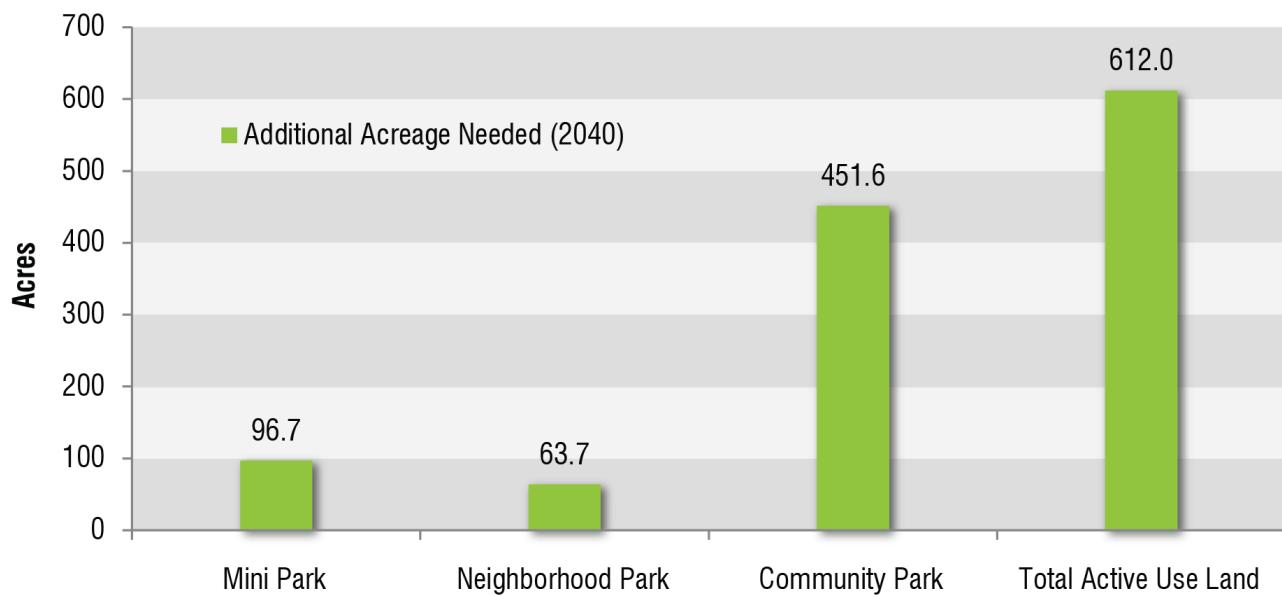
**Chart 2.2** uses the 2040 population projection (Wisconsin Department of Administration) of 215,290 residents and applies it to measure current acreage figures compared to future standards. Outagamie County and its municipalities would require an additional 451.6 acres of community park land, 63.7 acres of neighborhood park, 96.7 acres of mini park land and 612.0 acres of total active-use park land to meet the NRPA standard for the 2040 population (see **Chart 2.3**).

While this metric looks at the distribution of active use park land, it is the primary focus of the Outagamie Parks system to provide passive recreational opportunities (See Section 1.1.3). It is therefore expected that municipalities within the County would be responsible for much of the future active use park expansion. This is especially true for mini and neighborhood park classifications as these types of parks are often found in higher population density areas. The County may want to explore the feasibility of adding a community park (or adding community park facilities to an existing passive use park) to ensure the availability of this park type to County residents in the future.

The NRPA acreage standards should only be seen as one tool by which to measure a community's overall park level of service. Several other factors contribute to the value of parks in addition to overall acreage. The number of amenities in parks, the type of amenities in parks and the age makeup of the community are just a few other factors that must be considered when estimating the service level of a park system.

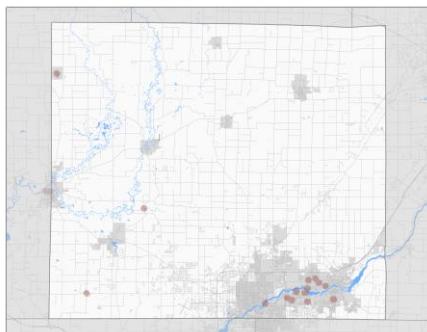
**Chart 2.1** – County park acreage compared to the recommended national standard



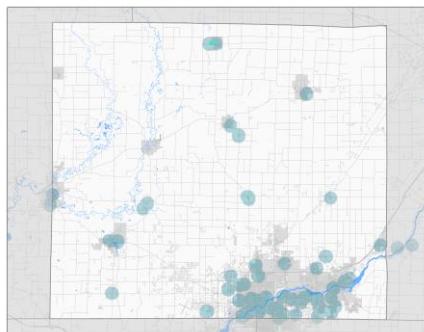
**Chart 2.2 – County park acreage compared to the 2040 population projection****Chart 2.3 – Additional park acreage needed to serve forecasted 2040 County population**

## 2.3 Park Service Areas

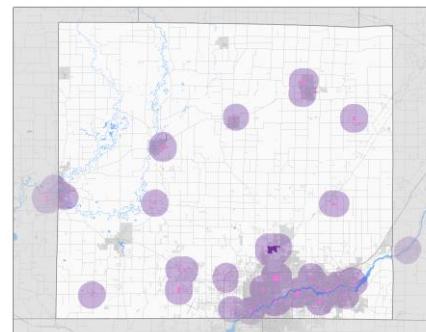
This method of evaluating a community's parkland needs and adequacy of service includes plotting park service areas on a base map to identify areas that are underserved. Using park service radii criteria established by the NRPA, park service areas were mapped for parks countywide. The maps below show park service radii isolated by park type.



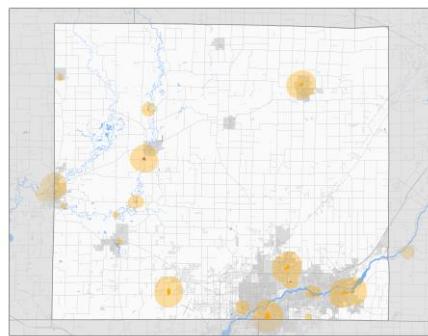
Mini Park Service Areas



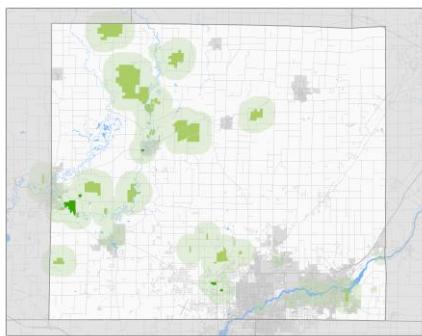
Neighborhood Park Service Areas



Community Park Service Areas

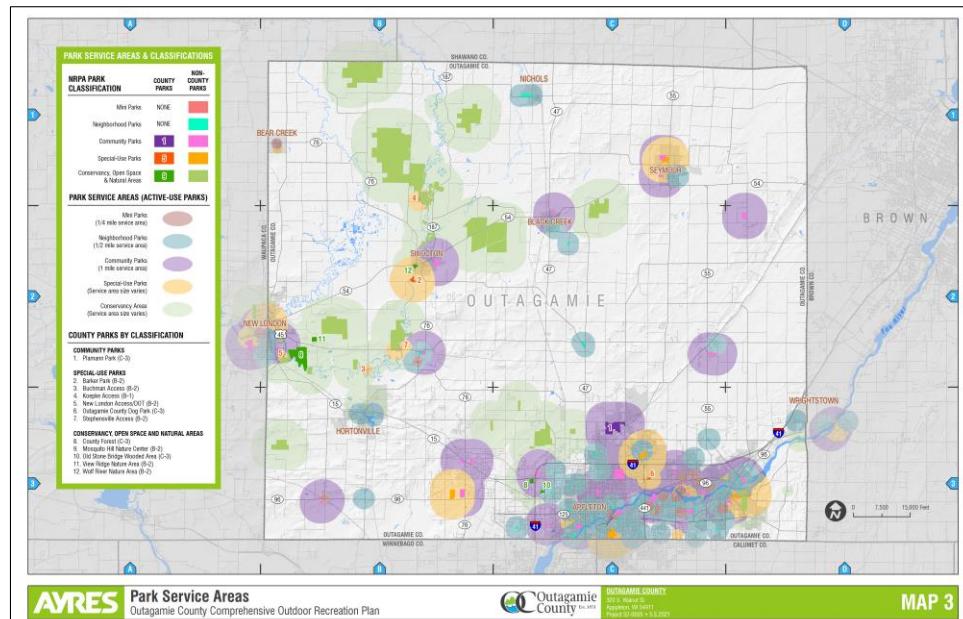


Special-Use Park Service Areas



Conservancy Park Service Areas

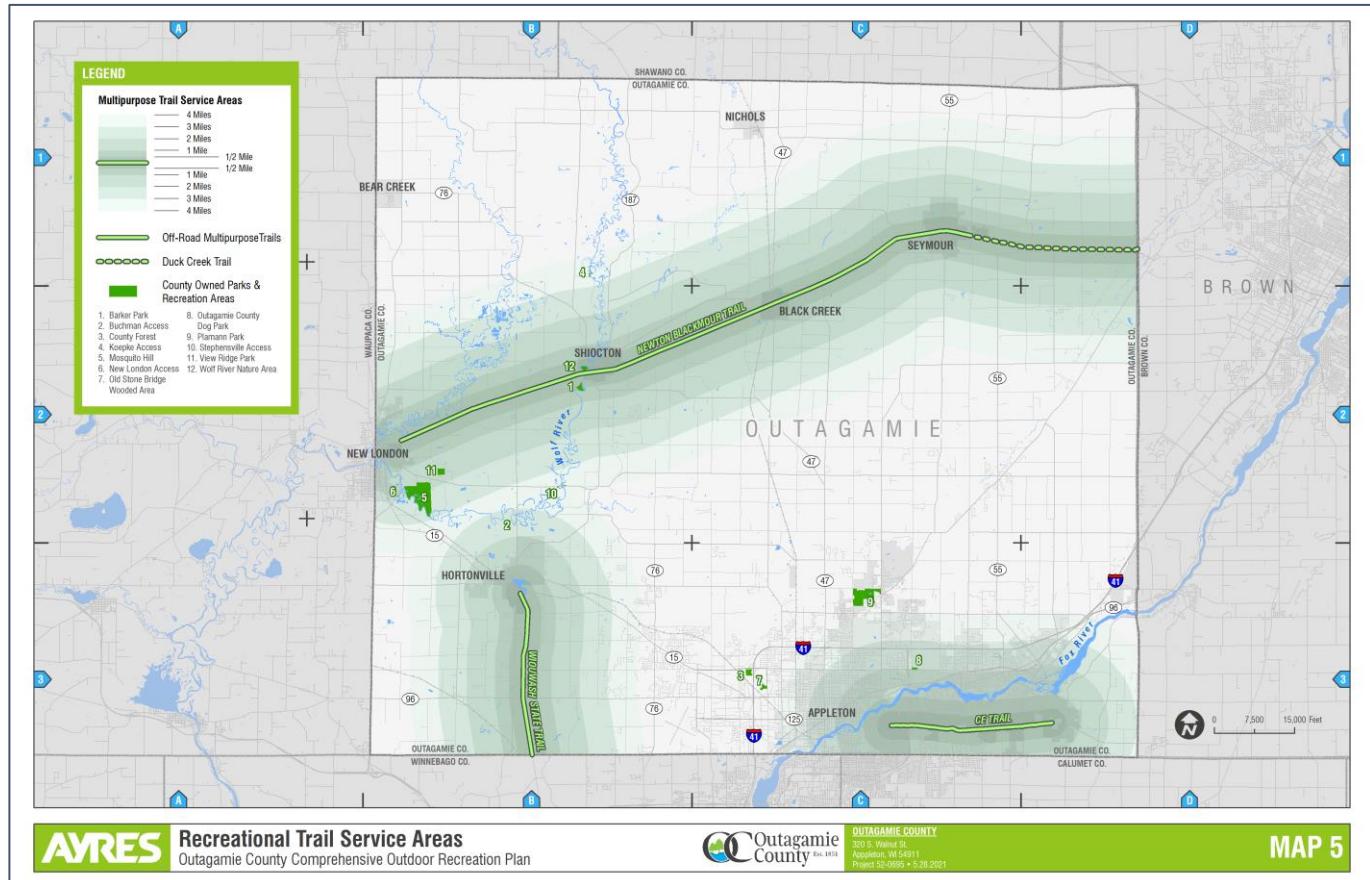
The park service area buffers were combined into a single map that can be found in **Appendix B**. Park service area analysis reveals good coverage in the most populated areas of the County. Coverage gaps exist in the less populated areas of the County outside of the municipalities. Further analysis is required to determine if there is demand for additional park land in these areas.



SEE FULL SIZE MAP 3 IN APPENDIX B

## 2.4 Trail Service Areas

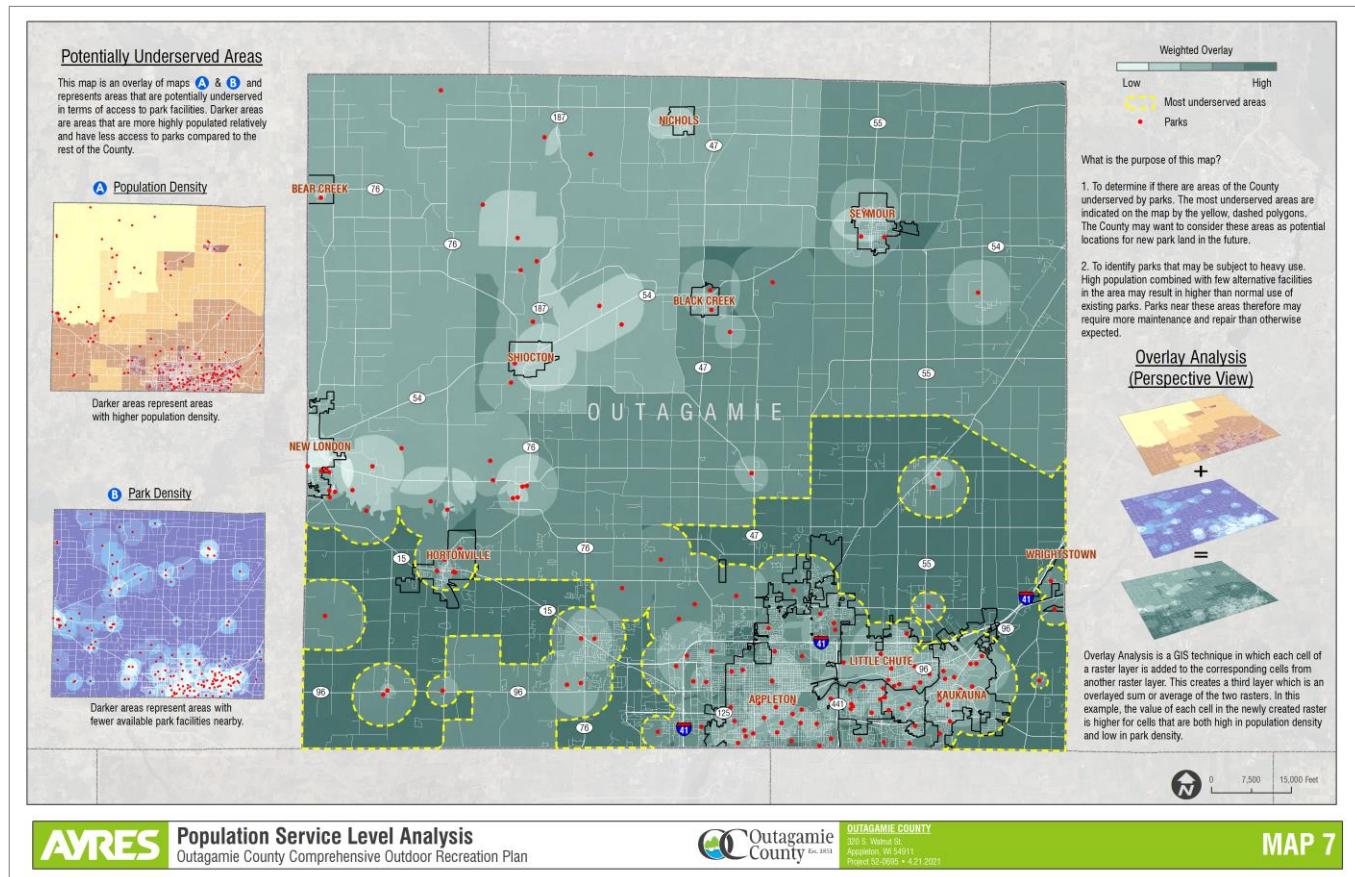
Multi-ring buffers were created on a map of County trails to better visualize the county wide coverage of the network and identify any potential gaps. Areas within four miles of a trail are shown on Map 5 in green and shaded based on distance. This process reveals good coverage in terms of proximity to trails of the County's most populated areas. The Appleton area, Hortonville, New London, Shiocton, Black Creek and Seymour are all within the trail service areas. Potential areas of improvement include creating linkages to communities not currently within the coverage zones and connecting the existing trail network segments. This could be accomplished through the construction of off-road trails, striping of bike lanes or establishment of designated bike routes. The existing trail network is discussed more thoroughly in Section 2.6 and recommendations for improvements can be found in Chapter 3.



SEE FULL SIZE MAP 3 IN APPENDIX B

## 2.5 GIS Analysis – Population Service Level Analysis

GIS analysis can be used to help determine areas that may be in need of additional recreational facilities. Overlay analysis is a method of comparing two or more traits of a particular geographic area to answer questions. The question **Map 7** in **Appendix B** attempts to answer is what areas in Outagamie County are potentially underserved in terms of park access compared to the rest of the County. This is done by overlaying layers representing population density and park density to identify areas that may be underserved. The process of overlay analysis involves adding the value from each cell of a raster layer to the corresponding cells from another raster layer. This creates a third layer which is an overlayed sum of the two rasters. In this example, the value of each cell in the newly created raster is higher for cells that are both high in population density and low in park density.



**SEE FULL SIZE MAP 6 IN APPENDIX B**

Areas identified as low in park density and higher than average in population density are likely not as well served in terms of access to recreational facilities as the rest of the county. The County may want to consider these areas as potential locations for new park land in the future. However, at the County level consideration has to be made for local land policies. The less served area may be rural area with large lots and the local governments may not see the provision of parks as a priority. The County's role in supplying parks in relation to the local governments role needs to be considered as well.

Some areas may also contain parks that are subject to heavy use. High population combined with few alternative facilities in the area may result in higher than normal use of existing parks. Existing parks near these areas therefore may require more maintenance and repair than otherwise expected.

## 2.6 Recreational Trails

Outagamie County contains three multipurpose trail corridors, two major water trails and over 300 miles of snowmobile trails for a total of over 400 miles of recreational routes. Exploration of these trails is not limited to Outagamie County as many of these trails connect to facilities in neighboring counties and beyond.

### Multipurpose Trails

The **CE Trail** is a 5.8-mile, paved trail on the north side of College Avenue (Highway CE) from South Matthias Street in Appleton to Hillcrest Drive in Kaukauna. In addition to Appleton and Kaukauna, the trail passes through the Town of Buchanan, the Village of Combined Locks and the Village of Kimberly. This “bike/ped” trail allows dogs provided they are on leash but all motorized vehicles, including snowmobiles, are prohibited. The County maintains a trailhead near the intersection of East College Avenue and DeBruin Road with parking, a bicycle repair station and trail map. The trail is not plowed in the winter except in the City of Kaukauna and the Town of Buchanan.

The **NewTon BlackMour State Trail** is a 23-mile, gravel surface trail on a former railroad grade between the City of New London and the City of Seymour. The trail connects to the Duck Creek Trail in Seymour which continues into Brown County. The trail is available for biking, hiking, horseback riding and snowmobiling but ATV's and other motorized vehicles are not allowed. Parking for the trail is available off of North Main Street in the Village of Black Creek.

The **Wiouwash State Trail** is a 28-mile, gravel trail with 5.9 miles in Outagamie County and the remainder in Winnebago County. The trail is cooperatively managed by the counties and the Wisconsin DNR. The trail is open for hiking, bicycling and horseback riding. Dogs are allowed on leashes and snowmobiles are allowed in the winter. Outagamie County maintains a trailhead at the north end of the trail in Hortonville with a parking lot and informational signage.

### Water Trails

The **Fox-Wisconsin Heritage Water Trail** includes approximately 280 miles of connected river routes suitable for paddling. The Fox River and Wisconsin River make up the majority of the route from Green Bay to Prairie du Chien. While it is possible to paddle the entire route, extreme caution should be used in the portion within Outagamie County. Due to the abundance of locks and dams in the area, only experienced paddlers should attempt to navigate this portion of the trail. The Fox River is accessible from boat launches in Appleton, Kimberly and Kaukauna (see **Map 4**).

Approximately 42 miles of river are navigable on the **Wolf River Water Trail** within Outagamie County. Access to the river by boat, canoe or kayak is possible from launches at the Koepke Access, Barker Park, the Stephensville Access and the Buchman Access.

### Snowmobile Trails

Over 300 miles of snowmobile trails are available during winter months within Outagamie County. Trail locations are shown on **Map 4** with an interactive map showing greater detail available at the County's website. Parking is available at Plamann Park and from there users can access all of the County's connected trail network. Use of the trails require a registration fee and trails will open when the Parks Department determines there is adequate snow cover. The Wiouwash and Newton Blackmour multipurpose trails are available for snowmobiling in the winter months while snowmobiling is not allowed at any time on the CE Trail. Snowmobiling is also not allowed on the Duck Creek Trail east of Seymour.



Public survey results compiled during the preparation of this plan, as well as past planning efforts, have shown the importance of the multipurpose trail network to the community. Survey participants comments reflected the frequent use

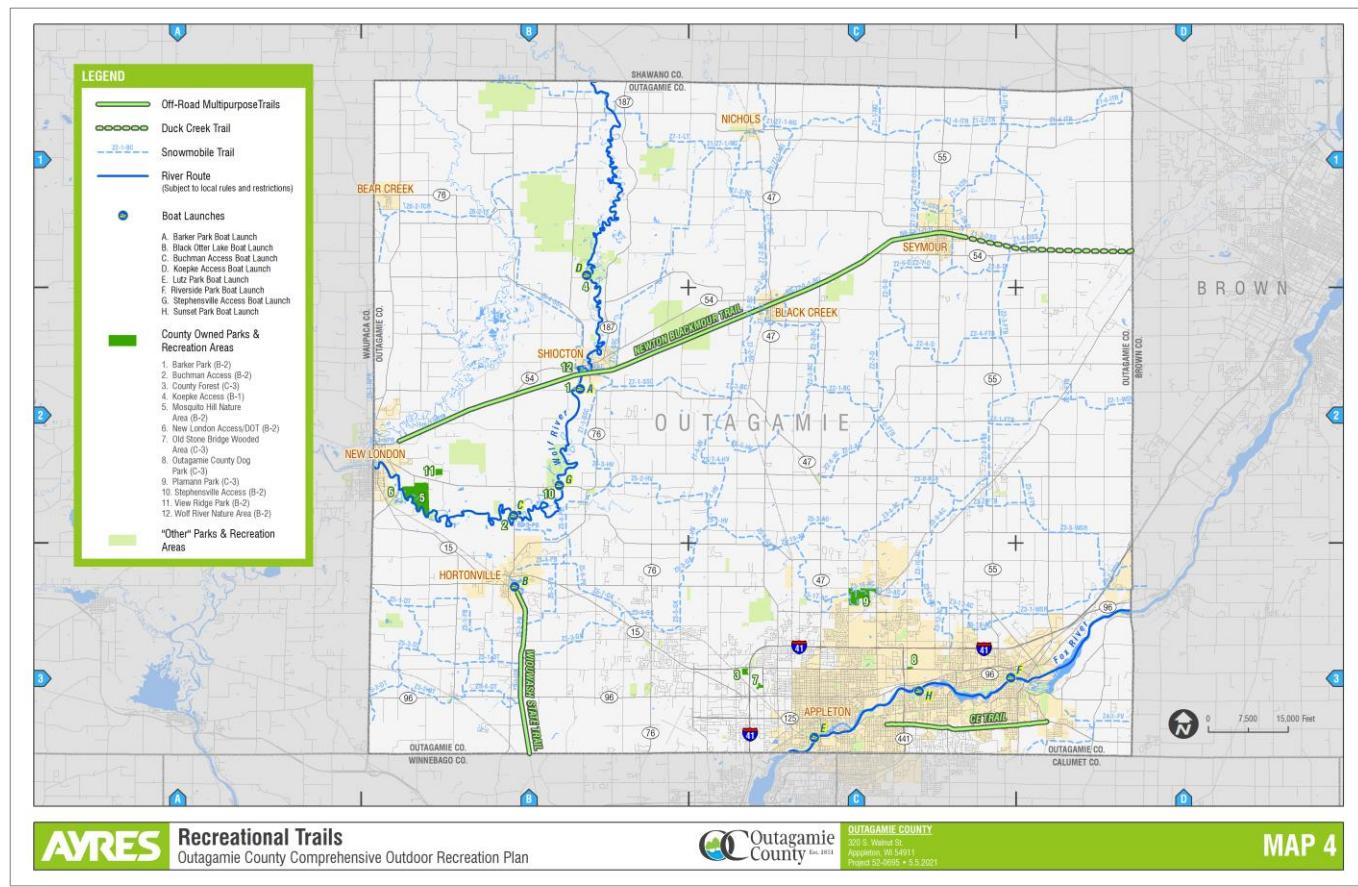
of County's multipurpose trail network. It also reflected the desire for improvements to the existing trails and for improved connectivity of the network with the development of new trail linkages.

Some proposed improvements to the trail network from the previous CORP include the following:

#### 2014-2018 Outagamie County Outdoor Recreation and Open Space Plan

- Resurface the CE Trail and improve bicycle/pedestrian crossings.
- Resurface the entire length of the Wiouwash Trail.
- CB Trail extension into Greenville.
- Complete development of the Newton Blackmour Trail into New London.
- Development of amenities along the Newton Blackmour Trail such as signage, parking and planting.
- Work with Grand Chute to provide trail linkages to the Old Stone Bridge Wooded Area.
- Work with Appleton and Grand Chute to provide bicycle and pedestrian connections to Plamann Park.
- Complete various bicycle/pedestrian enhancements on County highways.
- Work with the Village of Hortonville on extension of the Wiouwash Trail through the Village.
- Extension of the CE Trail to connect with the Fox River Trail in Brown County.
- Develop a new trail in partnership with the state along Highway 15 from Greenville to Hortonville.
- Develop a trail loop within the Old Stone Bridge Wooded Area.
- Explore the potential for a mountain bike trail network in View Ridge Park.

Some of these recommendations have been addressed and the improvements completed. The recommendations that have not been addressed should still be considered for implementation when budgets allow. See **Chapter 3** for final recommendations.



SEE FULL SIZE MAP 4 IN APPENDIX B





## 3 RECOMMENDATIONS

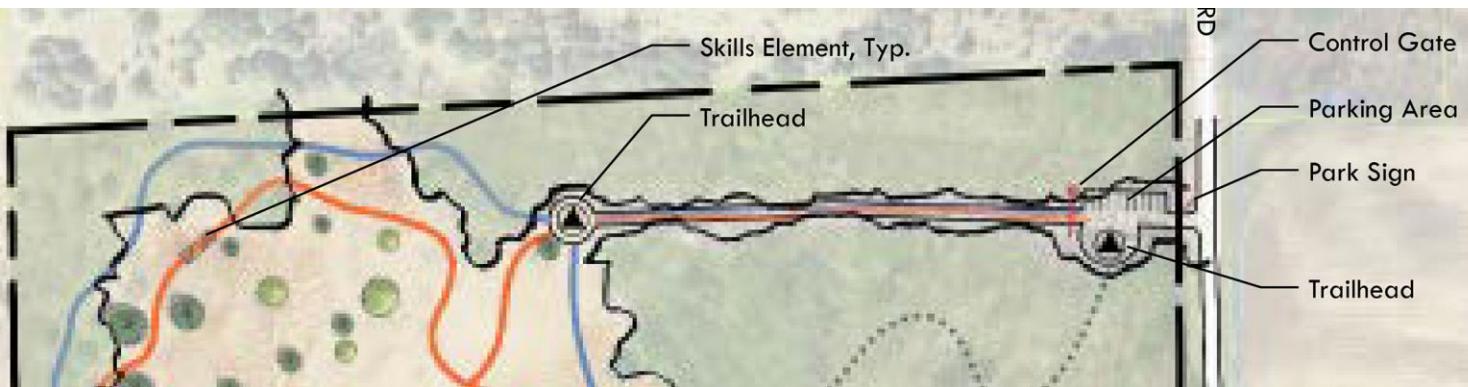
This chapter includes a variety of recommendations specifically developed to meet the existing and future needs of the community over the next five years. The recommendations incorporate local citizen input and have been developed as a result of extensive analysis and participation by County staff and the CORP Ad Hoc Committee.

General recommendations are provided for direction on policy and design considerations while considering operational and maintenance procedures. This chapter also includes a detailed park inventory sheet for each County park including general issues, possible improvement options and costs. This chapter is divided into the following sections:

**3.1 General Recommendations:** System-wide policies and actions

**3.2 Future Parks and Open Spaces:** Criteria for potential future park expansion

**3.3 Individual Park Recommendations:** an inventory sheet has been provided for each County Park (includes inventory and park improvement options)



### 3.1 General Recommendations

After developing the goals and objectives outlined in Chapter 1, a series of associated recommendations were developed to correspond to each.

#### 3.1.1 Outagamie County will strive to provide a variety of activities that are available to all people.

To realize this goal, the County will:

- Address access issues outlined in each Ayres site inventory
- Continue to implement the Plamann Park and future park plans (e.g. Mosquito Hill & Dog Park)
- Use mapping and other criteria in this plan to ensure people have geographic access
- Make sure people are aware of park facilities even if they are not near them.

**3.1.2 Outagamie County will prioritize access to, and preservation of, natural areas and provide a variety of passive and nature-related activities for residents and visitors.**

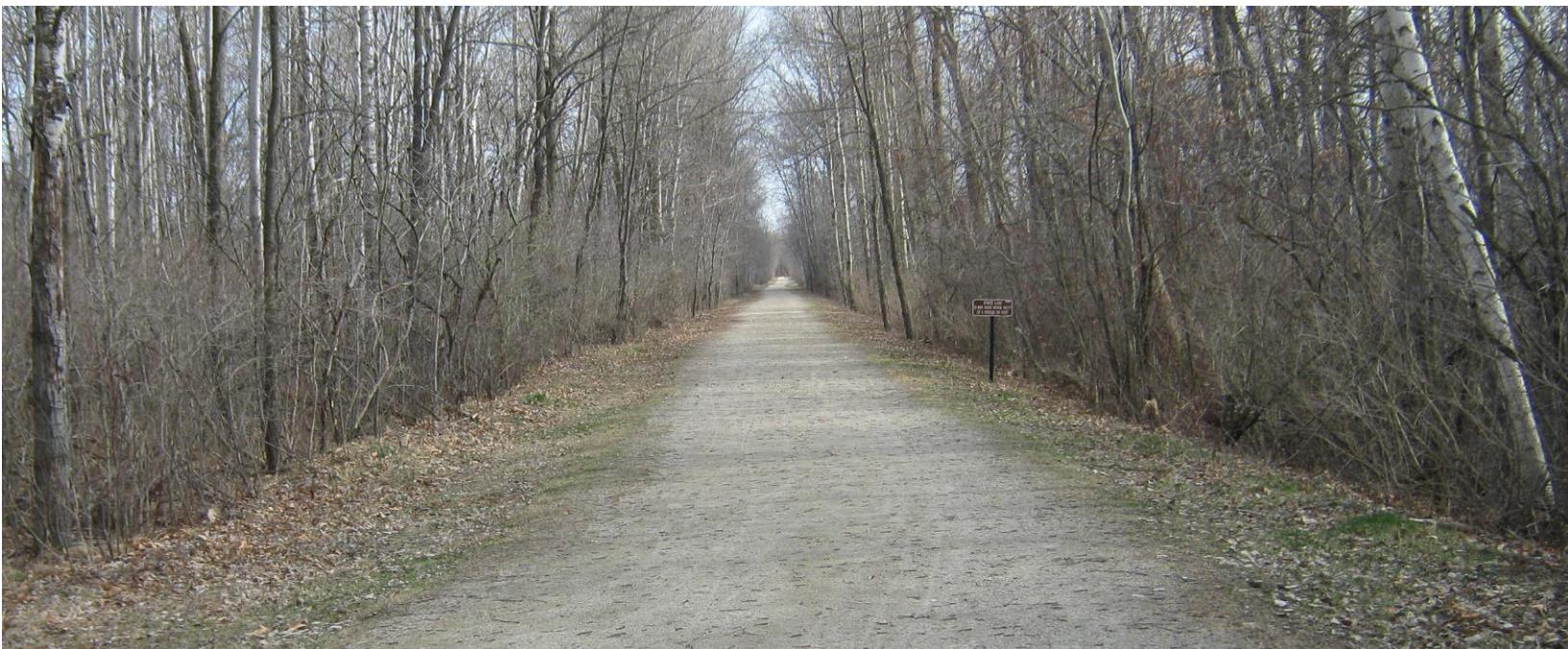
To realize this goal, the County will:

- Acquire & Improve the Treaty of the Cedars Historical site, enhancing public access to the Fox River
- Continue to work with school districts on programming at Mosquito Hill that aligns with their educational curriculum
- Should the county develop a wetland mitigation site (as recommended in the County Comprehensive Plan) use the finished product as a potential natural area for public use.
- Explore more natural plantings and reduce invasive species to help manage maintenance costs

**3.1.3 Outagamie County will educate people about its park facilities and their availability.**

To realize this goal, the County will:

- Continue county planning efforts to coordinate with municipal & regional planning efforts
- Continue to develop internal staff capacity and focus for identifying and building community partnerships
- Continue to develop and expand O.C. Parks System social media presence. (Note: the survey indicated that Facebook was the most used format)
- Partner with key organizations that provide programming for certain age groups, such organizations for seniors (i.e. senior centers or groups supporting young families. As the County partners with groups building interest in the parks for a diversity of people should be a priority.



**3.1.4 Outagamie will plan for future expansion that can be supported financially, in part, by continuing to pursue regional cooperation to use area resources effectively and efficiently.**

To realize this goal, the County will:

- Consider “siting” guidelines for new county parks that incorporate population density and existing parks, as well as needs based on local community land use policies and environmental factors
- With future ordinance revisions, consider options that would allow for more varied use of parks and additional revenue generation
- Continue to participate in and liaison with regional efforts (such as O.C. County Greenways, Fox Cities Greenways, East Central Wisconsin Regional Planning Commission) that help facilitate intergovernmental planning for recreational improvements.
- Continue to reference the County Comprehensive Plan, regional, and state plans (such as the Department of Transportation and the East Central Wisconsin Regional Planning Commission) to bring these plans to the forefront when contemplating future land use and infrastructure development
- Develop and incorporate into the Comprehensive Plan an Outagamie County Bicycle and Pedestrian/Trail System Plan to guide County efforts in developing/linking with the regional trail network. Utilize existing regional and local plans in this effort.
- Explore the feasibility of extending the CE Trail east to Brown County. Coordinate with Brown County to ensure the route selected aligns with existing or future Brown County plans.
- Explore the feasibility of extending the Wiouwash State trail north to the Newton Blackmour Trail. Coordinate with the Village of Hortonville, local towns, County Highway department, WisDOT, and others as needed.
- Explore the feasibility of extending the future State Highway 15 trail west into Hortonville, eventually connecting to the Wiouwash State Trail. Coordinate with the Village of Hortonville, the County Highway Department, WisDOT, and others as needed.
- Finalize a site for a new dog park and explore partnership funding opportunities
- Consider opening up View Ridge Natural Area to mountain biking as shown in concept plan in this document
- Explore adding a campground at Mosquito Hill or in other location if an appropriate location is found

**3.1.5 Outagamie County will continue to prioritize and plan for park-related budget necessities such as maintenance, equipment, staff, and capital improvements.**

To realize this goal, the County will:

- Implement a user fee for the new dog park to fund ongoing maintenance and address user management & safety concerns
- Prioritize implementation steps in the Plamann and future park plans (e.g. Mosquito Hill & Dog Park) that will result in reduced maintenance and operating costs
- Develop an annual “grants strategy” to ensure a steady, proactive approach to future parkland acquisition and/or development of park improvements
- Continue to work with friends’ groups and volunteers for the mutual betterment of the O.C. parks system

## 3.2 Future Parks and Open Spaces

The Outagamie Parks system is in need of maintenance, and while analysis shows the potential need for expansion to meet demand, the Ad Hoc committee agreed that when expansion opportunities arise, operations and maintenance costs must be given high priority in the decision-making process. In addition, the County's role in provision of recreational opportunities must be balanced with that of the local jurisdictions.

### 3.2.1 Park Expansion Decision Making Criteria

To address these issues, the following criteria should be considered when considering park land expansion, whether it be through acquisition or the donation of land:

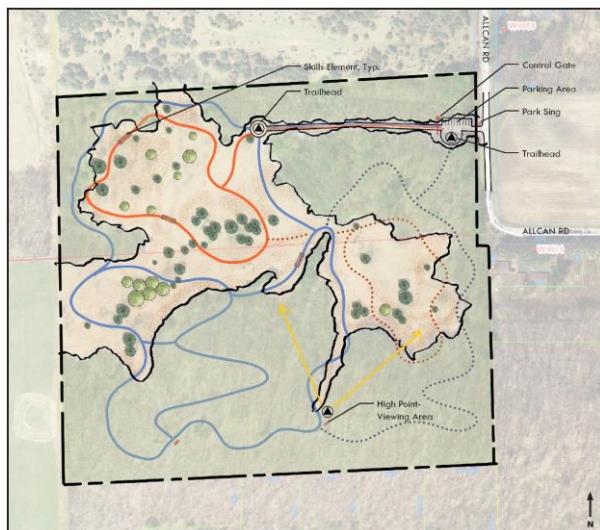
- Does the acquisition fulfill a need that cannot be provided by the local government?
- Does the acquisition protect a natural resource or provide access to a natural amenity (such as the Fox River)?
- Does the acquisition preserve land that would otherwise be lost to development?
- Does the acquisition add to the maintenance budget without a corresponding sustainable revenue stream?
- Does the acquisition allow for partnerships that would offset costs?
- Does the acquisition fit a need (goal or objective) of the CORP or is it park of another adopted long-range plan?

The creation of a maintenance plan before any land purchase or acceptance is recommended.

### 3.2.2 Park Layout Concept Plans

As part of the process of developing this plan, Ayres worked with County staff to identify two sites that were in need of a concept plan to guide future decision making. The two sites chose were a parcel along the Fox River in the Village of Little Chute, referred to as the Treaty of the Cedars Historical site, and the View Ridge Natural Area.

The Treaty of the Cedars site contains a roundabout driveway and informal river access. Suggested improvements include shoreline protection, a historic marker plaza, parking and fishing access. A concept plan with photographs has been and can be found in **Appendix C**.



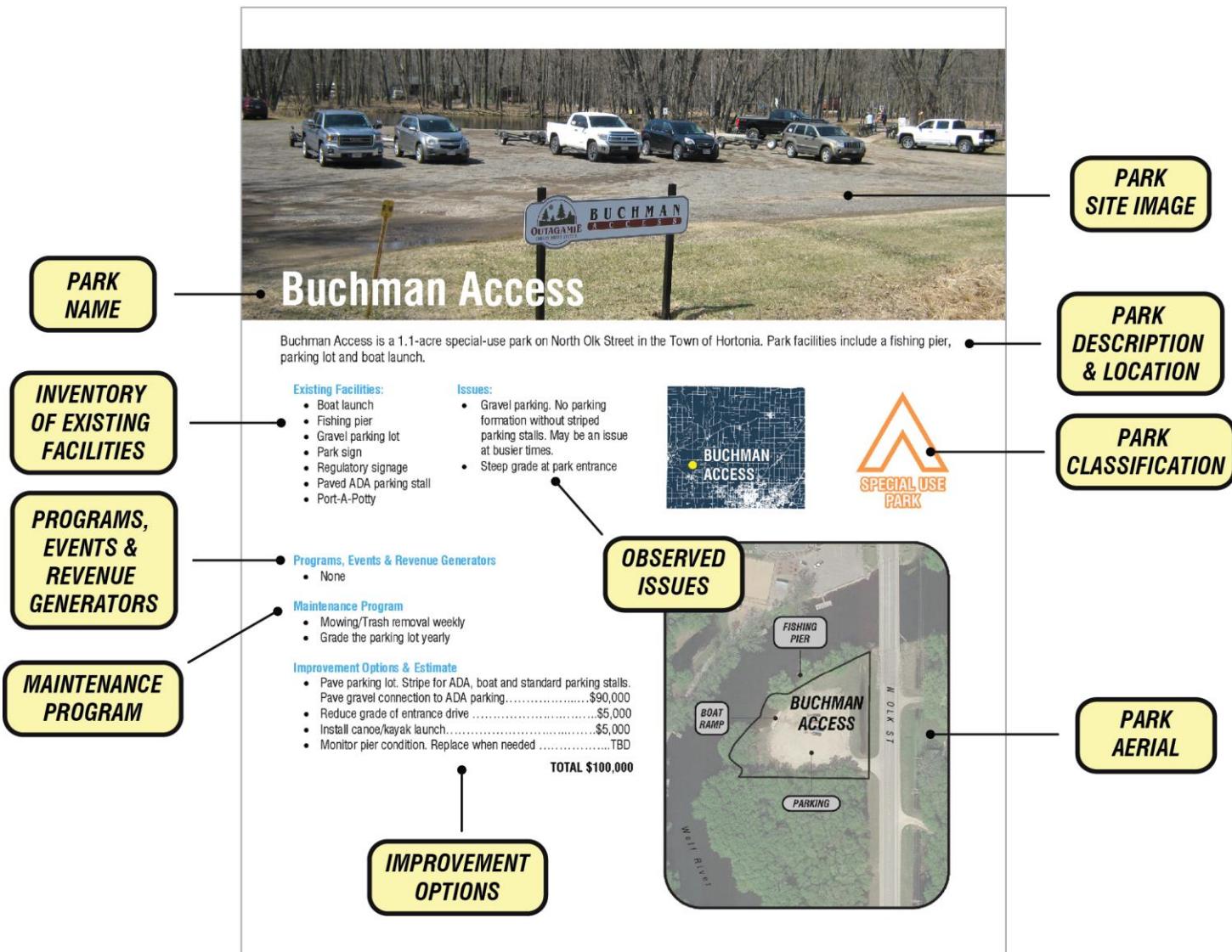
Also found in **Appendix C** is a concept plan for development of a mountain bike park at the existing undeveloped View Ridge Natural Area. Facilities proposed include beginner to advanced mountain bike trails, trailhead facilities and a parking lot. While not a new park location, the potential development of new facilities on this currently undeveloped parcel is the equivalent of adding a new County park.

### 3.3 Individual Park Recommendations

The following section discusses more detailed recommendations for each park. These recommended improvements are based on issues identified in site visits and comments from residents and local officials. Improvement options identified for each park are included in the 5-Year Capital Improvements Table in Chapter 4.

Each park's inventory sheets contain the location of the park, existing facilities, observed issues and recommendations for improvements. Not all improvements can be made in the next five years and many require substantial investment in the form of time, money or human capital to implement. Improvement recommendations should be viewed as options that could occur to mitigate, improve or promote aspects of the park site.

A sample inventory sheet (shown below) illustrates how information is presented on each park sheet. Park sheets are presented by parkland classifications devised by the National Recreation and Park Association as identified in Chapter 2.







# COMMUNITY PARKS

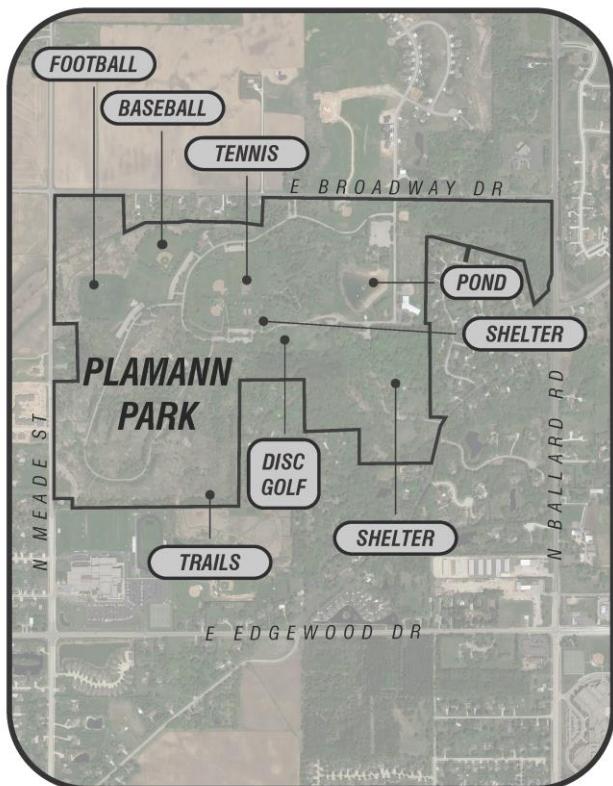


# Plamann Park

Plamann Park is a 257-acre community park on East Broadway Drive in the City of Appleton. Facilities include the Plamann Lake Aquapark, Children's Farm educational center and multiple athletic fields among its many attractions. The park is a four-season attraction offering snowmobile trails, sledding and cross country skiing in the winter months.

## Existing Facilities:

- Baseball fields (4) (1 – 13-year old and up, 3 – 12-year old and under)
- Pop Warner Football Fields (2)
- Asphalt parking lots (~10)
- Park Buildings/ Shelters (~10, including the Park Office, Chris Brandt Shelter, Plamann Lake Bath House and Children's Farm Buildings)
- Plamann Lake aquapark (with swimming pond, inflatables, beach, bag toss, sand creatures, shade structures, grills & picnic tables)
- Children's Farm buildings along with the Born Learning Trail, Cow Path, Bird Trail, and Monarch Meadow
- Disc Golf Courses (2) (Apple Creek & Meadowview)
- Horseshoes (4)
- Bag toss at Chris Brandt Shelter
- Sand volleyball (2)
- Natural surface hiking trails
- Batting cages
- Tennis courts (2)
- Cross-county ski trails
- Snowmobile trails
- Basketball hoop in parking lot
- Playground near central pavilion (Play structure (2-12), metal slide, swings, zip line, monkey bars, merry-go-round, metal climber)
- Playground at football fields (Swings, slide, merry-go-round & teeter totter)
- Play structure at Plamann Lake (2 to 12-year old)
- Playground at Children's Farm (Play structure (5-12), swings & climbing structure)
- Tot swings at Small Shelter
- Kiosks
- Trash/recycling receptacles
- Park signs
- Info & regulatory signage
- Wayfinding signage
- Grills
- Bike racks
- Donation box (Two on Disc Golf and one on Children's Farm)
- Picnic tables



## Plamann Park

### Issues:

- Parking striping faded (all lots)
- Some aging benches and picnic tables
- Improve bike racks. Opportunity for more permanent bike parking locations throughout park.
- Cosmetic building improvements (chipping at paint pavilion and storage building)
- Natural surface trails muddy in some areas
- Some drainage issues (near Field #1 parking lot, near Monarch Meadow at Children's Farm)
- Paint chipping on Outagamie Parks sign at main entrance
- NOTE: Plamann Lake closed for the season during preparation of this plan
- Playground near central pavilion
  - No ADA access or equipment
  - Cracked swing seats
  - Ponding at landing areas
  - Exposed concrete footings
  - Aging wood merry-go-round
  - Wood monkey bars
  - ~10' metal slide
- Tennis courts
  - Leaning fence with heaving footings
  - Vegetation encroaching on fence
  - Cracked courts with heavy weed growth
  - Faded court striping
- Children's Farm
  - Drainage issue near Monarch Meadow
- Field #1
  - Gap at bottom of backstop and dugout fence. Temporary silt socks installed to stop infield material from washing out.
  - No concrete pads for bleachers
  - No ADA accessibility
- Field #2
  - Gap at bottom of backstop
  - No concrete pads for bleachers
  - No ADA accessibility
- Field #3
  - Gap at bottom of backstop and dugout fences
  - Leaning backstop post
  - No concrete pads for bleachers
  - No ADA accessibility
  - Missing end caps on team bench. Exposed edges and screws.
  - Tears in batting cage net
- Field #6
  - Metal bleachers – Edges, paint chipping
  - No concrete pads for bleachers
  - No ADA accessibility
  - Parking striping is faded
- Football fields
  - No concrete pads for bleachers
  - Continue ADA access path to spectator areas

## Plamann Park

### Programs, Events & Revenue Generators

- Kids' Day
- Shelter Reservations

### Maintenance Program

- TBD

### Improvement Options & Estimates

• Replace playground equipment. Provide safety surfacing, ADA accessible equipment and a concrete or asphalt path from the parking lot/shelter areas.	\$200,000
• Remove tennis courts. Replace with tennis/pickleball combination courts. Provide concrete/asphalt path from shelter/parking area	\$410,000
• Install concrete or asphalt paths from parking areas to athletic field bleacher areas	\$50,000
• Install concrete pads (10) for bleachers at football field and baseball/softball fields. Provide areas for wheelchair seating	\$30,000
• Replace bleachers (10)	\$20,000
• Replace aging benches and picnic tables	\$20,000
• Install additional trail signage (Trail identification, wayfinding & interpretive signage)	\$20,000
• Re-stripe parking stalls in all parking lots	\$15,000
• Minor cosmetic repairs to park buildings (painting, etc.)	\$20,000
• Install additional bicycle parking (5 racks) on hardscape surfaces	\$5,000
• Repair/replace team benches at Field #3	\$3,000
• Install runner boards at bottom of backstop fencing at ballfields to prevent fence curling	\$2,000
• Remove batting cage near tennis courts	\$2,000
• Replace park entrance sign	\$15,000

**TOTAL \$812,000**

Note: The Plamann Park Master Plan contains additional detail on recommended major short and long term capital improvements and cost estimates, beyond the more minor needs outlined above. Please reference that plan for additional detail. Additional detail on planned capital expenditures can also be found in Chapter 4 of this document.

## Plamann Park

### Site Photos:



Football fields



Baseball field #3



Children's Farm



Natural surface trail

## Plamann Park

### Site Photos:



**Fence at tennis courts**



**Merry-go-round**



**Faded parking striping**



**Wayfinding signage**



**Worn swings**



**Slide**



# SPECIAL-USE PARKS





# Barker Park

Barker Park is a 24.8-acre special-use park adjacent to the Wolf River in the Town of Bovina. Park facilities include a boat launch, a large parking area and fishing pier. There is a natural area and open space south of the parking lot within the park boundary.

## Existing Facilities:

- Boat launch
- Fishing pier (1 active, 1 removed)
- Gravel parking lot
- Park sign
- Port-A-Potty (rented/seasonal)
- Regulatory signage
- Wolf River Water Trail Signage
- Picnic table on concrete pad
- Trash/recycling receptacles
- Paved ADA parking stall
- Open space

## Issues:

- Gravel parking. No parking formation without striped parking stalls. May be an issue at busier times.
- Missing pier
- Gravel connection to ADA stall – asphalt or concrete preferred
- Potential uses for open space
- Slight bank erosion
- Monitor pier condition



## Programs, Events & Revenue Generators

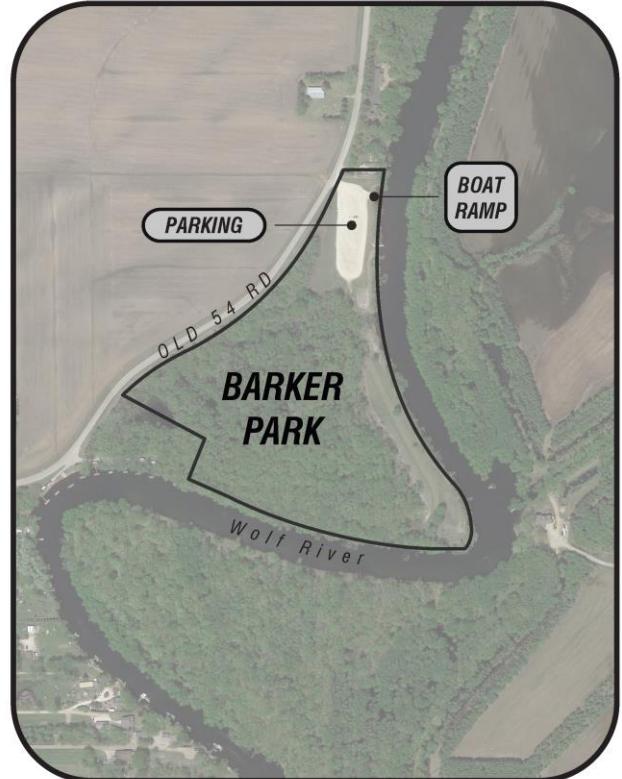
- None

## Maintenance Program

- Mowing weekly
- Grade the parking lot yearly

## Improvement Options & Estimate

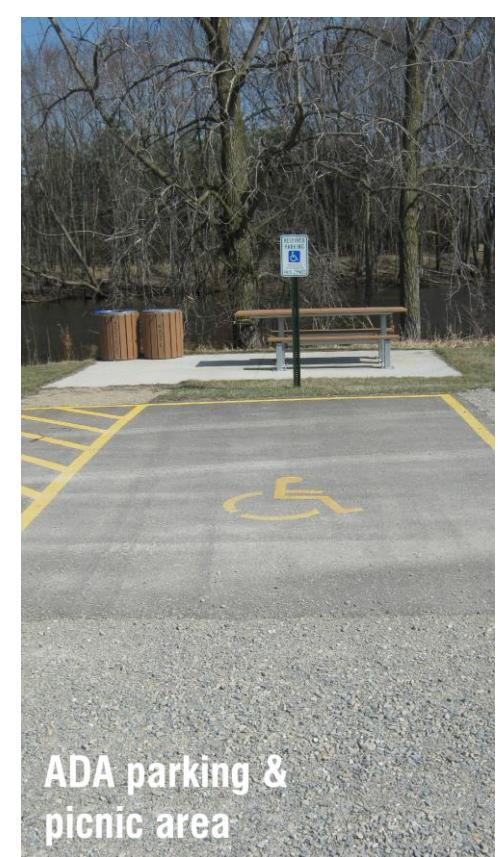
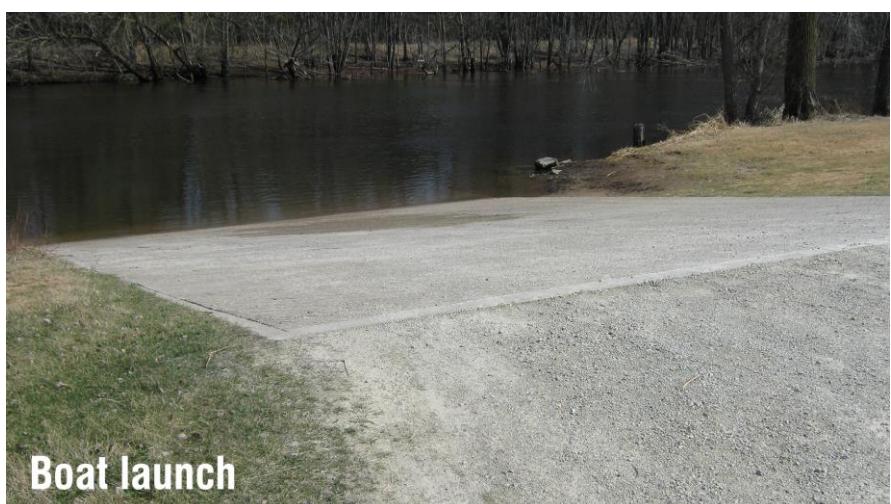
- Possible trail connection to Newton-Blackmour Trail. With a connection to the nearby trail the park could serve as a trailhead with facilities such as bike racks, wayfinding signage, restrooms, a bike repair station and a drinking fountain.....\$200,000
- Construct park shelter with restrooms .....\$200,000
- Install playground ..... \$150,000
- Pave parking lot. Stripe for ADA, boat and standard parking stalls. Pave gravel connection to ADA parking.....\$150,000
- Construct natural surface or gravel trail network..... \$100,000
- Install canoe/kayak launch.....\$5,000
- Re-install fishing pier.....\$3,000
- Monitor existing pier condition. Replace when needed .....TBD

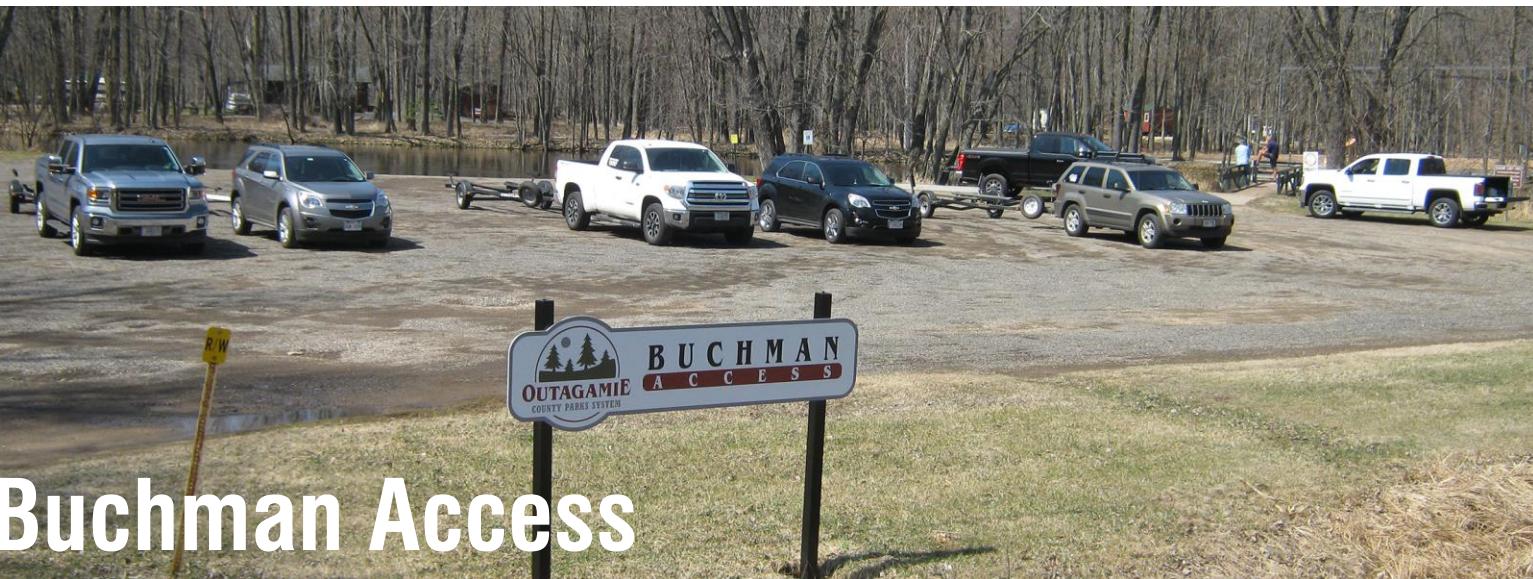


**TOTAL \$808,000**

## Barker Park

### Site Photos





# Buchman Access

Buchman Access is a 1.1-acre special-use park on North Olk Street in the Town of Hortonia. Park facilities include a fishing pier, parking lot and boat launch.

#### Existing Facilities:

- Boat launch
- Fishing pier
- Gravel parking lot
- Park sign
- Regulatory signage
- Paved ADA parking stall
- Port-A-Potty (rented/seasonal)

#### Issues:

- Gravel parking. No parking formation without striped parking stalls. May be an issue at busier times.



#### Programs, Events & Revenue Generators

- None

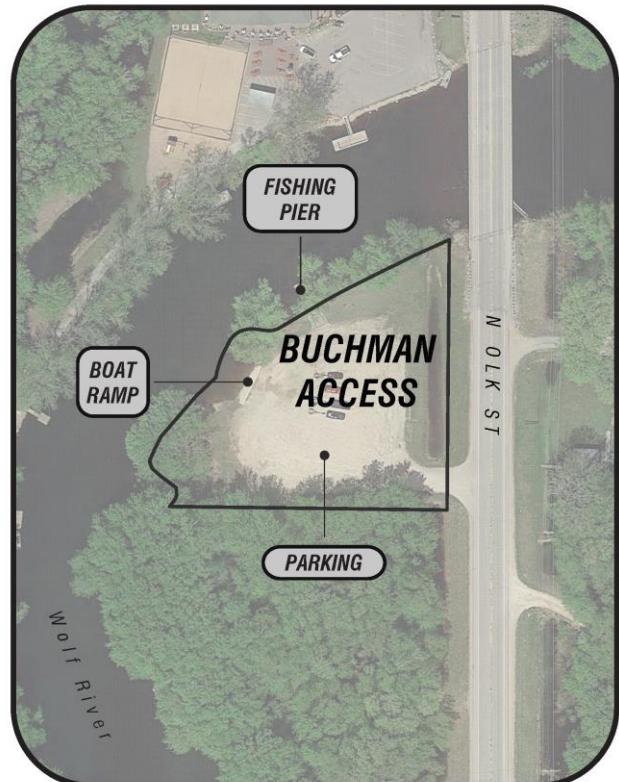
#### Maintenance Program

- Mowing/Trash removal weekly
- Grade the parking lot yearly

#### Improvement Options & Estimate

- Pave parking lot. Stripe for ADA, boat and standard parking stalls. Pave gravel connection to ADA parking.....\$90,000
- Reduce grade of entrance drive .....\$5,000
- Install canoe/kayak launch.....\$5,000
- Monitor pier condition. Replace when needed .....TBD

**TOTAL \$100,000**



## Buchman Access

### Site Photos



Boat launch



Fishing pier



Park entrance drive



ADA parking



# Koepke Access

Koepke Access is a 4.5-acre special-use park at the intersection of La Marche Road and Koepke Road in the Town of Bovina. Facilities include a boat launch, fishing piers and a picnic area.

## Existing Facilities:

- Boat launch
- Fishing piers (2)
- Gravel parking lot
- Park sign
- Port-A-Potty (rented/seasonal)
- Regulatory signage
- Paved ADA parking stall
- Picnic table on concrete pad
- Trash/recycling receptacles

## Issues:

- Gravel parking. No parking formation without striped parking stalls. May be an issue at busier times.
- Tire ruts at boat launch
- Monitor pier condition
- Gravel connection to ADA stall – asphalt or concrete preferred



## Programs, Events & Revenue Generators

- None

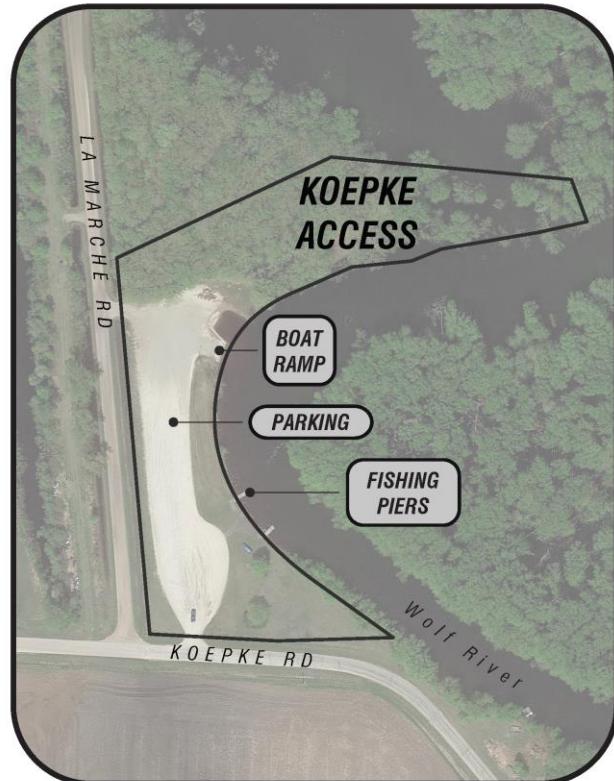
## Maintenance Program

- Mowing/Trash removal weekly
- Grade parking lot yearly

## Improvement Options & Estimate

- Pave parking lot. Stripe for ADA, boat and standard parking stalls. Pave gravel connection to ADA parking.....\$185,000
- Install canoe/kayak launch.....\$5,000
- Monitor pier condition. Replace when needed .....TBD

**TOTAL \$190,000**



## Koepke Access

### Site Photos



Fishing piers



Parking lot



Picnic table



Trash & recycling receptacles



# New London Access (DOT)

The New London Access is a 1.1-acre special-use park on U.S. Highway 45 adjacent to the Wolf River. The park is owned by the Wisconsin DOT making potential County improvements limited. The park contains a fishing pier and gravel parking lot.

## Existing Facilities:

- Fishing pier
- Gravel parking lot
- Park sign
- Regulatory signage

## Issues:

- No trash/recycling receptacles
- Crushed culvert causing ponding of water at park entrance
- Gravel parking. No parking formation without striped parking stalls. May be an issue at busier times.
- Fishing pier is aging
- Shore erosion
- Potential canoe/kayak launch location



## Programs, Events & Revenue Generators

- None

## Maintenance Program

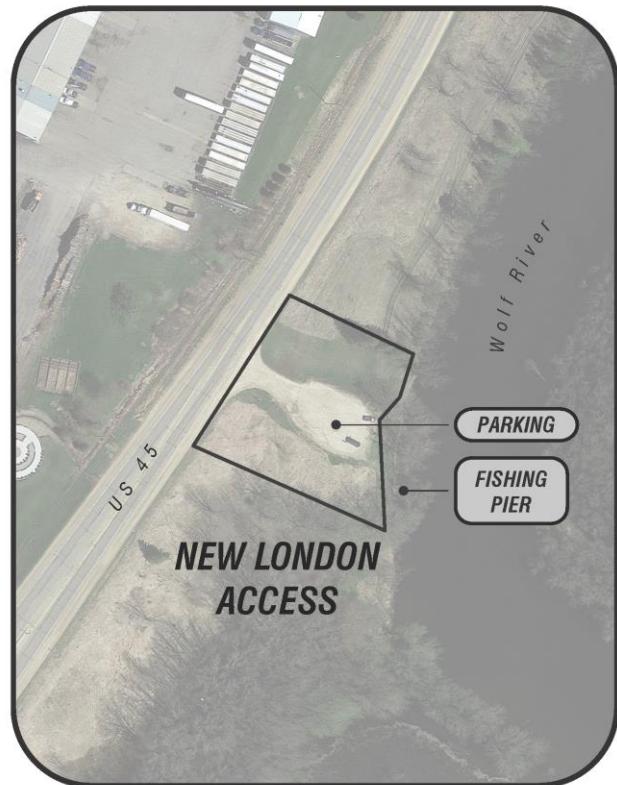
- Mowing/Trash removal weekly
- Grade parking lot as needed

## Improvement Options & Estimate

Note: County initiated improvements to this park are limited as it is owned by the Wisconsin DOT. Potential improvement options are listed but may not be feasible.

- Pave parking lot. Stripe for ADA and standard parking stalls ..... \$35,000
- Install canoe/kayak launch with paved access ..... \$5,000
- Replace fishing pier ..... \$3,000
- Repair/replace culvert. Provide cover (tire protection) to prevent future damage ..... \$2,000
- Install trash/recycling receptacles ..... \$2,000

**TOTAL \$47,000**



## New London Access

### Site Photos



Fishing pier



Crushed culvert



Parking



Regulatory signage



Drainage issue



Erosion



# Outagamie County Dog Park

The Outagamie County Dog Park, or Northland Dog Park, is a 9.0-acre special-use park. The park functions as an off-leash dog exercise area with a separate fenced area for small dogs. A 4.5-acre section on the north side of the park was recently closed due to landfill expansion.

## Existing Facilities:

- Dog park
- Small dog park
- Natural surface trails
- Gravel parking lot
- Port-A-Potty
- Park sign
- Kiosks
- Park regulatory signage
- Picnic tables
- Benches
- Waste bag dispensers
- Trash/recycling receptacles
- Aluminum can drop-off
- Donation box
- Paved ADA parking stall

## Issues:

- The primary issue for this park is that it will need to be relocated. The County is currently exploring other sites. Because of the high impact of the use, use fees are encouraged.



## Programs, Events & Revenue Generators

- Fill the Bowl

## Maintenance Program

- Mowing/trash removal weekly
- Snow plowing
- Grade parking lot yearly
- Trimming as needed
- Trail resurface as needed

## Improvement Options & Estimate

- Dependent on new site location.



## Outagamie County Dog Park

### Site Photos





# Stephensville Access

The Stephensville Access is a 4.0-acre special-use park on County Highway S in the Town of Ellington. Facilities include a boat launch, fishing piers and a picnic area.

## Existing Facilities:

- Boat launch
- Fishing piers
- Gravel parking lot/access drive
- Paved ADA parking stall
- Park sign
- Regulatory signage
- Wolf River Water Trail sign
- Picnic table on concrete pad
- Trash/recycling receptacles

## Issues:

- Gravel parking. No parking formation without striped parking stalls. May be an issue at busier times.
- Gravel connection to ADA stall – asphalt or concrete preferred
- Monitor condition of older pier



## Programs, Events & Revenue Generators

- None

## Maintenance Program

- Mowing/Trash removal weekly
- Grade parking lot yearly

## Improvement Options & Estimate

- Pave parking areas. Stripe for ADA, boat and standard parking stalls. Pave gravel connection to ADA parking .....\$90,000
- Install canoe/kayak launch.....\$5,000
- Move port-a-potty away from picnic area .....\$500
- Monitor condition of older piers. Replace when needed .....TBD

**TOTAL \$95,500**

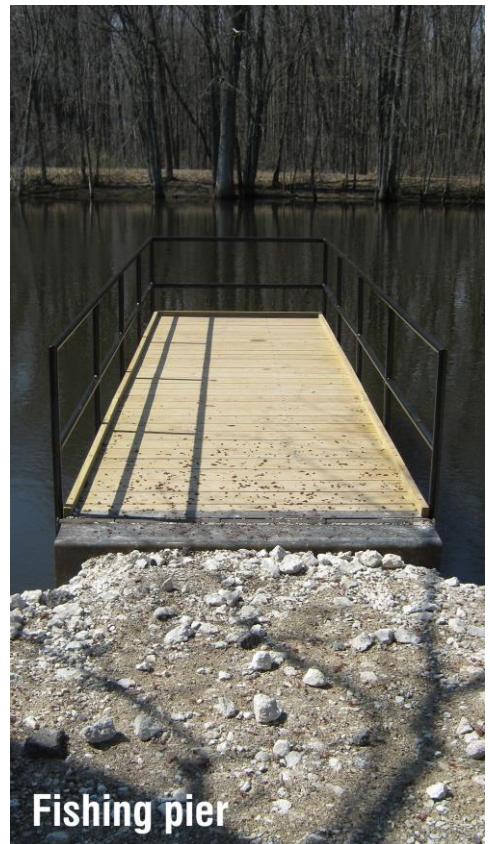


# Stephensville Access

## Site Photos



## Boat launch



## Fishing pier



## Connection to ADA parking



## Parking



# Wolf River Water Trail map





# CONSERVANCY, OPEN SPACE & NATURAL AREAS





# County Forest

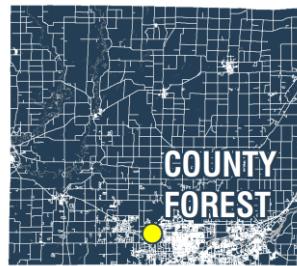
The Outagamie County Forest is a 30-acre conservancy area on West Northland Avenue adjacent to Fox Cities Stadium. The park contains trails through its natural areas that connect to the Fox Cities Paper Trail and other trail networks.

## Existing Facilities:

- Gravel & natural surface trails
- Conservancy area
- Regulatory signage

## Issues:

- No trash/recycling receptacles
- Minor path ponding
- Damaged culvert with sharp edges and exposed erosion control mat



## Programs, Events & Revenue Generators

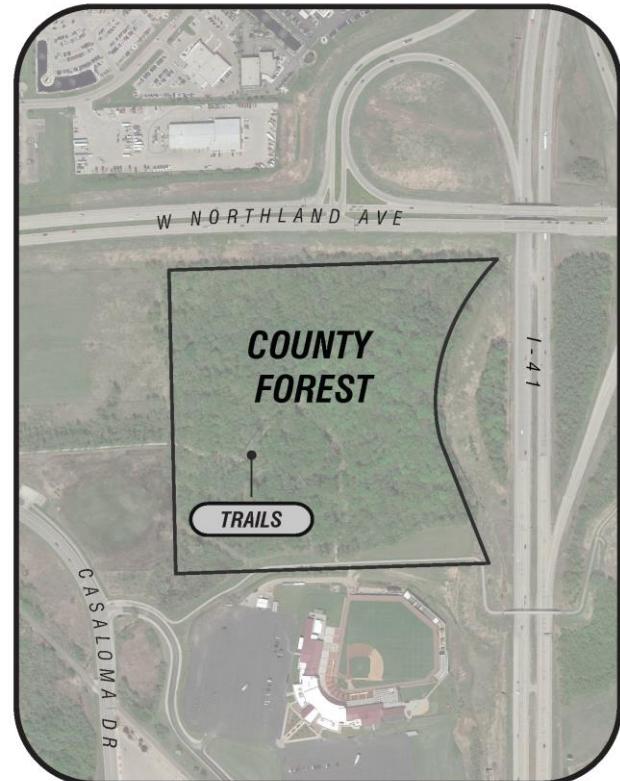
- None

## Maintenance Program

- None

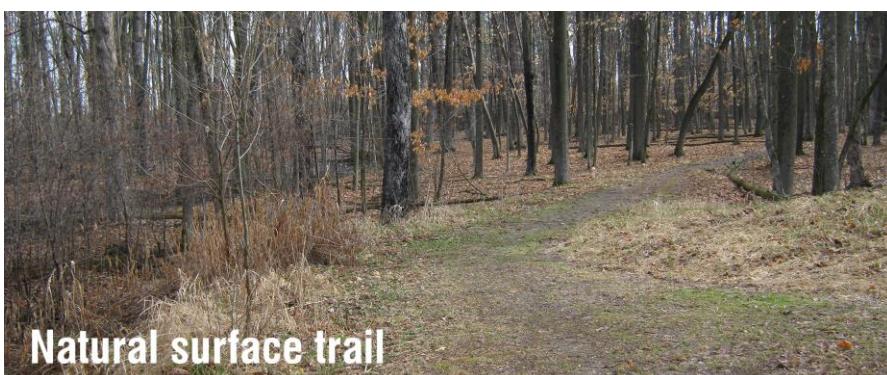
## Improvement Options & Estimate

• Repair/replace culvert .....	\$5,000
• Install benches (2) .....	\$3,000
• Install interpretive signage .....	\$3,000
• Install trash/recycling receptacles .....	\$3,000
<b>TOTAL \$14,000</b>	



## County Forest

### Site Photos:





# Mosquito Hill Nature Center

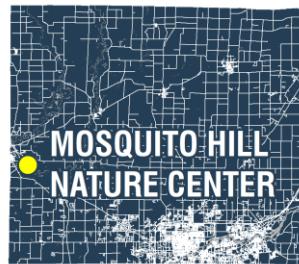
The Mosquito Hill Nature Center is a 441-acre conservancy and environmental education facility at N3880 Roger Road in the Town of Liberty. The park has several miles of hiking trails with interpretive signage as well as the Mosquito Hill Nature Center, which provides educational exhibits, classes and events throughout the year.

## Existing Facilities:

- Conservancy areas
- Asphalt, gravel & natural surface trails
- Nature Center
- Nature playscape (Swat's Tree House, Stump Jump, Log Cabin, Troll Tunnels with climbing wall & benches)
- Telescope
- Observation decks
- Interpretive signage
- Trail markers
- Park info & regulatory signage
- Kiosks
- Asphalt parking lot
- Picnic tables
- Benches
- Donation box
- Bird boxes/nests
- Service buildings
- Bike rack

## Issues:

- No trash/recycling receptacles
- Aging park signage
- Aging interpretive signage
- Replace observation decks at Oxbow Pond
- Displays in Nature Center are aging
- Aging picnic tables/benches
- Potential for small restroom building
- Splintered bench at playground

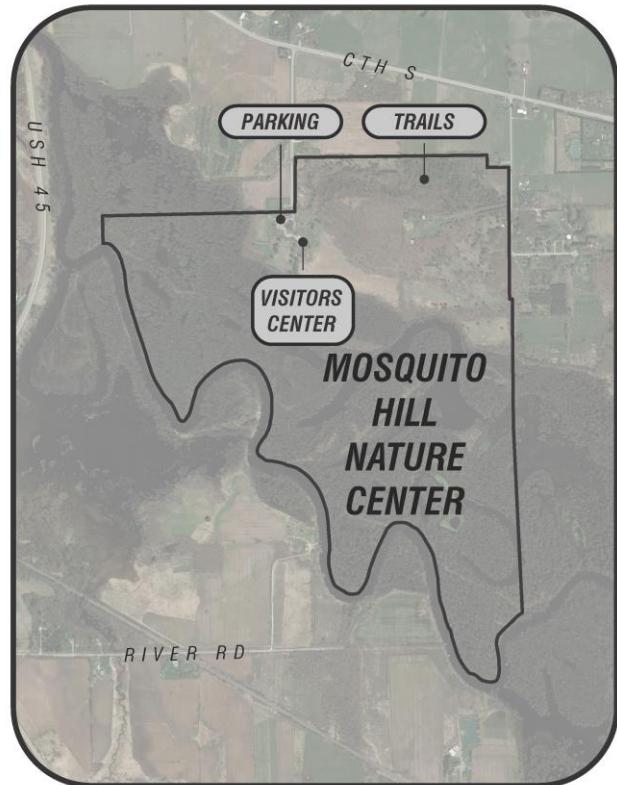


## Programs, Events & Revenue Generators

- School Groups
- Ecology Camps
- Weekend Day Programs
- Guided Nature Hikes

## Maintenance Program

- TBD



## Mosquito Hill Nature Center

### Improvement Options & Estimate

• Construct small restroom building .....	\$100,000
• Refurbish or replace observation decks .....	\$30,000
• Replace aging picnic tables and benches .....	\$30,000
• Replace aging park signage including interpretive signage, park ID signage and regulatory signage .....	\$25,000
• Install trash and recycling receptacles (5 ea.) .....	\$15,000
	TOTAL \$200,000

NOTE: Planning has been initiated for a Mosquito Hill Master Plan, which when completed may contain additional detail on recommended major short and long term capital improvements and cost estimates beyond and/or including some of the recommendations above.

In addition to the improvement options listed above, there is currently a capital campaign underway to replace displays at the Mosquito Hill Nature Center. The goal is to raise \$1million.

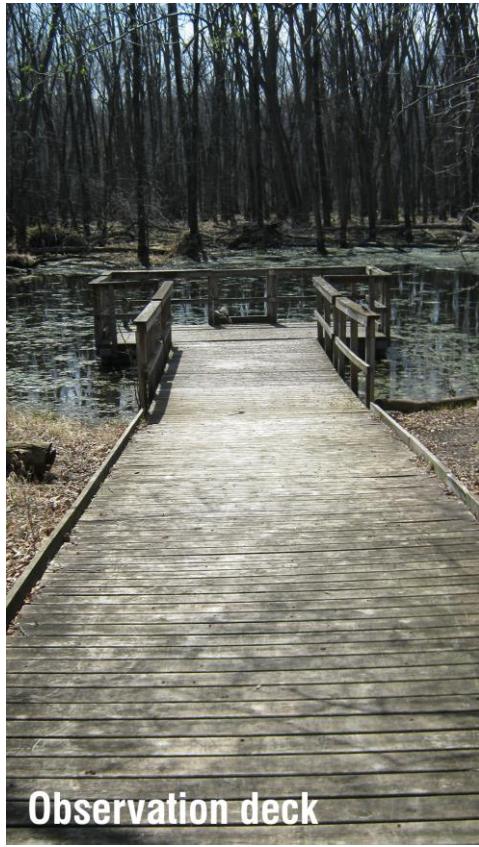
## Mosquito Hill Nature Center

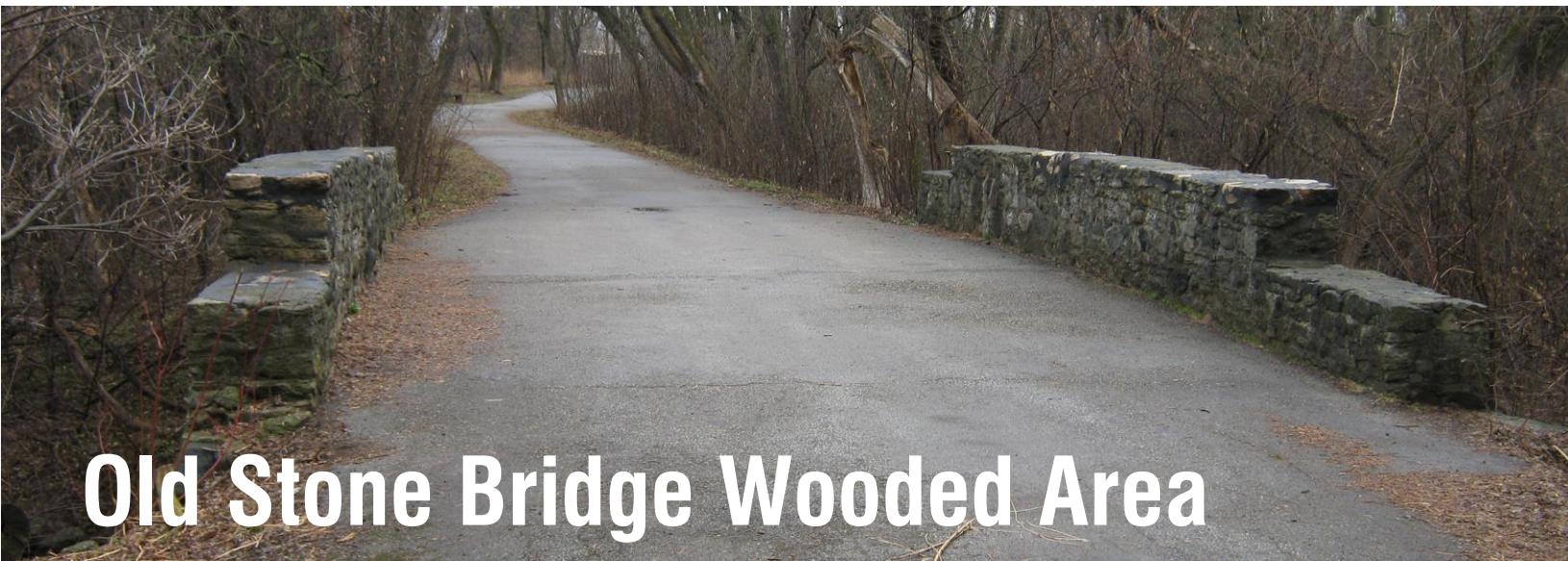
### Site Photos:



## Mosquito Hill Nature Center

### Site Photos:





# Old Stone Bridge Wooded Area

The Old Stone Bridge Wooded Area occupies approximately 20 acres of a share-use, County owned parcel in the Town of Grand Chute. Park facilities include natural areas, parking and trails.

## Existing Facilities:

- Asphalt, gravel & natural surface trails
- Asphalt parking lot
- Park info & regulatory signage
- Natural areas
- Benches

## Issues:

- No park sign
- Park visibility/access
- Dead/dying trees
- Dead limbs over path
- No trash/recycling receptacles
- Path erosion at stone bridge
- Portions of parking lot need to be re-paved and/or re-striped
- Stream damming
- Minor ponding on path



## Programs, Events & Revenue Generators

- None

## Maintenance Program

- Mow/Trash Removal weekly

## Improvement Options & Estimate

• Repave and restripe parking lot .....	\$35,000
• Install Park ID signage .....	\$10,000
• Install trash and recycling receptacles (2 ea.) .....	\$4,000
• Remove dead tree limbs/branches over path .....	\$3,000
• Remove stockpiles .....	\$2,000
• Pave eroded path section at bridge .....	\$1,000

**TOTAL \$55,000**



## Old Stone Bridge伍德ed Area

### Site Photos:



Trailhead



Path erosion at bridge



Asphalt path



Gravel path to cemetery



Stockpiles/waste piles



# View Ridge Natural Area

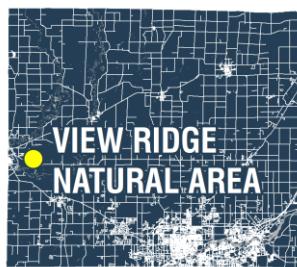
The 35-acre View Ridge Natural Area is located on Allcan Road in the Town of Liberty and is the former site of the Mo-Ski-Tow ski area. The site is currently has no maintained improvements but can be entered on foot through a closed access drive.

## Existing Facilities:

- Natural area
- Natural surface trail
- Park regulatory signage

## Issues:

- Accessibility
- No parking
- No facilities
- No park sign
- No trash/recycling receptacles



## Programs, Events & Revenue Generators

- None

## Maintenance Program

- None

## Improvement Options & Estimate

- Develop new facilities illustrated in the View Ridge Concept Plan (**Appendix C**) including mountain bike trails, a parking lot and trailhead facilities .....\$400,000

**TOTAL \$400,000**



## View Ridge Natural Area

### Site Photos:





# Wolf River Nature Area

The Wolf River Nature Area is a 20-acre undeveloped natural area in the Village of Shiocton adjacent to the Wolf River. The area is currently not accessible on foot as it has no clear public entry points.

## Existing Facilities:

- Natural area

## Issues:

- Accessibility
- No facilities



## Programs, Events & Revenue Generators

- None

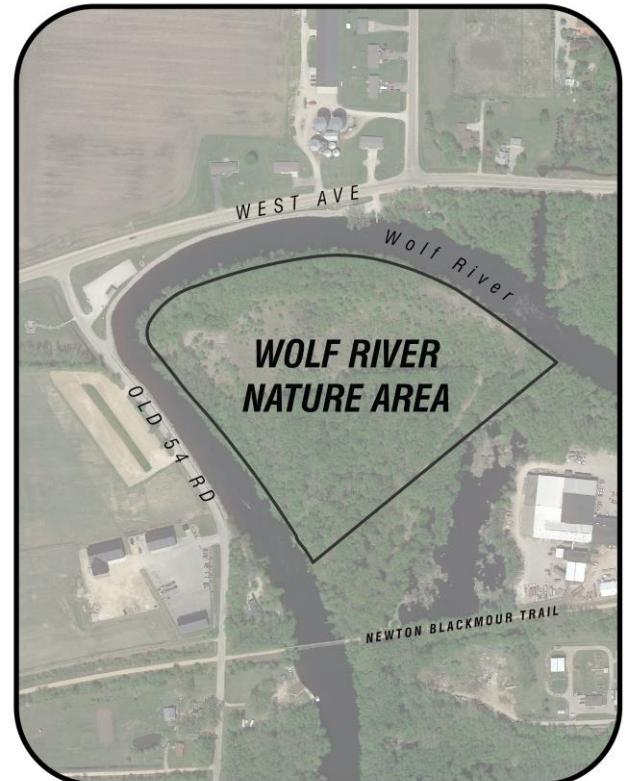
## Maintenance Program

- None

## Improvement Options & Estimate

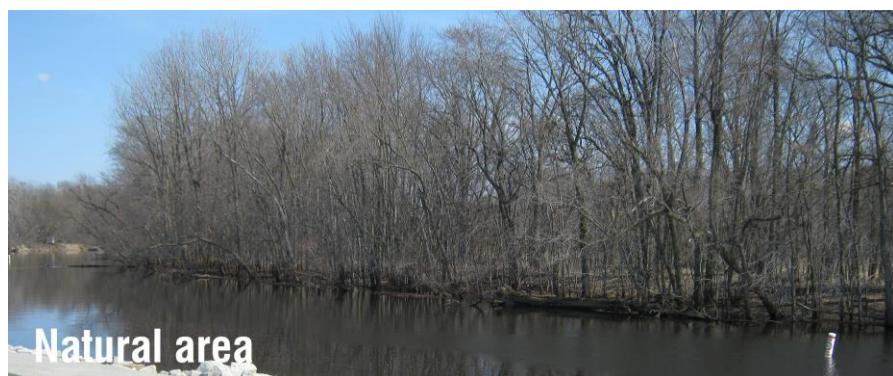
- Explore public access options with an agreement from the Wisconsin DNR – The park could be accessible from the Newton Blackmour Trail through the DNR owned parcel. ....\$0
- Develop natural surface trail network .....\$15,000
- Install park sign at Newton Blackmour Trail .....\$10,000

**TOTAL \$25,000**



## Wolf River Nature Area

### Site Photos:







## 4 IMPLEMENTATION

The previous chapter of this report detailed a number of specific improvement options. This chapter provides the mechanism for implementing them. It includes a compilation of capital improvements, park development mechanisms and funding sources. The chapter also includes the process for adopting, monitoring and updating this plan.

### 4.1 Plan Approval and Amendments

#### Introduction

A prerequisite to participation in outdoor recreation grant programs is the adoption and subsequent Department of Natural Resources acceptance of a local comprehensive outdoor recreation plan.

Comprehensive planning is an overall survey of the existing facilities within a given jurisdiction that gives recommendations for future improvements. A comprehensive outdoor recreation plan (CORP) is only the first step in the development of a recreational park site or system. Master planning, which follows the recommendations of the comprehensive plan, is an overall analysis of an existing or proposed park area. The purpose is to guide the orderly development of a park or recreational facility. Site planning, is the detailed plan of how an area within a park or recreation area will be developed. Site plans supply the construction details needed to develop a facility recommended in the master plan.

Outagamie County currently has existing park master plans which are being implemented, but additional studies, particularly for trail expansion will be needed. In addition, any future land acquisition or acceptance should be proceeded with an analysis of the budgetary impacts.

#### Formal Plan Approval

Formal approval of this CORP through the Property, Airport, Recreation & Economic Development Committee and then the County Board is planned. The County should follow all rules and procedures established in the citizen participation plan adopted as part of the comprehensive planning process (per State Statute 66.1001) when adopting this plan. This includes hold a public hearing and review/recommendations by the Zoning Committee (which serves as the County's Planning & Zoning Commission.)

#### Amending the Plan

Plan amendments are common and should be considered part of the planning process. They frequently represent good implementation or plan usage and should be acceptable for consideration by local decision-makers. Amendments must follow the same process as the original plan and should be developed in coordination with the Parks Department and Development & Land Services-Planning staff before they are presented to the County Board for approval. Amendments generally prolong the effectiveness of the parent plan.

The Outagamie County Comprehensive Outdoor Recreation Plan will make the County eligible for funding by the Wisconsin Department of Natural Resources through the year 2026. Since this plan was developed with a five-year timeframe, it should be amended in 2026 to ensure grant eligibility and to reflect progress made over time.

### 4.2 Park Acquisition and Development Mechanisms

#### 4.2.1 Parkland Dedication

Many communities have developer exactions for parkland acquisition. These exactions are designed to help a growing community acquire new park land to keep pace with new residential development. As residents move into a new

subdivision, they place additional stress on existing park facilities. Developer exactions, agreed upon during the subdivision review and approval period, provide land, cash or a combination of both to be used for the provision of park facilities that serve the new neighborhood.

The County has adopted the following policy for the dedication of parkland and park improvements. The code can be found in Chapter 52, Section 104 of the Outagamie County Code of Ordinances:

*“Whenever a proposed park, playground, public access, open space site or other public land other than streets designated in adopted regional, county and local comprehensive plans or adopted plan components is embraced, all or in part, in a tract of land to be divided, such proposed public lands shall be made a part of the land division and shall be dedicated to the public. When the area of the proposed park, playground, public access or open space site exceeds the required dedication, as noted below, the remaining land shall be reserved for acquisition at undeveloped land costs for a period of not to exceed three years from the date of recordation, unless extended by mutual agreement between the subdivider and the public agency having jurisdiction. If the reserved land is not acquired by such public agency within the above time limit, the land shall be released to the owner.”*



However, because the “public agency having jurisdiction” is the local jurisdiction, and not the County, this ordinance no longer provides the County with parkland dedication revenues, as all local towns have exercised their option to retain the fees. Moreover, the location of new development and subsequent land dedication, may not address the overall needs of the County as a whole. Since this tool is a challenge for the County, other acquisition methods will need to be pursued.

#### 4.2.2 Partnerships and Use Groups

The County should coordinate with potential user groups when planning new facilities to see if cost-sharing, donation or outright purchase options exist. Groups that could potentially be involved include youth sports groups, private organizations and school districts.

#### 4.2.3 Planned Giving

In many communities, parkland development occurs with the availability of land. Donations of private land for a public purpose is not uncommon, and criteria for accepting these lands is presented in Chapter 3. An established planned giving program through the County would allow prospective patrons to dedicate land in a legal manner that provides a legacy for how the land will be utilized over time and should address maintenance costs.

#### 4.2.4 Grant Funding

Various funds are available for acquisition and development of recreation spaces and facilities. Linear parks and trails can be funded through the Wisconsin Department of Natural Resources (WDNR) or the Department of Transportation (WDOT). The WDNR also provides monies for the acquisition of lands, the stabilization of shorelands and the protection of environmentally sensitive areas. A complete list of grant opportunities is provided in Section 4.3.

### 4.3 Grant Information for Park Acquisition and Development

The state and federal government provide grants to local governments for the acquisition and development of parks. Many of these programs require that a local government submit an approved park and open space plan or master plan to the Wisconsin DNR as a condition for eligibility. By adopting this plan, by ordinance, the County will have met the eligibility requirement for these grant programs until 2026.

This section provides general information and details for many of the grant programs that may be used to acquire and develop local park and recreation facilities. Categories, by authorization agency, include:

- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation
- Wisconsin Department of Administration
- Other Programs (Various Agencies)

### ***Wisconsin Department of Natural Resources (DNR)***

**Knowles-Nelson Stewardship Program:** Named for two of Wisconsin's most revered conservation leaders, Governor Warren Knowles and Senator Gaylord Nelson, the Wisconsin Legislature created this innovative program in 1989 to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation.

All grant program awards cover up to 50% of eligible project costs. Projects eligible for Stewardship grant programs require that all land acquisition and development projects provide public access for "nature-based outdoor recreation" purposes. DNR decisions as to whether a particular project activity is "nature-based outdoor recreation" are made on a case-by-case basis. Please note that purchase and installation of playground equipment and the purchase of land for recreation areas not related to nature-based outdoor recreation (dedicated sports fields, swimming pools, etc.) are not eligible.

For more information and to submit applications contact the Northeast Region representative (listed below). All applications are due May 1.

Jessica Terrien  
Telephone: (920)461-2680

Email: [Jessica.Terrien@Wisconsin.Gov](mailto:Jessica.Terrien@Wisconsin.Gov)

The Stewardship Program includes the four funds described below (A – D).

#### **A. Acquisition and Development of Local Parks (ADLP)**

Description: Stewardship sets aside 50% of funds for projects that improve community parks and acquire land for public outdoor recreation. Applicants compete against other applicants from their region. Funds may be used for both land acquisition projects and development projects for nature-based outdoor recreation such as fishing piers, hiking trails and picnic facilities. Funds are not available for non-nature based activities such as baseball and soccer fields. Costs associated with operation and maintenance of parks and other outdoor recreation facilities are not eligible for Stewardship funds.

#### Eligible Project Examples:

1. Land acquisition projects that will provide opportunities for nature-based outdoor recreation.
2. Property with frontage on rivers, streams, lakes, estuaries and reservoirs that will provide water-based outdoor recreation.
3. Property that provides special recreation opportunities such as floodplains, wetlands and areas adjacent to scenic highways.
4. Natural areas and outstanding scenic areas where the objective is to preserve the scenic or natural values, including areas of physical or biological importance and wildlife areas. These areas shall be open to the general public for outdoor recreation use to the extent that the natural attributes of the areas will not be seriously impaired or lost.
5. Land within urban areas for day-use picnic areas.
6. Land for nature-based outdoor recreation trails.

#### Ineligible Project Examples:

1. Projects that are not supported by a local comprehensive outdoor recreational plan.

2. Land to be used for non-nature based outdoor recreation such as athletic facilities.
3. Acquisition and development of golf courses.

### **B. Urban Rivers (UR)**

Description: Stewardship allocates 20% of funds annually to restore or preserve the character of urban riverways through the acquisition of land or easements adjacent to rivers. Funding will be provided for projects that are part of a plan to enhance the quality of a river corridor. Applicants compete against other applicants statewide. The purposes of the program are:

1. To provide for economic revitalization through the restoration or preservation of urban rivers or riverfronts;
2. To improve outdoor recreational opportunities by increasing access to urban rivers for a variety of public uses, including but not limited to fishing, wildlife observation, enjoyment of scenic beauty, canoeing, boating, hiking and bicycling;
3. To preserve or restore significant historical, cultural or natural areas along urban rivers.

Funding Priorities: Priority is given to projects that have one or more of the following characteristics:

1. Acquires land or land rights that preserve or restore natural values, including aesthetic values, and enhance environmental quality along urban waterways.
2. Provides new or expanded diverse recreational opportunities to all segments of urban populations.
3. Provides new or expanded access to urban waterways.
4. Acquires blighted lands that will be restored to complement riverfront redevelopment activities.
5. Encourages comprehensive riverway planning within and between municipalities and other agencies.
6. Provides opportunities for increasing tourism.
7. Acquires lands that through proper management will improve or protect water quality.

### **C. Urban Green Space (UGS)**

Description: The intent of the Urban Green Space Program (UGS) is to provide open natural space within or in proximity to urban areas; to protect from urban development areas that have scenic, ecological or other natural value and are within or in proximity to urban areas; and to provide land for noncommercial gardening for the residents of an urbanized area.

Funding Priorities: Priority is given to projects that have one or more of the following characteristics:

- a. Planning considerations, including:
  - Specifically implementing a priority of the Statewide Comprehensive Outdoor Recreation Plan
  - Implementing the approved master plans of 2 or more units of government or regional planning agencies
  - Preserving land that is listed on the natural heritage inventory database
  - Implementing elements of water quality plans or initiatives
- b. Project considerations, including:
  - Serving the greatest population centers
  - Serving areas of rapidly increasing populations
  - Providing accessibility
  - Having unique natural features, threatened/endangered species or significant ecological value
  - Providing open natural linear corridors connecting open natural areas
  - Having water frontage
  - Containing or restoring wetlands
  - Protecting sensitive wildlife habitat
  - Protecting an area threatened by development
  - Preserving a natural community or one that could be restored
  - Having regional or statewide significance
  - Relating to brownfield redevelopment
- c. Administrative considerations, including:
  - Projects that are ready to be implemented and/or to continue previously started projects

## **D. Acquisition of Development Rights (ADR)**

Description: The purpose of the Acquisition of Development Rights Program is to protect natural, agricultural or forest lands that enhance nature-based outdoor recreation. "Development Rights" are the rights of a landowner to develop their property to the greatest extent allowed under state and local laws. The goals of the program are achieved through the purchase of those development rights and compensating landowners for limited future development on their land.

Funding Priorities: Priority is given to projects that have one or more of the following characteristics:

- Property with frontage on rivers, streams, lakes or estuaries
- Property that creates a buffer between land that has been permanently protected for natural resource and conservation purposes and potential or existing residential, commercial or industrial development
- Property that is within the boundaries of an acquisition project established by the DNR, a government unit or a non-profit conservation organization where the uses of the property will complement the goals of the project and the stewardship program
- Property that is within an environmental corridor that connects two or more established resource protection areas

## **Federal Programs Related to the Stewardship Program:** The Land and Water Conservation Fund (LWCF) and

Recreational Trails Act (RTA) programs fund projects that are similar to the Stewardship programs. One primary difference is that LWCF and RTA programs are not restricted to nature-based outdoor recreation projects. In these programs, nature-based outdoor recreation projects compete against projects with non-nature based recreation elements for LWCF funds. Another difference is that federal programs have additional requirements that must be satisfied – for example, compliance with the National Environmental Policy Act, the Historic Preservation Act, etc. Federal programs administered through the DNR include the two funds described below (E, F).

## **E. Land and Water Conservation Fund (LWCF)**

Description: This program was established to encourage nationwide creation and interpretation of high quality outdoor recreational opportunities. The program funds both state and local outdoor recreation activities.

Funding Priorities: Priority is given to projects that have one or more of the following characteristics:

- Relationship to the Statewide Comprehensive Outdoor Recreation Plan; activities must be in locally approved plans
- Regional or statewide in nature
- Acquires land where a plan supports need
- Provides or enhances water-based activity
- Serves the greatest populations
- Involves other local government cooperation, volunteers, local donations
- First time applicants
- Sponsor has completed past projects
- Provides multi-season, multi activity use
- Basic, over elaborate, facilities
- Participant over spectator facilities
- "Nature based" restriction does not apply

### Eligible Project Examples:

- Land acquisition
- Development of outdoor recreation facilities, including active sports facilities

## **F. Recreational Trails Act (RTA)**

Description: These funds are used to develop and maintain recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses. RTA funds may only be used on trails which have been identified in or which further a specific goal of a local, county or state trail plan included or referenced in a statewide comprehensive outdoor recreation plan. 30% of funds must be used on motorized trail uses, 30% on non-motorized trail uses and 40% on diversified (multiple) trail uses.

**Funding Priorities:** Priority is given to projects that have one or more of the following characteristics:

- Maintenance and restoration of existing trails.
- Development and rehabilitation of trailside and trailhead facilities and trail linkages.
- Construction of new trails (with certain restrictions on Federal lands).
- Acquisition of easement or property for trails.

### ***Wisconsin Department of Transportation (WisDOT)***

The Wisconsin Department of Transportation offers a variety of programs that can provide financial assistance to local governments, along with other public and private entities, to make improvements to highways, airports, harbors, bike, rail and pedestrian facilities. The use of these funds in Outagamie County would be most closely tied to developing trails to link parks to places of employment, residence and commerce.

#### **G. Surface Transportation Program – Urban (STP-U)**

**Description:** This program allocates federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads functionally classified as major collector or higher. The WisDOT requires that pedestrian and on-street bicycle accommodations be part of all STP projects within or in the vicinity of population centers, unless extraordinary circumstances can be demonstrated to WisDOT for not providing these accommodations.

**Contact:** Sandy Carpenter, Northeast Region at (920)492-5681 or [sandra.carpenter@dot.wi.gov](mailto:sandra.carpenter@dot.wi.gov)

#### **H. Surface Transportation Program – Rural (STP-R)**

**Description:** This program allocates federal funds to complete a variety of improvements to rural highways. Projects must meet federal and state requirements. Communities are eligible for funding on roads classified as major collectors or higher.

**Contact:** Sandy Carpenter, Northeast Region at (920)492-5681 or [sandra.carpenter@dot.wi.gov](mailto:sandra.carpenter@dot.wi.gov)

#### **I. Transportation Alternatives Program (TAP)**

**Description:** The Transportation Alternatives Program (TAP) allocates federal funds to transportation improvement projects that “expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment.” TAP is a legislative program that was authorized in 2012 by the federal transportation legislation, Moving Ahead for Progress in the 21st Century Act (MAP-21). The Transportation Alternatives Program was authorized as part of the Fixing America’s Surface Transportation Act (FAST Act) in 2015. The program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities, to bike and pedestrian facilities, to landscaping and scenic beautification, and to the mitigation of water pollution from highway runoff. Examples of bicycle and pedestrian projects that TAP will likely fund include: multi-use trails, paved shoulders, bike lanes, bicycle route signage, bicycle parking, overpasses/underpasses, bridges, sidewalks and pedestrian crossings. Local municipalities contribute 20% of the project costs. Federal regulations restrict the use of funds on trails that allow motorized users, except snowmobiles.

**Contact:** Travis Houle, State Coordinator at (608)266-9656, [travis.houle@dot.wi.gov](mailto:travis.houle@dot.wi.gov) or

**Contact:** Sandy Carpenter, Northeast Region at (920)492-5681 or [sandra.carpenter@dot.wi.gov](mailto:sandra.carpenter@dot.wi.gov)

### ***Wisconsin Department of Administration***

#### **J. Community Development Block Grant – Public Facilities (CDBG-PF)**

**Description:** Available through the Wisconsin Department of Administration (DOA), communities receiving CDBG funds from the State may use the funds for many kinds of community development activities including, but not limited to:

- Acquisition of property for public purposes
- Construction or reconstruction of streets, water and sewer facilities, neighborhood centers, recreation facilities and other public works

- Demolition
- Rehabilitation of public and private buildings
- Public services
- Planning activities
- Assistance to nonprofit entities for community development activities
- Assistance to private, for profit entities to carry out economic development activities (including assistance to micro-enterprises)

Contact: BCD Director at (608) 333-8047 or email [DOACDBG@wisconsin.gov](mailto:DOACDBG@wisconsin.gov)

### ***Other Programs***

#### **K. 10-Minute Walk Planning Grants**

**Description:** The 10-Minute Walk campaign is a National Recreation and Park Association program that offers grants to support park related planning efforts in communities. The goal of this program is to increase access to parks in chosen communities that are within a 10-minute walk. The first round of \$40,000 grants was awarded on April 1, 2018 and an additional 10 communities received grants in 2019. Additional application periods are expected.

To qualify for the 10-Minute Walk grants the applicant must:

- Be a local government park and recreation agency
- Provide a signed statement of support for the 10-Minute Walk Campaign
- Provide a signed statement of support from at least two partners on the project (outside of parks and recreation)
- Demonstrate a clear interest and commitment to the campaign, strong project management, and leadership support

Contact: <https://10minutewalk.org/>

#### **L. KaBOOM! Grants**

**Description:** KaBOOM! is a non-profit partnered with national organizations and businesses that awards grants for playground development. KaBOOM! accepts applications for grants on a rolling basis from child serving non-profit organizations, schools and municipalities.

Applicants with the best chance of receiving grants will:

- Serve children from a low-income area, serve children with special needs or serve children in a disaster impacted area
- Demonstrate the need for a playground
- Have a space that does not currently have a playground or have a playground that needs to be replaced
- Will implement a community-build model to engage the larger community in all aspects of project planning and playground build execution

Contact: Grant applications can be filled out at the KaBOOM! website; [kaboom.org](http://kaboom.org)

### **M. Foundation Grants**

*David L. & Rita E. Nelson Family Fund – Community Foundation for the Fox Valley Region* – Funds support the couple's interests, including parks, recreation and waterways; education; health care; community services and community centers; and historic preservation, including lighthouses, museums and historical societies.

*Anthem Foundation* – Provides grants to communities to support health related programs.

*Clif Bar Family Foundation* – Provides grants for projects that increase opportunities for outdoor activity, reduce environmental health hazards and build stronger communities.

National Environmental Education Foundation – Awards grants for the promotion of a safer and healthier environment.

The Skatepark Project – Grants provided for the creation of skateparks.

U.S. Bank Foundation Play Grants – Grant support for play spaces for K-12 students in low to moderate income areas.

## N. Online Grant Provider Lists

- FundsNet Services
- SPARK Grant Finder
- The Grant Helpers
- Afterschool Alliance Funding Database
- Federal Grantswire
- Grantmakers in Aging
- NPRA Grant Resources
- Grants.gov
- American Therapeutic Recreation Association

## O. Purchasing Partnerships

Description: Some equipment suppliers will allow multiple municipalities to make group purchases of equipment. Details of this type of agreement vary between manufacturers, but the result will often be a reduced cost to the purchasing municipalities. Examples include US Communities (<http://www.uscommunities.org/>) and Buy Board (<https://www.buyboard.com/>).

## P. Friends of the Park Foundation

Description: The National Association of Park Foundations helps communities create Friend of the Park Foundations for their local park system. An annual fee for membership can be used to fund park projects. Membership in the foundation includes educational programs, advocacy, networking opportunities and other information related to local parks.

## 4.4 Capital Improvements Plan

The Outagamie County Parks Department has an annual operating budget of approximately \$1.4 million, 90% of which is dedicated to the cost of staffing the department. However, each year the Parks Department needs have to be weighed against other County government needs. Moreover, the County is subject to limits on the amount of money that can be levied, so having a detailed Capital Improvement Plan is only way to effectively plan for park upgrades and expansion.

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

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

The capital improvements program for each park is a combination of several types of projects. These projects are typically ranked according to their importance and priority in the overall development of the park and the value of the project to the overall County park system, for example:

- a. Improvements to existing facilities that will:
  - i. Correct health and safety hazards
  - ii. Upgrade deficient facilities
  - iii. Modernize adequate but outdated facilities
- b. Installation of facilities as deemed appropriate and necessary through public demand (public meetings, park committee input, park-specific master plans, County budgeting)
- c. Development of new facilities as deemed necessary through level of service, population projection and age cohort analyses

Generally, improvements to existing facilities rank the highest in the capital improvements program. New facilities are usually ranked lower, according to their relative need in each park location. Improvements that correct health and safety hazards are always given the highest priority.

The County has an adopted CIP spanning 2021-2025, which covers the majority of time until this plan needs to be updated. The current CIP includes the following park improvements:

#### 2021

Fox River Greenway/Trail Corridor	\$1,300,000
Hard Surface Courts & Parking Lot (design/engineering)	\$51,300
Park Improvements/Development (ADA Compliance)	\$137,800
Pavilion & Central Parking Lot Replacement	\$3,850,000
Phase I Plamann - Footbridge Replacement (design/engineering)	\$12,800
Phase I Plamann Paving (design/engineering)	\$117,900
Phase I Pop Warner Challenger Field (design/engineering) <i>Construction project will be privately funded</i>	\$97,400
Parks-Plamann Lake Upgrade	\$20,000
Plamann Park Sewer/Water/Streambank <i>This a joint project with the City of Appleton</i>	\$2,908,800
Vehicle & Equipment Replacement	\$28,000

#### 2022

Fox River Greenway/Trail Corridor	\$150,000
Hard Surface Courts & Parking Lot	\$374,200
Phase I Plamann - Footbridge Replacement	\$102,500
Phase I Plamann Park-Baseball Complex	\$207,700
Phase I Plamann Paving	\$850,00
Phase I Pop Warner Challenger Field <i>Construction project will be privately funded</i>	\$717,500
Plamann Lake Upgrade	\$80,000
Vehicle & Equipment Replacement	\$88,500

#### 2023

Phase I Plamann Park-Baseball Complex	\$1,515,400
Phase II Plamann Paving (design/engineering)	\$373,900
Plamann Lake Upgrade	\$15,000
Vehicle & Equipment Replacement	\$40,000

2024

Phase II Plamann Paving	\$2,921,200
Plamann Lake Upgrade	\$15,000
Plamann Phase II: Children's Farm Implementation (design/engineering)	\$77,600
Vehicle & Equipment Replacement	\$60,000

2025

Plamann Phase II: Children's Farm Implementation	\$595,900
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As one can see, several projects are funded over a series of years, and upgrades to Plamann Park are the largest expenditure. Over the five-year timeframe, \$17,950,400 is planned for park upgrades, funded through a combination of county and other funding sources. This is almost all focused on needed upgrades to existing parks. This emphasizes the point made earlier that in order to plan for expansion in addition to maintenance, partnerships, donations, and grants will have to play an important role.