Comprehensive Outdoor Recreation Plan

Town of Grafton
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INTRODUCTION

Comprehensive Outdoor Recreation Plans
The preparation, adoption and subsequent Wisconsin Department of Natural Resources (WDNR) review and acceptance of a Comprehensive Outdoor Recreation Plan is a prerequisite to participating in the outdoor recreation grant programs. The current specific recreation grant programs requiring a comprehensive outdoor recreation plan are:

- Federal Land and Water Conservation Fund Program (LWCF)
- Federal Recreational Trails Act (RTA)
- Wisconsin Knowles-Nelson Stewardship Program

The Wisconsin Knowles-Nelson Stewardship Program is an umbrella for a number of subprograms which consists of the following:

- Aids for Acquisition and Development of Local Parks (ADLP)
- Urban Green Space Program (UGS)
- Urban Rivers Grant Program (URGP)
- Acquisition of Development Rights

The Town of Grafton Comprehensive Outdoor Recreation Plan 2015 Update has been prepared by members of the Town of Grafton Open Space Commission to assist the Town in acquiring and developing outdoor recreation sites as well as satisfying the requirements for participation in various state and federal recreational programs. In 2007 the Town of Grafton contracted with Bonestroo to develop a Comprehensive Outdoor Recreation Plan. This plan was approved in 2007 and submitted to the WDNR. This document will replace the previously submitted plan.

Outdoor recreation planning occurs on several levels. These levels include some of the individual elements of Smart Growth Planning, the first level, such as the transportation element; the utilities and community facilities element; the agricultural, natural and cultural resources element; potentially the intergovernmental element; and the land use element.

The second level of outdoor recreation planning is called Comprehensive Planning. Comprehensive planning is an overall survey of the existing facilities within the Town and the following recommendations for future development. The preparation of the comprehensive outdoor recreation plan is the only the first step in the development of an outdoor recreational site or system.

Master Planning is the third level of planning. The master plan implements the recommendations of the comprehensive plan through an overall examination and analysis of an existing or proposed outdoor recreation site. The final level of outdoor recreation planning is Site Planning. Site planning is the detailed plan indicating how an area within an outdoor recreation site or recreation area will be developed. Typically site plans supply the construction details needed to develop a facility recommended in the master plan and thus the comprehensive plan.

In Wisconsin, comprehensive outdoor recreation plans are required to consist of a few basic components. These components are:

- Statement of need and parameters that the plan will establish – the Plan’s Mission Statement
- Goals and Objectives
- Summary of past comprehensive outdoor recreation plans as well as the outdoor recreation plan’s planning process
● Description of the planning area’s social and physical characteristics
● Outdoor recreation inventory
● Outdoor recreation needs assessment
● Recommendations for outdoor recreation
● Reference to the adopted resolution or minutes approving the comprehensive outdoor recreation plan
MISSION STATEMENT, GOALS & OBJECTIVES

Mission Statement
The mission statement is a formal description of what the community wants to become or work towards. Many times the mission statement consists of community-wide goals and is enhanced by measurable objectives that illustrate what the community wants to achieve by the end of the planning period.

Mission statements are purposefully crafted to assist in the building of consensus along with being a clearly prepared statement describing what the Town of Grafton is trying to achieve with the comprehensive outdoor recreation planning process.

Town of Grafton Comprehensive Outdoor Recreation Plan Update Mission Statement:
Maintain, protect and enhance the quality of life for Town residents, as well as the Town of Grafton’s unique rural character, identity and scenic views through thoughtful protection and improvement of outdoor recreational areas strategically located throughout the Town.

Goals & Objectives
A goal is a statement that describes, usually in general terms, a desired future condition while an objective is a written description of a future condition that is to be attained during the planning period. Usually each goal has a number of objectives. The Town of Grafton Comprehensive Outdoor Recreation Plan’s goals and objectives integrate The 2011-2016 Wisconsin State-wide Comprehensive Outdoor Recreation Plan’s goals and action whenever possible. This integration is crucial because expanding outdoor recreation throughout Wisconsin will require the active involvement of many levels of government, like the Town of Grafton and the citizens of the Town, working collaboratively to accomplish not only the local goals and objectives but also the State-wide goals and recommended actions.

GOAL 1: PROTECT RESTORE AND ENHANCE THE TOWN’S NATURAL RESOURCES FOR OUTDOOR RECREATION

Objective 1.1: Protect the Town’s lakes, rivers, and streams improving aquatic habitat, water quality, and fisheries.
Objective 1.2: Consider all funding sources that can be used to provide access to lands for outdoor recreation activities.
Objective 1.3: Work with other levels of government and non-governmental organizations to combat invasive species in Town woods, prime agriculture lands and environmental corridors and on Town lands and waters.
Objective 1.4: Encourage and educate residents and local government to support native landscape planning and the preservation and development of hedgerows as small scale environmental habitats, ecosystems, and wildlife corridors.
Objective 1.5: Increase protection to wetlands, woodlands, and water systems, thereby benefiting the ecological and recreational resources of the Town.
Objective 1.6: Consider all funding sources and assistance for the restoration of native prairies and grassland ecosystems within the Town.
Objective 1.7: Fully utilize the Smart Growth Planning and local zoning process to help stop the fragmentation of open spaces while also allowing for the planned development in the Town.
GOAL 2: DEVELOP TOWN OUTDOOR RECREATION FACILITIES
Objective 2.1: Preserve outdoor recreation facilities for future generations.
Objective 2.2: Consider the development and enhancements of urban outdoor recreation passive and active facilities where appropriate in the Town.
Objective 2.3: Develop the following trail systems: hiking, biking, equestrian, cross country skiing, water and scenic roadway.
Objective 2.4: Utilize signage and maps for all outdoor recreational lands and waters when appropriate throughout the Town.
Objective 2.5: Protect lands for outdoor recreation and partner with other levels of government and non-governmental organizations when possible to acquire lands for outdoor recreation.
Objective 2.6: Support and utilized publicly funded programs that provide financial assistance for the actions listed above.

GOAL 3: ACKNOWLEDGE AND INCORPORATE INTO THE OUTDOOR PLANNING PROCESS POTENTIAL OUTDOOR RECREATION CONFLICTS
Objective 3.1: Proactively plan to reduce user conflicts and provide for increased recreation uses consistent with the Town’s transitioning population.
Objective 3.2: Utilize public and private management tools for addressing user conflicts when necessary.
Objective 3.3: Support outdoor recreation law enforcement authorities in their enforcement of outdoor rules and regulations.
Objective 3.4: Protect the Town’s capacity for recreation growth in accordance with the existing natural resource base.
Objective 3.5: Designate public land for recreational use to better meet the increasing demand for outdoor recreation.
Objective 3.6: Support and utilize private landowner acknowledgment and incentive programs, which would allow public access to private lands.

GOAL 4: PARTICIPATE IN OUTDOOR RECREATION EDUCATION AND PROGRAMMING
Objective 4.1: Support joint outdoor recreation programs between schools, government, communities, non-profits, and non-governmental organizations.
Objective 4.2: Support outdoor recreation skills courses.
Objective 4.3: Support programs that begin to address the Region’s diverse population.
Objective 4.4: Support programs that bring nature based experiences to those that wish to participate.
Objective 4.5: Provide residents with incentives/information about native landscape planning and planting
Objective 4.6: Support being a site for environmental education.

GOAL 5: PROVIDE AND ENHANCE PUBLIC ACCESS TO THE TOWN’S RECREATIONAL LANDS AND WATERS
Objective 5.1: Support and participate in the interactive mapping system initiative that would show all public lands and water access points within the Town as well as across the state.
Objective 5.2: Acquire and develop boating access sites to meet public boating needs within the Town.
Objective 5.3: Support and advance the awareness of the location of existing recreation lands, facilities, and opportunities available within the Town.
Objective 5.4: Actively work towards increasing public access to Wisconsin waterways located in the Town.
Objective 5.5: Provide disabled accessibility for outdoor recreation facilities located within the Town by using universal design standards, when feasible.
GOAL 6: DIRECT THE OPPORTUNITIES PROVIDED BY DEVELOPMENT AND GROWTH THROUGH THE TOWN’S COMPREHENSIVE OUTDOOR RECREATION PLAN

Objective 6.1: Protect prime recreational and scenic lands, including farmland and equestrian facilities through the use of publicly funded programs whenever possible.

Objective 6.2: Develop trail networks throughout the Town that offer easy access from rural areas to urban/suburban areas.

Objective 6.3: Utilize the Town of Grafton Comprehensive Outdoor Recreation Plan as a means to achieve targeted growth within the Town while also providing land and facilities for outdoor recreation and when possible incorporate the Comprehensive Outdoor Recreation Planning mission, goals, objectives and recommendations into all other planning processes.

Objective 6.4: Consider the development and provision of community and neighborhood parks for multiple forms of outdoor recreation when and where if appropriate throughout the Town.

GOAL 7: PURSUE ALL APPROPRIATE FUNDING OPPORTUNITIES FOR OUTDOOR RECREATION WITHIN THE TOWN

Objective 7.1: Update the Town of Grafton Comprehensive Outdoor Recreation Plan when necessary to allow for participation in State and Federal cost share programs.

Objective 7.2: Participate in available cost share opportunities to acquire, develop, and maintain recreational lands and facilities throughout the Town.

Objective 7.3: Establish the Town’s funding of outdoor recreation consistent with the nearby towns.

Objective 7.4: Explore and participate in new and innovative funding methods for outdoor park and recreation facilities. These methods may include public/private partnerships or cost sharing among multiple government agencies and nongovernmental organizations. Private enterprise, government agencies and non-governmental organizations may work together to purchase of development rights, transfer of development rights and establish easements as well as conservation subdivisions.

Objective 7.5: Explore, participate and/or implement revenue generating options made possible through the provision of outdoor recreation.

GOAL 8: PROMOTE THE TOWN’S OUTDOOR RECREATION AS A MEANS TO BETTER HEALTH AND WELLNESS FOR THE TOWN’S CITIZENS

Objective 8.1: Encourage Town citizens, workplaces, community groups, and schools to become physically active.

Objective 8.2: Support and participate in campaigns that publicize the health benefits of recreation and reach a wide audience of potential outdoor recreation enthusiasts.

Objective 8.3: Support and participate in the education of the Town’s citizens about the health benefits of moderate and enjoyable physical activities such as walking, biking, nature study, etc.

Objective 8.4: Support the opportunities and incentives for exercise before or during the workday by supporting the provision of related facilities as well as other similar program such as the Safe Routes to School, Safe, Accountable, Flexible, and Efficient Transportation Equality Act: A Legacy for Users, Congestion Mitigation and Air Quality Improvement Program and Scenic Roadways.

Objective 8.5: Support discussions between and outcomes of public outdoor recreation providers and health agencies as they identify other (non-traditional) funding sources for recreational facilities and development.

GOAL 9: IMPROVE THE BICYCLE, PEDESTRIAN, AND EQUESTRIAN NETWORK THROUGHOUT THE TOWN

Objective 9.1: Encourage the Town of Grafton Board of Supervisors and Plan Commission to promote the implementation of an enhanced bicycle and pedestrian network.
Objective 9.2: Coordinate with Ozaukee County and the Ozaukee Trail Advisory Council to look for opportunities to work together to expand the Town and County-Wide Bicycle Trail system
Objective 9.2: Improve way finding signage so new residents and visitors can effectively utilize the network
Objective 9.3: Continuously monitor the Town of Grafton Open Space Preservation Overlay Map: Multi-Use Trail (Legacy Trail) Alignments to ensure it aligns with existing and future development opportunities
Objective 9.4: Allocate annual amounts within the Town of Grafton Open Space Fund for network improvements
Objective 9.5: Encourage the Town of Grafton Board of Supervisors to implement bike lanes as part of upcoming road projects
Objective 9.6: Enhance the Legacy Trail system so that it allows for more pedestrian connectivity, particularly with adjacent neighborhoods to allow for interconnectedness
Objective 9.7: Support the development of natural trails as a means to improve cohesiveness and opportunities for social interaction between communities and subdivisions in the Town.
Objective 9.8: Include equestrian use of trails where feasible as equestrian facilities represent a significant portion of local acreage.
OUTDOOR RECREATION PLANNING BACKGROUND

TOWN PHYSICAL DESCRIPTION
The Town of Grafton is located in Ozaukee County, Wisconsin 20 miles or 30 minutes north of downtown Milwaukee, Wisconsin. The Town’s neighboring municipalities include the Cities of Cedarburg, Mequon and Port Washington; the Villages of Grafton and Saukville; and the Towns of Port Washington, Saukville, and Cedarburg. As of early 2007, the land mass area of the Town is approximately 18 square miles.

Formally primarily agricultural, the Town is transitioning between agriculture and agricultural/rural residential to residential land uses. The nominal residential densities of these lands range from one dwelling unit per 35 acres to one dwelling unit per acre. The Town is accessed via Interstate 43 (State Trunk Highway 32 & 57), which runs through the Town from north to south; County Trunk Highway O & C, north to south arterials; County Trunk Highway V, the northeast to southeast arterial; County Trunk Highway Q (State Trunk Highway 60), C & T, east to west arterials; as well as Port Washington Road, which runs through the Town from north to south.

The topography of the Town was formed by glacial deposits superimposed on underlying bedrock, ranging from 845 feet above sea level north of the cul-de-sac at the end of Edgewood Drive to 580 above sea level feet at Lake Michigan’s shoreline. The surface slopes downward from the north and west to the south and east. The Town’s physiography is typical of a rolling ground moraine where surface drainage networks are generally well connected with relatively few areas of that are internally draining.

NATURAL RESOURCE BASE
The natural resource base of the Town has long been recognized as being a major aspect of its capacity to provide a pleasant and habitable environment for all life forms. The natural resource base plays a key role in locating outdoor recreation facilities that meet the needs of the Town residents. Usually, the outdoor recreation areas act as effective protection to the natural resource base and the enhancement of the overall quality of life within the Town.

Lion’s Den

Outstanding natural features and recreational resources in the Town of Grafton are generally associated with the glacial land forms and water resources within the Town. Of particular significance are the Lake Michigan shoreline, with its high bluffs and sandy beaches, and the major watercourses including the Milwaukee River and Ulao Creek,
which form outstanding scenic corridors particularly suited to outdoor recreation and open space uses. In addition, the climate within the Town, with its extreme variation in both temperature and precipitation, provides opportunities for a diverse variety of seasonal recreation activities. Other elements of the natural resource base in the Town include the wildlife habitat, woodlands, surface water, and wetlands, are described below. Other contributing factors of the natural resource base of the Town include the primary environmental corridors as well as the hydric soils; FEMA floodplain; prime agricultural lands; existing land use focusing on the passive and active recreation facilities, natural features and converted land; planned environmental corridors; and planned future land use.

The Town of Grafton in continuing towards a more diverse scope to their Open Space plan is starting a Hedgerow initiative. One phase will be assisting landowners with larger tracts of land in identifying invasive species within their hedgerows and eradicating them. A second phase will be to assist suburban homeowners in planning suburban hedgerows. A planned and cared for suburban hedgerow can save 30 to 40% in heating costs by providing a windbreak. They offer you privacy, create biodiversity, and improve aesthetics. They can be designed to hide a passive compost pile for yard and kitchen waste. They provide a place for branches to decompose, thus leaving a greener footprint. Planned with a neighbor or a whole subdivision, they create connectivity to farm field hedgerows en route to woodlots and water sources for small mammals.

**WILDLIFE HABITAT**

Wildlife in Ozaukee County and the Town of Grafton is composed primarily of small upland game and non-game such as rabbit and squirrel, some predators such as fox and raccoon, and game and non-game birds including waterfowl. Deer are also found in the Ulao Swamp and in other natural areas but the herds are relatively small when compared to other counties in the State. Wildlife habitat areas must furnish food, cover, and protection. Consequently, areas of the County having large proportions of forests, wetlands, pasture land, and cropland and small proportions of land devoted to urban development have the largest areas and highest quality of remaining wildlife habitat. Continued management of deer herds through the State’s regulated hunting program is recommended.

The destruction of wildlife habitat areas is primarily a result of urbanization. While some wildlife habitat areas are lost to widening or new construction of transportation facilities, such as roads, most of such areas are lost as a result of residential development. If the remaining wildlife habitat in the Town is to be preserved, the woodlands, wetlands, and related surface water together with the adjacent crop and pasture lands must be protected from mismanagement and continued urban encroachment.
In the Town of Grafton, there are seven natural areas and critical species habitat sites currently recognized by the Southeastern Regional Planning Commission. These sites are Kurtz Woods State Natural Area, Grafton Woods, Cedar Heights Gorge, Lion’s Den Gorge, Ulao Lowland Forest, the Milwaukee River downstream for State Trunk Highway 33 to State Trunk Highway 57 and the Milwaukee River downstream for State Trunk Highway 57 to County Trunk Highway C. Also located in the Town is the Milwaukee River-Grafton Outcrops and Lime Kiln Park, a significant geologic site. The Southeastern Regional Planning Commission recommends in A Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin (SEWRPC Planning Report 42) that these sites be acquired by either Ozaaukee County or by a private conservancy organization like the Ozaukee Washington Land Trust.

Lake Michigan’s shoreline is acknowledged as one of the most important flyways for migrant songbirds in the United States by ornithologists and bird watchers worldwide. Many other families of migrating birds - hawks and falcons, owls, waterfowl, gulls, terns and shorebirds - also follow Lake Michigan’s shore line or winter just offshore. In all, more than 300 species of birds have been recorded in the area since 1970.

The Town of Grafton Lakefront is a prime example of an important Migrant Stopover Site. The stretch of land in the Town along Lake Michigan acts as a haven for the thousands of birds that migrate up and down the Lake Michigan Flyway each year. The Town of Grafton was designated as a Bird City Wisconsin in 2011, and has won continuing “High Flyer” recognition for 2012 and 2013. Birdwatching is a uniquely serene pursuit: quiet, non-destructive, and based in a natural setting. Many bird watchers value this natural aspect, enjoying the opportunity to be in the fields or woods, away from the noise and sometimes hectic pace of the city. As the activity has become more popular, the state has begun to develop bird watching trails and driving routes with stopping points to observe birds and other wildlife. The Town of Grafton has exceptional bird watching opportunities at Lake Michigan, the Milwaukee River, Lion’s Den Gorge, Kurtz Woods, Bratt Woods, the Inter-Urban Trail, The Legacy Trail and Ulao Swamp. The Town is well positioned to attract significant numbers of bird watchers as well as other passive nature based outdoor recreational enthusiasts.

Ornithologists at Chicago’s Field Museum of Natural History estimate that on average, more than five million migrating songbirds pass up and down the coast of Lake Michigan. This veritable river of birds flowing through lakefront areas from south to north represents a noticeable fraction of the total number of migrant songbirds moving through the entire North American continent.

Many migratory bird species are threatened by habitat destruction both at their wintering grounds in Central and South America and their breeding areas in the northern part of the U.S. and in Canada. In addition, these birds must pass twice yearly above a continent suffering huge development pressures and thus, offering birds fewer and fewer productive stop-over sites.

While traveling these great distances, migrants make daily stop-over to feed and rest. Exhausted and hungry birds need to find the right kind of high calorie, high protein food such as seeds, fruit and insects and shelter sufficient to protect them from predators and extremes of weather. Unless these provisions are readily along the flyway, the long distance journey becomes more arduous and even fatal.

Woodlands

Woodlands have both economic and ecologic value and under good management can serve a variety of uses providing multiple benefits. The quality of life within an area is greatly influenced by the overall condition of the environment as measured by clean air, clean water, scenic beauty, and ecological diversity. Primarily located along ridges and slopes, lakes, ponds and streams as well as in wetlands, woodlands provide an attractive natural resource of immeasurable value. Not only is the beauty of lakes, streams, and glacial landforms accentuated by woodlands but
woodlands are essential to the maintenance of the overall quality of the environment.

In addition to contributing to clean air and water, woodlands can contribute to the preservation of a diverse plant and animal ecosystem interconnected with human activity through recreational activities. Existing woodlands which required a century or more to grow can be destroyed through ill-conceived decisions and mismanagement within a comparatively short time. The deforestation of hillsides contributes to the silting of lakes, ponds and streams and the destruction of wildlife habitat.

Woodlands can and should be maintained for their total value: scenic, wildlife, educational, recreational, and watershed protection as well as for their forest products. Under balanced use and sustained yield management, woodlands can serve many of these benefits simultaneously. It should be noted that existing natural stands of trees within the Town often consist largely of mature or nearly mature specimens with insufficient reproduction and saplings to maintain the stands when the old trees are harvested or die off of disease or age. This lack of young growth is an unnatural condition brought about by mismanagement and is associated with many years of excessive livestock grazing.

**Surface Water**

Surface water provides a striking feature of the Town’s landscape and enhances the overall setting of nearby uses. Surface water, such as lakes, ponds and streams, is the focal point for water-related recreational activities popular with the citizens of the Town. Lakes, ponds and streams provide very attractive sites for properly planned residential development and, when viewed as open space, greatly enhance the aesthetic quality of the environment. The recreational value of lakes, ponds and streams, however, is highly susceptible to deterioration from human activities. Water quality can be degraded as the result of excessive nutrient loads from malfunctioning or improperly placed septic tank systems, inadequate waste treatment facilities, careless agricultural practices, and inadequate soil conservation practices. Lakes, ponds and streams may also be adversely affected by the excessive development of the shoreline in combination with the filling of sometimes adjacent wetlands, both which remove valuable nutrient and sediment traps.

In the Town, there are five major surface water bodies. These surface water bodies are: Lake Michigan, the Milwaukee River, Ulao Creek, Cedar Creek, and Mole Creek.
Lake Michigan is the second largest of the Great Lakes and is the only one wholly inside the United States. Lake Michigan supports many beneficial uses such as providing drinking water for 10 million people; supporting food production by supplying fish for food, sport and culture; providing viable recreational and commercial uses as well as being an internationally significant habitat and natural feature.

The Milwaukee River with its headwaters in Fond du Lac County is approximately 75 miles long, 5.8 miles in the Town, flows south through Ozaukee County and the Town of Grafton to downtown Milwaukee, where it empties into Lake Michigan. The Milwaukee River watershed drains over 900 square miles in southeastern Wisconsin, of which 18 square miles are located in the Town of Grafton.

Ulao Creek is a warm water sport fish community, the biological use, as defined in NR102, Water Quality Standards for Wisconsin Surface Waters. Streams that are considered warm water sport fish communities have surface waters capable of supporting a community of or serving as a spawning area for these types of fish.

Cedar Creek is a warm water sport fish community, the biological use, as defined in NR102, Water Quality Standards for Wisconsin Surface Waters. Streams that are considered warm water sport fish communities have surface waters capable of supporting a community of or serving as a spawning area for these types of fish.

Mole Creek in Ozaukee County is the only stream in the Milwaukee South Watershed that is able to sustain cool and cold water fish species. Recent specie surveys conducted in Mole Creek found a wide variety of fish species including the as mottled sculpin, Iowa darter and brook stickleback. These aquatic species rely on cool water. Further habitat surveys conducted on Mole Creek found that the creek is capable in places, of supporting a diverse cool and cold water fishery. The Ozaukee County Fish Passage Project recently replaced the culvert in the Town of CTH O on the Mole Creek with a larger culvert with a natural bottom to allow passage of aquatic organisms using a federal National Oceanic and Atmospheric Administration NOAA grant.

**Wetlands**

Only a few decades ago, wetlands were seen as wastelands, only useful when drained or filled. Within recent decades, wetlands began to be considered a benefit to both the natural environment and people. Wetlands provide critical habitat for wildlife; storage flood water and provide water quality protection; and recreational opportunities for wildlife watchers, anglers, hunters, and boaters. Together, these activities are known as “wetland functional values.”
Different wetlands perform different functions: even two wetlands that at first may appear similar. In Wisconsin, wetlands were defined by the State Legislature in 1978. According to this definition, a wetland is: "an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or water-loving (hydrophytic) vegetation and which has soils indicative of wet conditions."

Also in 1978, the Wisconsin Wetland Inventory was established and the Wisconsin Department of Natural Resources was directed to map the state's wetlands and the initial inventory was completed in 1984.

**Clay Banks**

The Lake Michigan Clay Banks were laid down through glaciation over many different periods. They are comprised of Oak Creek Till, Ozaukee Till, Outwash, Fluvial and Lacustrine soils. They extend along the eastern edge of the Town of Grafton. They provide a unique cutaway view of the various glacial periods in Ozaukee geology. They are home to bank swallows and other shorebirds. They support a number of perched wetlands. They slump on occasion, making the coastline an ever-changing feature.

**Primary Environmental Corridors**

Primary environmental corridors identify and delineate those areas of the Town in which concentrations of scenic, recreational, historic resources and educational occur that should be preserved and protected in order to maintain the overall quality of the environment. Identify and delineating primary environmental corridors consist if categorizing land according to the natural resources as well as the recreational, historic and educational resources

The seven natural resources are:
1. Lakes, rivers, and streams and the associated undeveloped shorelands and floodlands
2. Wetlands
3. Woodlands
4. Wildlife habitat areas
5. Rugged terrain and high relief topography
6. Significant geological formations and physiographic features
7. Wet, poorly drained, and organic soils

The four natural resource-related, recreational, historic and educational elements are:
1. Existing outdoor recreation sites
2. Potential outdoor recreation and related open space sites
3. Historic sites and structures
4. Significant scenic areas and vistas

The delineation of these 11 natural resource and natural resource-related elements on a map results in an essentially linear pattern of relatively narrow elongated areas which have been termed "environmental corridors" by the Southeastern Regional Planning Commission. Primary environmental corridors are defined as those areas which encompass three or more of the 11 natural resource and natural resource-related elements while secondary environmental corridors are contiguous areas encompassing one or two of the 11 elements.

It is important to point out that because of the many interlocking and interacting relationships existing between living organisms and their environment, the destruction or deterioration of one element of the total environment may lead to a chain reaction of deterioration and destruction. The drainage of wetlands, for example, may have far-reaching effects since such drainage may destroy fish spawning grounds, wildlife habitat, groundwater recharge areas, and natural filtration and floodwater storage areas of interconnecting lake and stream systems. The resulting deterioration
of surface water quality may, in turn, lead to a deterioration of the quality of the groundwater which serves as a source of domestic, municipal, and industrial water supply and on which low flows in rivers and streams may depend. Similarly, the destruction of woodland cover, which may have taken a century or more to develop, may result in soil erosion and stream silting and a more rapid runoff and increased flooding as well as destruction of wildlife habitat. Although the effects of any one of these environmental changes may not in and of itself be overwhelming, the combined effects must lead eventually to serious deterioration of the underlying and supporting natural resource base and of the overall quality of the environment for life. The need to maintain the integrity of the remaining environmental corridors within the Town becomes apparent.

The primary environmental corridors in the Town of Grafton generally lie along the major river and stream courses, along the Lake Michigan shoreline, and in certain unique natural feature areas such as the Ulao Swamp. These primary environmental corridors contain almost all of the remaining high value woodlands, wetlands, and wildlife habitat areas in the Town and all of the major bodies of surface water and related undeveloped floodlands and shorelands. These corridors also contain many of the best remaining potential outdoor recreation sites. The primary environmental corridors are in effect a composite of the best individual elements of the natural resource base in the Town and have truly immeasurable environmental and recreational value. The preservation of the primary environmental corridors from degradation should be one of the principal objectives of any comprehensive outdoor recreation plan. The corridors should be considered inviolate. Their preservation in an essentially natural state including outdoor recreation and related open space uses, limited agricultural uses, and country estate-type residential uses in the Town also serve to maintain a high level of environmental quality along with protecting its unique natural beauty and providing valuable potential recreational opportunities.

**Hydric Soils**

The definition of a hydric soil is a soil that was formed under conditions of saturation, either flooding or ponding, long enough during the growing season to develop anaerobic (without air) conditions in the upper part. Hydric soils support the growth and regeneration of water-loving (hydrophytic) vegetation – such as cattails and sedges.

Drainage of potential agricultural lands was quite common as agriculture moved into the wet forests and grass of southeastern Wisconsin. Typically farm tile lines and open drains were installed to remove excess water from fields intended for the production of an agricultural product. Unfortunately, wetlands also were drained. Occasionally, concerns have been expressed regarding the restoration of these former wetlands for environmental and wildlife purposes.

Soils saturated with water often cause wetness in basements and dysfunctional septic tank absorption fields. The excess soil wetness also restricts the growth of most landscaping plants and trees around houses.

Soils that are saturated with water or that have a water table near the surface have significant limitations for most construction purposes. Excess water in a soil negatively affects developed land uses while naturally wet soil areas have special value as catchments or as wetland habitat.

**FEMA Floodplain**

A floodplain is the wide, generally sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. Rivers and streams occupy their channels most of the time. However, during periods of rainfall, stream discharges increase markedly, and the channel may not be able to contain and convey the increase in stormwater flow. As a result, the river or stream spreads laterally into the floodplain area.

The periodic flow of a river onto its floodplains is a normal phenomenon and, in the absence of costly structural flood control works, will occur regardless of whether exurban, suburban or urban development exists within the watershed.
For planning and regulatory purposes, floodplains are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event.

This is the event that would be reached or exceeded in severity once every 100 years on average or, stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodplain areas are generally not well suited for development, not only because of the flood hazard, but also because of the presence of high water tables and of soils poorly suited to urban use. The floodplain areas, however, generally contain such important elements of the natural resource base as woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for needed open space areas. Therefore, every effort should be made to discourage indiscriminate and incompatible development on floodplains, while encouraging compatible recreational and open space use.

In 2007 Ozaukee County updated the floodplain studies and maps including the floodplain areas in the Town have been delineated and refined under the Federal Flood Insurance Study for Ozaukee County, published on December 4, 2007, and SEWRPC Community Assistance Planning Report No. 152, A Stormwater Drainage and Flood Control System for the Milwaukee Metropolitan Sewerage District, published in December 1990. Floodplains cover 1,923 acres, or about 17 percent of the current land mass of the Town.

Portions of the Town of Grafton, along the Milwaukee River, Cedar Creek, Mole Creek and Ulao Creek are designated as FEMA (Federal Emergency Management Agency) Floodplain.

**Prime Agricultural Lands**

Prime agricultural lands are designated by lands that consist of parcels sized for agricultural practices; are adjacent to other properties in agriculture; compatible with adjacent land uses as well as those lands in close proximity; located in areas with favorable population densities away from Interstate 43 interchanges; not in a planned sewer service area; and near Southeastern Wisconsin Regional Planning Commission Primary Environmental Corridors, lands in conservation trusts, historic and or cultural resources. The preservation of these prime agricultural lands is necessary for economic reasons as well as to maintain the natural beauty and unique cultural heritage of the Town of Grafton.

The Town of Grafton in 2003 prepared an Open Space Preservation report that was essentially unimproved land preservation and farmland preservation plan that called for the education of Town residents regarding the benefits of open space and using purchase of development rights to preserve the visual openness of the Town.

**Existing Land Use**

The Town of Grafton’s existing land use primarily consists of agriculture, residential, wetlands and woodlands. These four existing land use categories together comprised over 77 percent of the Town’s existing land use in 2010. The percentage of the different existing land uses are tabulated in Table 1, Town of Grafton 2000 & 2010 Existing Land Uses. Note the large decrease in Agricultural Land Use between 2000 (58%) and 2010 (39%), a 19% decrease.
Table 1
Town of Grafton 2000 & 2010 Existing Land Use

<table>
<thead>
<tr>
<th>Existing Land Use</th>
<th>Percentage in 2000</th>
<th>Percentage in 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recreation</td>
<td>3%</td>
<td>3%</td>
</tr>
<tr>
<td>Woodlands</td>
<td>6%</td>
<td>6%</td>
</tr>
<tr>
<td>Wetlands</td>
<td>12%</td>
<td>14%</td>
</tr>
<tr>
<td>Water</td>
<td>2%</td>
<td>2%</td>
</tr>
<tr>
<td>Land Fill, Utilities &amp; Mining</td>
<td>2%</td>
<td>17%</td>
</tr>
<tr>
<td>Agriculture</td>
<td>58%</td>
<td>39%</td>
</tr>
<tr>
<td>Residential</td>
<td>17%</td>
<td>18%</td>
</tr>
<tr>
<td>Institutional, Commercial &amp; Industrial</td>
<td>1%</td>
<td>1%</td>
</tr>
</tbody>
</table>

Source: Southeastern Regional Planning Commission Digital 2000 & 2010 Existing Land Use Survey

Some of the tabulated existing land uses can be incorporated in areas designated for outdoor recreation. These existing land uses that in the short term can be incorporated into outdoor recreation areas consist of recreation, woodlands, wetland and water as well as some of the farm related businesses, such as the equestrian centers scattered throughout the Town. Existing land uses that can be incorporated into future, long term, outdoor recreational areas include the landfill, utilities and mining category depending upon the individual reclamation plans for the landfills and mining and the type of utility. Together, potential existing land uses that may someday be incorporated in the Town outdoor recreation system consists of 42 percent of the Town’s existing land use.

A few of these potential outdoor recreation sites serving Town residents include the Fire Ridge and Edgewater golf courses; Grafton Soccer Club operated fields, Ozaukee County Parks Lion’s Den Gorge Nature Preserve, the U.S Fish and Wildlife Service managed properties, and the Woodland Oaks Equestrian, Rendezvous Farms, Ulao Meadows Equestrian, Winterhaven Farm, Flying S, and Korinek’s Lakefield Farm equestrian centers, among others.

**PLANNED ENVIRONMENTAL CORRIDORS**

The Planned Environmental Corridors consist of both Planned Environmental Corridors and Planned Isolated Natural Resource Areas.

Planned Environmental Corridors and Planned Isolated Natural Resource Areas consist of the following 12 natural resource and natural resource-related elements:

- Lakes, rivers, and streams and their associated shorelands and floodplains
- Wetlands
- Woodlands
- Prairies
- Wildlife habitat areas
- Wet, poorly drained, or organic soils
- Rugged terrain and high-relief topography
- Existing park and open space sites
- Potential park and open space sites
- Historic sites
- Significant scenic areas and vistas
- Natural and scientific areas
Planned Primary Environmental Corridors include a wide variety of these resource and resource-related elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Planned Secondary Environmental Corridors generally connect with primary environmental corridors, and are at least 100 acres in size and one mile in length. Planned Isolated Natural Resource Areas which are at least five acres in size and contain some of the resource and resource-related elements but are physically separated from environmental corridors by intensive urban or agricultural land uses.

The Town has examples of each of the three Planned Environmental Corridors. Examples of the Planned Primary Environmental Corridors include those areas that comprise the Ulao Swamp and areas along the Milwaukee River. Planned Secondary Environmental Corridors are found along the lower reaches of Ulao Creek east of Interstate 43 and south of County Trunk Highway Q. The isolated areas scattered throughout the Town are the Planned Isolated Natural Resource Areas.

**PLANNED FUTURE LAND USE**

The Town of Grafton has had a long history of land use planning and is currently implementing all elements of its Comprehensive Plan: 2035 and continues to monitor the plan for consistency. The Town has a long established land use planning tradition that incorporates a Conservancy Overlay District with underlying future land use categories as well as zoning districts. The conservancy overlay district is intended to prevent the destruction of valuable natural resources within the Town. This protection is warranted because the Town recognizes that natural features and environmental areas contribute to both the beauty and environmental health of the Town and play an important role in establishing the rural small town feeling that the Town wants to preserve.

<table>
<thead>
<tr>
<th>Year</th>
<th>Land Mass</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970</td>
<td>21.6 sq. mi.</td>
<td></td>
</tr>
<tr>
<td>1980</td>
<td>21.1 sq. mi.</td>
<td>-2.3%</td>
</tr>
<tr>
<td>1990</td>
<td>20.8 sq. mi.</td>
<td>-1.4%</td>
</tr>
<tr>
<td>2000</td>
<td>19.8 sq. mi.</td>
<td>-4.8%</td>
</tr>
<tr>
<td>2006</td>
<td>18.3 sq. mi.</td>
<td>-7.6%</td>
</tr>
<tr>
<td>2010</td>
<td>17.8 sq. mi.</td>
<td>-2.7%</td>
</tr>
</tbody>
</table>

Source: Stantec

Conversely, the land is constantly being annexed by the cities and villages adjacent to the Town. As this land is annexed, the property is developed at a higher density than allowed in the Town because these cities and villages provide the full range of municipal services. Over the past 40 years, the Town’s land mass has decreased by 3.8 square miles or a little more than 2,400 acres. The land mass of the Town is shown in Table 2, Town of Grafton Historic Land Mass.

**TOWN SOCIAL AND ECONOMIC CHARACTERISTICS**

Social and economic characteristics are import parameters when planning for outdoor recreation. The Town of Grafton’s population has increased over the past 80 years from 867 persons in 1930 to 4,405 persons in 2010. The Southeastern Regional Planning Commission has forecasted the next 25 years and the Town population is forecasted to grow to 4,894 by the year 2035. This information is tabulated in Table 3, Town of Grafton Historic and Forecasted Population.
Table 3
Town of Grafton Historic and Forecasted Population

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1930</td>
<td>867</td>
<td>-5.3%</td>
</tr>
<tr>
<td>1940</td>
<td>955</td>
<td>10.1%</td>
</tr>
<tr>
<td>1950</td>
<td>1,225</td>
<td>28.3%</td>
</tr>
<tr>
<td>1960</td>
<td>1,996</td>
<td>62.9%</td>
</tr>
<tr>
<td>1970</td>
<td>3,127</td>
<td>56.7%</td>
</tr>
<tr>
<td>1980</td>
<td>3,588</td>
<td>14.7%</td>
</tr>
<tr>
<td>1990</td>
<td>3,745</td>
<td>4.4%</td>
</tr>
<tr>
<td>2000</td>
<td>4,398</td>
<td>17.4%</td>
</tr>
<tr>
<td>2005</td>
<td>4,143</td>
<td>0.3%</td>
</tr>
<tr>
<td>2010</td>
<td>4,405</td>
<td>6.3%</td>
</tr>
<tr>
<td>2015</td>
<td>4,425</td>
<td>3.2%</td>
</tr>
<tr>
<td>2020</td>
<td>4,576</td>
<td>3.4%</td>
</tr>
<tr>
<td>2025</td>
<td>4,718</td>
<td>3.1%</td>
</tr>
<tr>
<td>2030</td>
<td>4,831</td>
<td>2.4%</td>
</tr>
<tr>
<td>2035</td>
<td>4,894</td>
<td>1.3%</td>
</tr>
</tbody>
</table>

Source: Southeastern Regional Planning Commission

Along with total population, the population broken into age cohorts is extremely valuable in determining what types of outdoor recreation programming may be necessary for the population. Table 4, Town of Grafton Population Composition shows the population of the Town in 2000 and 2010 by age cohort along with the percentage of the total population and the proportional population change between the two decennial censuses. When comparing the 2000 and 2010 age cohorts there appears to be a decline in the number of children between birth and age 9 as well as a decline of older children, ages 10 to 14, and young adults, age 20 to 34. The decline in young adults living in the Town of Grafton most likely had an effect of the decline of young children between the ages of birth a 9 since young adults between the ages of 20 and 34 are considered to be in their prime child-bearing and rearing years.

Table 4
Town of Grafton Population Composition

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2000 Census (%)</th>
<th>2010 Census (%)</th>
<th>Proportional Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5 years</td>
<td>235 (6%)</td>
<td>167 (4.1%)</td>
<td>-28.9%</td>
</tr>
<tr>
<td>5 to 9 years</td>
<td>294 (7%)</td>
<td>216 (5.3%)</td>
<td>-26.5%</td>
</tr>
<tr>
<td>10 – 14 years</td>
<td>294 (7%)</td>
<td>264 (6.5%)</td>
<td>-10.2%</td>
</tr>
<tr>
<td>15 – 19 years</td>
<td>267 (6%)</td>
<td>280 (6.4%)</td>
<td>4.8%</td>
</tr>
<tr>
<td>20 – 24 years</td>
<td>172 (4%)</td>
<td>168 (4.1%)</td>
<td>-2.3%</td>
</tr>
<tr>
<td>25 – 34 years</td>
<td>413 (10%)</td>
<td>283 (7%)</td>
<td>-31.4%</td>
</tr>
<tr>
<td>35 – 44 years</td>
<td>746 (18%)</td>
<td>489 (12.1%)</td>
<td>-34.4%</td>
</tr>
<tr>
<td>45 – 54 years</td>
<td>758 (18%)</td>
<td>814 (21.1%)</td>
<td>7.3%</td>
</tr>
<tr>
<td>55 – 59 years</td>
<td>315 (8%)</td>
<td>397 (9.8%)</td>
<td>26%</td>
</tr>
</tbody>
</table>
Table 5, Town of Grafton Forecasted Population Composition continues the age cohort examination with the distributed 2035 population forecast comparison with the 2010 age cohorts. With close examination, the decline of young children between birth and age 5 continues 35 years into the future as well as a decline of older adults and young seniors between the ages 45 to 64. Significant proportional percent gains are seen with children, young adults, and adults ages 5 to 44. Possibly in 2035, the forecast anticipates couples bearing children later in life, which we already see, and college age adults either staying at home during the college years or returning home after college, which we also see.

Interestingly, there are large increases in the proportional percent of seniors, ages 65 to over 85, indicating that the Town of Grafton in 2035 will have a much larger percentage of population in this age group.

Table 5
Town of Grafton Forecasted Population Composition

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2010 Census (%)</th>
<th>2035 Census (%)</th>
<th>Proportional Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5 years</td>
<td>167 (4.1%)</td>
<td>273 (6%)</td>
<td>63.4%</td>
</tr>
<tr>
<td>5 to 9 years</td>
<td>216 (5.3%)</td>
<td>329 (7%)</td>
<td>52.3%</td>
</tr>
<tr>
<td>10 – 14 years</td>
<td>264 (6.5%)</td>
<td>385 (8%)</td>
<td>45.8%</td>
</tr>
<tr>
<td>15 – 19 years</td>
<td>280 (6.4%)</td>
<td>363 (7%)</td>
<td>29.6%</td>
</tr>
<tr>
<td>20 – 24 years</td>
<td>168 (4.1%)</td>
<td>251 (5%)</td>
<td>49.4%</td>
</tr>
<tr>
<td>25 – 34 years</td>
<td>283 (7%)</td>
<td>417 (9%)</td>
<td>47.3%</td>
</tr>
<tr>
<td>35 – 44 years</td>
<td>489 (12.1%)</td>
<td>631 (13%)</td>
<td>29.0%</td>
</tr>
<tr>
<td>45 – 54 years</td>
<td>814 (21.1%)</td>
<td>606 (12%)</td>
<td>-25.5%</td>
</tr>
<tr>
<td>55 – 59 years</td>
<td>397 (9.8%)</td>
<td>204 (4%)</td>
<td>-48.6%</td>
</tr>
<tr>
<td>60 – 64 years</td>
<td>339 (8.4%)</td>
<td>231 (5%)</td>
<td>-31.8%</td>
</tr>
<tr>
<td>65 – 74 years</td>
<td>405 (9.9%)</td>
<td>552 (11%)</td>
<td>36.2%</td>
</tr>
<tr>
<td>75 – 84 years</td>
<td>183 (4.7%)</td>
<td>460 (9%)</td>
<td>151.3%</td>
</tr>
<tr>
<td>85 years and over</td>
<td>38 (0.9%)</td>
<td>192 (4%)</td>
<td>405.2%</td>
</tr>
<tr>
<td>Total Population</td>
<td>4053</td>
<td>4,894</td>
<td>20.7%</td>
</tr>
<tr>
<td>Average Household Size</td>
<td>2.51</td>
<td>2.44</td>
<td>-2.7%</td>
</tr>
</tbody>
</table>

Source: U.S. Department of Commerce, Bureau of the Census, 2010 Census and Southeastern Regional Planning Commission

The Town of Grafton’s racial composition is explored in Table 6, Town of Grafton Racial Composition. An extremely high percentage of the Town considers itself white. Providing equitable outdoor recreational opportunities is important
for a community to work towards no matter the race of the resident. Since the Town is racially homogeneous, inadvertently creating racial inequitable outdoor recreational experiences within the Town is not a concern.

Table 6
Town of Grafton Racial Composition

<table>
<thead>
<tr>
<th></th>
<th>2000 Census (%)</th>
<th>2010 Census (%)</th>
<th>Proportional Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>4,050 (98%)</td>
<td>3,920 (97%)</td>
<td>-3.2%</td>
</tr>
<tr>
<td>Black or African American</td>
<td>14 (0.3%)</td>
<td>24 (0.6%)</td>
<td>71.0%</td>
</tr>
<tr>
<td>American Indian and Alaska Native</td>
<td>9 (0.2%)</td>
<td>12 (0.3%)</td>
<td>33%</td>
</tr>
<tr>
<td>Asian, Native Hawaiian and Other Pacific Islander</td>
<td>24 (1%)</td>
<td>20 (0.7%)</td>
<td>-16%</td>
</tr>
<tr>
<td>Other Race or Two or more Races</td>
<td>35 (1%)</td>
<td>70 (1.7%)</td>
<td>100%</td>
</tr>
</tbody>
</table>


Similar to the Town’s racial composition, the Town is nearly comprised of a non-Hispanic or Latino population, reported in Table 7, Town of Grafton Hispanic or Latino Composition. Employing the same rationale used with the racial composition, the provision of equitable outdoor recreational opportunities is important for a community to work towards no matter the origin of the resident. Since the Town is racially homogeneous, inadvertently creating racial inequitable outdoor recreational experiences within the Town is not a concern.

Table 7
Town of Grafton Hispanic or Latino Composition

<table>
<thead>
<tr>
<th></th>
<th>2000 Census (%)</th>
<th>2010 Census (%)</th>
<th>Proportional Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hispanic or Latino</td>
<td>46 (1%)</td>
<td>63 (1.5%)</td>
<td>36.9%</td>
</tr>
<tr>
<td>Non-Hispanic or Latino</td>
<td>4086 (99%)</td>
<td>3990 (98.5%)</td>
<td>-2.3%</td>
</tr>
</tbody>
</table>


The Town’s household size and income are shown in Table 8, Town of Grafton Household and Income Composition. Between the decennial censuses completed in 2000 and 2010, the number of household increased by 43 from 1,569 to 1,612. During this time both the average household size and average family size decreased. Also during the decade, the median household income and per capita income, in 2010 dollars increased by 28.7 percent. When comparing the 2010 Census results of the Town to the State, the Town has a slightly large average household size of 2.63 as compared to the State’s 2.50 and, the average family size in Wisconsin is slightly greater at 3.05 than the Town’s at 2.98. The Town’s median household income and per capita income is roughly 50 percent greater than the State’s.

Table 8
Town of Grafton Household and Income Composition

<table>
<thead>
<tr>
<th></th>
<th>2000 Census</th>
<th>2010 Census</th>
<th>Proportional Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Households</td>
<td>1,569</td>
<td>1,612</td>
<td>2.7%</td>
</tr>
<tr>
<td>Average Household Size</td>
<td>2.63</td>
<td>2.51</td>
<td>-4.6%</td>
</tr>
</tbody>
</table>
Average Family Size | 2.98 | 2.86 | -4.0%
---|---|---|---
Median Household Income | $64,707 | $83,293* | 28.7%


*2010 Inflation adjusted dollars

SUMMARY OF PREVIOUSLY COMPLETED PLANS
Summaries of the most recent outdoor recreation or park and recreation plans were reviewed for the Town of Grafton as well as the communities that share a boundary with the Town.

TOWN OF GRAFTON
This Comprehensive Outdoor Recreation Plan 2015 Update is the Town of Grafton’s outdoor recreation or park and recreation plan. The Town completed the first Comprehensive Outdoor Recreation Plan in 2007.

OZAUKEE COUNTY
An updated County Park and Open Space Plan was adopted by the Ozaukee County Board in June 2011. The plan consists of both an open space preservation element as well as an area-wide outdoor recreation element. The open space preservation element is intended to protect areas containing important natural resources and to provide major parks, area-wide trails, and resource-oriented recreational facilities. In Ozaukee County, major parks are defined as publicly owned parks at least 100 acres in size which provide opportunities for such resource-oriented activities as camping, golfing, picnicking, and swimming. Responsibility for providing community parks, neighborhood parks, and local trails is assigned to cities, villages, and towns.

The County Park and Open Space Plan recommends that the County acquire about 2,500 acres of land for park and open space preservation purposes, develop additional facilities at Mee-Kwon County Park, Hawthorne Hills County Park, Tendick Nature Park, Covered Bridge County Park, Ehlers County Park, Harborview County Park, Lion’s Den Gorge Nature Preserve, Virmond County Park, and Waubedonia County Park. Other recommendations include developing trails within the Milwaukee River and Little Menomonee River recreation corridors, and continuing to maintain existing County parks and the Ozaukee Interurban Trail.

CITY OF MEQUON
In January 2014 the City of Mequon prepared the Comprehensive Park, Recreation and Open Space Plan. This plan is an update of the 2008 Comprehensive park, recreation, and open space plan and identifies progress towards completing priorities identified by the 2008 plan. As of January 2014 the recommendations for Environmental Corridors, Conservation Areas, and Open Space in Mequon are as follows:

- Identify opportunities to better connect parks located along Milwaukee River
- Create separate policies for “river edge” parks
- Explore the possibility of new access points for canoes and kayaks along waterways
- Work collaboratively with the Joint Mequon-Thiensville Bike & Pedestrian Way Commission on increasing bike and trail connections to different attractions
- Create a pedestrian crossing across the Milwaukee River at Donges Bay Road and/or Town Center
- Create an overall community open space management system for conservation uses
- Link conservation subdivisions to nature preserves
CITY OF CEDARBURG
The City of Cedarburg Common Council adopted a Comprehensive Park and Open Space Plan on December 1, 2010. The plan includes the following recommendations:

- **Primary Environmental Corridors**
  The city should explore the possibility of acquiring additional land and easements, and of developing additional parks, appropriate facilities, and multi-purpose trails along the primary environmental corridor to provide access to the city’s existing natural resources. Also, the city should cooperate with other jurisdictions (particularly the Village of Grafton and Ozaukee County) to develop appropriate parks and trails within the city's primary environmental corridors.

- **Trail System Development**
  Connecting existing and future city parks to local and regional trail systems would provide city and county residents a greater opportunity to have access to other areas of the region. A key portion of this trail system could be located along Cedar Creek and could connect to the Inter-Urban Trail. Furthermore, the city should cooperate with developers and others in the development of public trails and greenways in new developments that could connect to city and county trail systems. Finally the city should make a commitment to cooperate with other jurisdictions and work to develop the community-wide trail system adopted by SEWRPC, Ozaukee County, and the City of Cedarburg.

TOWN OF CEDARBURG
The Town of Cedarburg has a plan titled Comprehensive Park Plan (2009-2013) that was adopted by the Town Park Committee on May 19, 2009 and the Town Board on July 1, 2009. Information significant to park and green space planning such as characteristics of the resident population, soil type, the natural resource base, topography, and an inventory of existing park and open space facilities are presented in the plan. A needs analysis was conducted based on the above information and the results of a park and green space needs public opinion survey. Future park and green space development recommendations were then formulated based on the park and green space needs analysis.

The plan includes a Bicycle and Pedestrian Route Plan with the purpose of the bicycle to create a viable, safe and attractive non-motorized transportation system for the Town of Cedarburg and encourage increased levels of bicycling and walking. The plan notes: the disconnected nature of the subdivision roads create an impediment to travel from subdivision to subdivision, especially for alternative modes of travel. It is therefore important to provide bike/pedestrian connectors between subdivisions as development occurs. These connectors may or may not be associated with environmental corridors mapped in the Town Comprehensive Plan.

VILLAGE OF GRAFTON
The Village of Grafton’s Comprehensive Outdoor Recreation Plan 2014-2018 was adopted by the Village Board on March 17, 2014. The plan focuses on recreational development needs and includes a recreational capital improvements program and inventory of existing facilities and analysis. The village planning process revealed areas in which the Village’s recreational facilities/amenities are deemed substandard:

- Parks and recreational facilities that serve older adults.
- Baseball/softball facilities for Grafton Little League.
- Trails and park connectivity.
- Soccer fields for the Grafton Soccer Club.
- The Milwaukee River is only moderately accessible to the public and should be a featured element in Grafton’s future park network.

One of the major challenges currently facing the Village of Grafton is the need to establish a regional park, recreation, and open space identity. This park planning process offers several opportunities to contribute to this effort, specifically in the following areas:
The Village’s up-and-coming redevelopment initiatives provide revived opportunities to integrate parks, open spaces, and public gathering places into the design of residential neighborhoods, office parks, and commercial centers. Also, the plan notes how trees, open spaces, and other natural landscape features not only add to the aesthetic value of the community, but also provide benefits such as flood control, improvements in the air and water quality, and energy cost savings. In 2015, the Village of Grafton plans to update its Bicycle and Pedestrian Plan, which was last completed in 1996, and representatives from Town of Grafton Open Space Commission plan to attend and contribute during planning sessions. Also in 2015, the Village will be constructing a Riverwalk and paddlers wayside in Veterans Memorial Park with the assistance of a WisDNR grant.

**Village of Saukville**

A plan titled *Village of Saukville Comprehensive Outdoor Recreation Plan* was adopted in 1996. The plan focuses on providing residents with adequate recreational facilities through prioritization of new facilities for existing parks and a capital improvement program (CIP) for recreational facilities for the years 1996 through 2001. The recommendations that determined the facilities prioritization and CIP were based on public input and four general methods of analysis: classification of existing park land and a comparison to national acreage standards, comparison of existing facilities to national facilities standards, comparison to service area standards, and comparison to regional studies. The plan also prioritized several site acquisitions. The plan gave highest priority to acquisition of land along the west side of the Milwaukee River between West Riverside Park and Peninsula Park for a trail. The plan also placed a medium priority on acquisition of 23 acres near the industrial park for a nature center. The plan also identifies the need to acquire 20 to 50 acres of land in the future for a Village sports complex and additional land for continued development of the Village trail system.

**Town of Saukville**

The Town of Saukville does not have an outdoor recreation or park and recreation plan. However, at a recent Town meeting, the Town discussed the possibility of preparing a plan so that they may qualify for a variety of funding programs.

**City of Port Washington**

The Port Washington *Comprehensive Park and Open Space Plan* was adopted by the City Plan Commission in May 2009, as an update to the April 1996 plan. The plan envisions a connected system of parks and open spaces throughout the community, related to the city’s natural resources, geography, and neighborhoods. The steps taken to prepare the plan included: inventory an analysis of exiting recreational facilities; a needs analysis incorporating public comment; review of existing planning documents for the County, Region, and State; the formulation of goals; and preparation of specific development and project implementation recommendations. Implementation of the plan was consolidated into a five-year improvement schedule and budget. Three goals, each with several objectives, resulted from the planning process. The first goal is natural resource protection through preservation of high quality lands for the protection of the vegetation, drainage, and wildlife resources and for
enhancing the social, economic, and environmental quality of the City. The second goal is to create a complete park and open space system including parks, facilities, and open space to allow residents to participate in a wide range of outdoor recreational activities. The third goal is cost-effective implementation.

**Town of Port Washington**

The Town of Port Washington does not have an outdoor recreation or park and recreation plan, although it does have a Comprehensive Plan from February 2009. It notes that the Town of Port Washington does not currently require residential development to install sidewalks for residents to walk. Future considerations must be given to sidewalks or multi-use trails within expanded residential areas. Recreational opportunities are limited in the Town as far as parks and trails for active and passive outdoor recreation. There are currently two Town-owned parks and a nature preserve owned by the Ozaukee County Land Trust located in the Town. Planning for additional residential uses would require consideration of parks and other recreational opportunities.

The first park is located at the old landfill site near the intersection of Northwoods Road and Hillcrest Drive. The park is approximately ten acres with an open field divided by a wooded area. The second park in the Town is a lot that was given to the Town. The two-acre park is located along Groeschel Road immediately adjacent to a residential neighborhood. The park is could be considered a natural area that is not regularly maintained for specific activities. The Sauk Creek Nature Preserve is approximately 27.5 acres located along the Sauk Creek adjacent to the City of Port Washington. The nature preserve is a large wooded expanse of dense tree cover. Activities at the Sauk Creek Nature Preserve include hiking, bird watching, and fishing. The Ozaukee Interurban Trail traverses the Town in a north-south direction providing opportunities for local and long-distance cycling. The trail was a consideration with the Knellsville planning, and should continue to be considered while planning for future residential development.
**COMPREHENSIVE OUTDOOR RECREATION PLANNING PROCESS**

**Table 9**

<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 2, 2007</td>
<td>The Open Space Preservation Commission recommended to the Plan Commission the selection of a professional consultant to assist in the preparation of the Town's Comprehensive Outdoor Recreation Plan at their regularly scheduled meeting.</td>
</tr>
<tr>
<td>January 3, 2007</td>
<td>The Plan Commission recommended to the Town Board the Open Space Preservation Commission recommendation of the selection of a professional consultant to assist in the preparation of the Town’s Comprehensive Outdoor Recreation Plan at their regularly scheduled meeting.</td>
</tr>
<tr>
<td>January 10, 2007</td>
<td>The Town Board approved the Open Space Preservation Commission and the Plan Commission recommendations for the selection of a professional consultant to assist in the preparation of the Town’s Comprehensive Outdoor Recreation Plan at their regularly scheduled meeting.</td>
</tr>
<tr>
<td>February 12, 2007</td>
<td>The Open Space Preservation Commission and the selected professional consultant, Bonestroo, conducted a Comprehensive Outdoor Recreation Plan preparation kick-off discussion at their regularly scheduled meeting.</td>
</tr>
<tr>
<td>February 26, 2007</td>
<td>The Open Space Preservation Commission reviewed and worked on the work-in-progress Open Space Overlay Map at their regularly scheduled meeting.</td>
</tr>
<tr>
<td>March 26, 2007</td>
<td>The Open Space Preservation Commission reviewed the Town’s base natural base geographic information mapped themes as well as the assembled draft Open Space Overlay Map at their regularly scheduled meeting. The Open Space Preservation Commission adopted the Open Space Overlay Map so that the map could be reviewed and commented on at the up-coming Annual Town Meeting.</td>
</tr>
<tr>
<td>April 10, 2007</td>
<td>The Open Space Preservation Commission’s Open Space Overlay Map was made available for review and comment by those citizens and Town officials attending the Annual Town Meeting.</td>
</tr>
<tr>
<td>April 23, 2007</td>
<td>The Open Space Preservation Commission reviews the Introduction; Mission Statement, Goals &amp; Objectives and Outdoor Recreation Planning Background chapters of the draft work-in-progress <em>Town of Grafton Comprehensive Outdoor Recreation Plan</em> as well as the Plan’s working outline of the entire plan at their regularly scheduled meeting.</td>
</tr>
<tr>
<td>May 29, 2007</td>
<td>The Open Space Preservation Commission, at their regularly scheduled meeting, reviewed the Outdoor Recreation, Outdoor Recreation Recommendations &amp; Implementation and Appendices chapters of the draft work-in-progress <em>Town of Grafton Comprehensive Outdoor Recreation Plan</em> as well as the adoption process. The Open Space Preservation Commission motioned their acceptance of the Town of Grafton Comprehensive Outdoor Recreation Plan and recommended that the Town of Grafton Plan Commission review the Plan and conduct a public hearing regarding the Town of Grafton Comprehensive Outdoor Recreation Plan as well as the Town Board approve the Resolution of the Town of Grafton Town Board Adopting the <em>Town of Grafton Comprehensive Outdoor Recreation Plan</em>.</td>
</tr>
<tr>
<td>June 6, 2007</td>
<td>The Plan Commission held a Public Hearing regarding the draft <em>Town of Grafton Comprehensive Outdoor Recreation Plan</em>. The Plan Commission motioned that having held a public hearing, they concurred with the Open Space Preservation Commission and accepts the <em>Town of Grafton Comprehensive Outdoor Recreation Plan</em> and recommends that the Town of Grafton Town Board approve the Resolution of the Town of Grafton Town Board Adopting the <em>Town of Grafton Comprehensive Outdoor Recreation Plan</em>.</td>
</tr>
<tr>
<td>Date</td>
<td>Event</td>
</tr>
<tr>
<td>--------------------</td>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>June 13, 2007</td>
<td>The Town of Grafton Town Board approves the Resolution of the Town of Grafton Town Board Adopting the Town of Grafton Comprehensive Outdoor Recreation Plan.</td>
</tr>
<tr>
<td>June 24, 2010</td>
<td>Opening of the Town of Grafton Non-Motorized Boat Launch</td>
</tr>
<tr>
<td>July 30, 2011</td>
<td>Opening of Town of Grafton Legacy Trail – Phase 1</td>
</tr>
<tr>
<td>September 14, 2011</td>
<td>The Town of Grafton Town Board approves Ordinance No. 2011-09, Governing the Use of the Town of Grafton’s Multi-Use Trail (see Appendix)</td>
</tr>
<tr>
<td>February 13, 2013</td>
<td>The Town of Grafton Town Board approves the Resolution 2013-04 of the Town of Grafton Town Board Adopting the name “Town of Grafton Legacy Trail” for the multi-use trail (see Appendix)</td>
</tr>
<tr>
<td>November 7, 2013</td>
<td>The Town of Grafton approves funding for a sub-committee to begin work on updating the Town of Grafton Comprehensive Outdoor Recreation Plan.</td>
</tr>
<tr>
<td>February 19, 2014</td>
<td>The sub-committee meets to review all chapters of the Town of Grafton Comprehensive Outdoor Recreation Plan for updates. Recommendations for changes are made, and the updates begin.</td>
</tr>
<tr>
<td>March 26, 2014</td>
<td>The sub-committee meets to review all chapters and their updates of the Town of Grafton Comprehensive Outdoor Recreation Plan.</td>
</tr>
<tr>
<td>May 21, 2014</td>
<td>Public Participation Workshop for Town of Grafton Comprehensive Outdoor Recreation Plan 5-Year Update</td>
</tr>
<tr>
<td>October 15, 2014</td>
<td>The sub-committee meets to finalize the Town of Grafton Comprehensive Outdoor Recreation Plan Update.</td>
</tr>
<tr>
<td>November 1, 2014</td>
<td>Opening of Town of Grafton Legacy Trail - Phase 2</td>
</tr>
<tr>
<td>December 3, 2014</td>
<td>Draft Presentation to the Plan Commission</td>
</tr>
<tr>
<td>December 10, 2014</td>
<td>Draft Presentation to Board of Supervisors</td>
</tr>
<tr>
<td>January 21, 2015</td>
<td>The Open Space Commission approves the Comprehensive Outdoor Recreation Plan 2015 Update</td>
</tr>
<tr>
<td>March 4, 2015</td>
<td>The Plan Commission approves the Comprehensive Outdoor Recreation Plan 2015 Update</td>
</tr>
<tr>
<td>March 11, 2015</td>
<td>Final Approval of the Comprehensive Outdoor Recreation Plan 2015 Update by the Board of Supervisors</td>
</tr>
</tbody>
</table>

Source: Stantec, Town of Grafton Open Space Commission
Outdoor Recreation Inventory & Needs Assessment

The Town of Grafton currently has 27 properties that provide outdoor recreational opportunities to Town residents. The total acreage of these lands is approximately 1.85 square miles, or 10 percent of the Town’s total land mass. Four of these properties, approximately 210 acres, are managed by governmental entities such as Ozaukee County, Wisconsin Department of Natural Resources and the U.S. Fish and Wildlife Services. The remaining 21 properties, approximately 995 acres, are non-public properties and consist of subdivision open space; privately operated equestrian, golf or soccer properties and lands that are under the management of the Ozaukee Washington Land Trust. The details of the properties are provided on Table 10, Town of Grafton Outdoor Recreation Inventory.
## Town Outdoor Recreation Inventory

**Table 10**  
Town of Grafton Outdoor Recreation Inventory

<table>
<thead>
<tr>
<th>Name</th>
<th>Acres</th>
<th>Type</th>
<th>Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lion’s Den Gorge Nature Preserve</td>
<td>79.0</td>
<td>Ozaukee County Park</td>
<td>Scenic Overlook and Vista</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Prairie Area</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Stairway to the Lake Michigan Beach</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Handicap Accessible Picnic Areas</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Parking Area</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Hiking, Walking &amp; Nature Trail</td>
</tr>
<tr>
<td>Grafton Dells</td>
<td>16.8</td>
<td>Private Park/Banquet Facility</td>
<td>Banquet Facilities</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Outdoor Event Areas</td>
</tr>
<tr>
<td>Muttland Meadows</td>
<td>5.3</td>
<td>Non-Profit Dog Park</td>
<td>None</td>
</tr>
<tr>
<td>Ulao Waterfowl Protection Area</td>
<td>44.2</td>
<td>U.S. Fish and Wildlife Service Property</td>
<td>None</td>
</tr>
<tr>
<td>Blue-wing Waterfowl Protection Area</td>
<td>55.3</td>
<td>U.S. Fish and Wildlife Service Property</td>
<td>None</td>
</tr>
<tr>
<td>Wisconsin Department of Natural Resources Site located at the northeast corner of Port Washington Road and Interstate 43</td>
<td>32.7</td>
<td>Wisconsin Department of Natural Resources managed lands due to extensive wetlands</td>
<td>None</td>
</tr>
<tr>
<td>Riverview Gardens Subdivision Open Space</td>
<td>0.7</td>
<td>Homeowners Association Managed Subdivision Open Space</td>
<td>None</td>
</tr>
<tr>
<td>Blanks Crossing Subdivision Open Space</td>
<td>92.8</td>
<td>Homeowners Association Managed Subdivision Open Space</td>
<td>None</td>
</tr>
<tr>
<td>Waterstone Subdivision Open Space</td>
<td>43.0</td>
<td>Homeowners Association Managed Subdivision Open Space</td>
<td>None</td>
</tr>
<tr>
<td>Abbott Woods and Ravine</td>
<td>3</td>
<td>Private; protected with conservation easement</td>
<td>None</td>
</tr>
<tr>
<td>Cedar Heights Gorge</td>
<td>9</td>
<td>Private</td>
<td>None</td>
</tr>
<tr>
<td>Ulao Lowland Forest</td>
<td>342</td>
<td>Private</td>
<td>None</td>
</tr>
<tr>
<td>Woodland Shores Subdivision Open Space</td>
<td>16.0</td>
<td>Homeowners Association Managed Subdivision Open Space</td>
<td>None</td>
</tr>
<tr>
<td>Location</td>
<td>Acres</td>
<td>Owner/Usage</td>
<td>Facilities</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-------</td>
<td>------------------------------</td>
<td>-------------------------------------------------</td>
</tr>
<tr>
<td>Woodland Shores Subdivision Easement</td>
<td>27.1</td>
<td>Private Homeowners Association Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Edgewater Community Park Association</td>
<td></td>
<td>Community Park</td>
<td>Tot Lot, Open Space</td>
</tr>
<tr>
<td>Zaun Fields, Grafton Soccer Club <a href="http://www.graftonsoccerclub.org/content/zaun-field">http://www.graftonsoccerclub.org/content/zaun-field</a> owned by School District of Grafton</td>
<td>7.5</td>
<td>Soccer Club Home Field</td>
<td>Grafton Soccer Club Home Fields, Concession Stand</td>
</tr>
<tr>
<td>Edgewater Golf Course <a href="http://www.edgewatergolfclub.com/">http://www.edgewatergolfclub.com/</a></td>
<td>71.7</td>
<td>Public Golf Course</td>
<td>9 Hole Public Golf Course</td>
</tr>
<tr>
<td>Rendezvous Farms</td>
<td>14.4</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Woodland Oaks Equestrian</td>
<td>63.2</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Ulao Meadows Equestrian</td>
<td>6</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Wallin Equestrian</td>
<td>17.3</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Winterhaven Farm</td>
<td>61.5</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Flying S</td>
<td>29.7</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Grafton Equestrian</td>
<td>14.9</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Korinek’s Lakefield Farm</td>
<td>21.7</td>
<td>Private Equestrian Center</td>
<td>None</td>
</tr>
<tr>
<td>Watts Farm - Ozaukee-Washington Land Trust</td>
<td>105.0</td>
<td>Private Lands Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Hilltop Farm - Ozaukee-Washington Land Trust</td>
<td>112.4</td>
<td>Private Lands Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Ulao Swamp - Ozaukee-Washington Land Trust</td>
<td>54.8</td>
<td>Private Lands Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Uihlein - Ozaukee-Washington Land Trust</td>
<td>10.0</td>
<td>Private Lands Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Meissner - Ozaukee-Washington Land Trust</td>
<td>15.7</td>
<td>Private Lands Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Kurtz Woods State Natural Area - Ozaukee-Washington Land Trust</td>
<td>70.0</td>
<td>Private Lands Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Bratt Woods - Ozaukee-Washington Land Trust</td>
<td>17.5</td>
<td>Private Lands Held in Trust</td>
<td>None</td>
</tr>
<tr>
<td>Non-Motorized Boat Launch</td>
<td>0.5</td>
<td>Town of Grafton</td>
<td>Non-Motorized Boat Launch, Fishing Access</td>
</tr>
</tbody>
</table>
Town of Grafton Legacy Trail

<table>
<thead>
<tr>
<th>Parking</th>
<th>Town of Grafton ROW and/or Access Easements</th>
<th>Multi-Use Trail</th>
</tr>
</thead>
</table>

Source: Ozaukee County Planning Resources and Land Management Department, Ozaukee-Washington Land Trust, U.S. Fish and Wildlife Service, Wisconsin Department of Natural Resources, Marjie Tomter and Stantec

**OUTDOOR RECREATION NEEDS STANDARDS**

The National Recreation and Park Association standards are typically used by communities such as the Town of Grafton when establishing outdoor recreation rule of thumb needs for its citizenry. While not every type of facility is suitable for the Town at this time based on current forecasts and projections, future planners may have a completely different perspective based upon what is occurring in the Town.

**NATIONAL PARK AND OPEN SPACE STANDARDS**

The park and open space planning process begins with the definition and understanding of minimum standards for park and open space facilities. These standards enable a community to determine how well its existing recreational facilities meet the needs of its residents at the present time, as well as to project the future need for such facilities. These standards are usually expressed as a population ratio in terms of the minimum number of acres recommended per 1,000 persons. A community may choose a standard of five acres of "neighborhood park" for each 1,000 residents or select a number of acres that best meets its particular needs. The National Recreation and Park Association (NRPA) have developed a set of recommended park and open space planning standards. It should be pointed out that these standards should be used as a flexible guideline and adapted to the specific needs of the community.

The following is a list of various types of park and open space facilities and their recommended NRPA standards. This list includes a hierarchy of parks and open space facilities based on an area to population ratio and a recommended minimum service area for each type of facility. Generally NRPA, recommends a minimum of 6.25 to 10.5 acres of developed open space per 1,000 population. Some communities add additional acreage per 1,000 in population for additional open space preservation, buffers, and multi-use trail corridors.

**Mini-Park**

These parks are specialized facilities that serve a concentrated or limited population or specific group such as tots or senior citizens.

**Neighborhood Park**

These are the basic units of a park system and typically provide for both active and passive recreation activities. The service area should include the entire adjoining neighborhood. In addition to play apparatus for preschool and school age children, facilities are likely to include open lawn and paved court areas, shelters, wading pools, outdoor ice rinks, and some off-street parking. Trees, open fields, and undeveloped natural areas are also desirable components of neighborhood parks.

**Community Park**

A community park is an area of diverse environmental quality. Community Parks may include areas suited for intense recreational facilities such as athletic complexes and large swimming pools as well as having natural qualities suitable for outdoor recreation, such as walking, viewing, sitting, and picnicking. Desirable facilities in community parks included those listed above in neighborhood parks, along with swimming facilities, lighted ball fields, and tennis courts, a community center, and adequate off-street parking. It is important that community parks be located on or
near major thoroughfares, and also be easily accessible by foot. Landscaping and natural areas are desirable in a community park.

**Special Use Area**
Areas for single-purpose recreational activities such as golf courses, nature centers, marinas, zoos, conservatories, arboreta, display gardens, arenas, outdoor theaters, gun ranges, downhill ski areas, or areas that preserve, maintain and interpret buildings, sites and objects of archeological significance, and non-motorized trail corridors. Also, plazas or squares in or near commercial centers, boulevards, parkways fall under the Special Use Area category. Special Use Areas are further divided into the following four sub-categories:

**Passive-Use Area**
An area primarily designed for picnicking, passive trail use such as hiking, sightseeing, and fishing and other non-organized recreation activities. This type of facility often emphasizes natural settings.

**Active-Use Area**
An area designed primarily for organized or non-organized active recreation of one or more age groups. This type of design may include as its primary feature playfields, playground apparatus, ball fields, active trail use such as snowmobiling, cross country skiing, tennis and/or basketball courts and skate parks to mention a few examples.

**Land-Based Recreation**
Camping, hiking, picnicking and field sports would be examples of these.

**Water-Based Recreation**
Activities requiring the availability of a recreational water supply such as swimming, fishing, boating, waterskiing, and ice-skating are examples of these.

More details are provided in the following Table 11, National Recreation and Park Association Open Space Standards.

### Table 11
National Recreation and Park Association Open Space Standards

<table>
<thead>
<tr>
<th>Component</th>
<th>Use</th>
<th>Service Area</th>
<th>Desirable Size</th>
<th>Acres per 1,000 Population</th>
<th>Desirable Site Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>LOCAL OR CLOSE TO HOME SPACE</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mini-Park</td>
<td>Specialized Facilities that serve a concentrated or limited population or specific group such as tots or senior citizens</td>
<td>Less than ¼ mile radius</td>
<td>1 acre or less</td>
<td>0.25 to 0.5 acres</td>
<td>Within neighborhoods and close to apartment complexes, townhouse development or housing for the elderly</td>
</tr>
</tbody>
</table>
### Neighborhood Park/Playground

- Area for intense recreational activities such as field games, court games, crafts, skating and picnicking; also for wading pools and playground apparatus
- ¼ to ½ mile radius to serve a population up to 5,000 (a neighborhood)
- 15 or more acres
- 1.0 to 2.0 acres
- Suited for intense development; easily accessible to neighborhood population; geographically centered with safe walking and biking access; may be developed as a school park facility.

### Community Park

- Area for diverse environmental quality; may include areas suited for intense recreational facilities; may be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, picnicking, may be combination of the above, depending upon site suitability and community need.
- Several neighborhoods, 1 to 2 mile radius
- 25 or more acres
- 5.0 to 8.0 acres
- May include natural features, such as water bodies and areas suited for intense development; easily accessible to neighborhoods served.

(Total Close to Home Space = 6.25 to 10.5 acres per 1,000 in population)

<table>
<thead>
<tr>
<th>Component</th>
<th>Use</th>
<th>Service Area</th>
<th>Desirable Size</th>
<th>Acres per 1,000 Population</th>
<th>Desirable Size Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>REGIONAL SPACE</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regional/Metropolitan Park</td>
<td>Areas of natural quality for outdoor recreation, such as picnicking, boating, fishing, swimming, camping and trail uses; may include play areas.</td>
<td>Several communities, 1 hour driving time</td>
<td>200 or more acres</td>
<td>5.0 to 10.0 acres</td>
<td>Contiguous to or encompassing natural resources.</td>
</tr>
<tr>
<td>Regional Park Reserve</td>
<td>Areas of natural quality for nature-oriented outdoor recreation, such as viewing and studying nature, wildlife</td>
<td>Several communities, 1 hour driving time</td>
<td>1,000 or more acres, sufficient area to encompass</td>
<td>Variable</td>
<td>Diverse or unique resources, such as lakes, streams,</td>
</tr>
</tbody>
</table>
habitats, conservation, swimming, picnicking, hiking, fishing, boating, camping and trail uses; may include active play areas; generally 80 percent of the land is reserved for conservation and natural resource management, with less than 20 percent used for recreation.

marshes, flora, fauna and topography.

(Total Regional Space = 15.20 acres per 1,000 in population)

<table>
<thead>
<tr>
<th>Component</th>
<th>Use</th>
<th>Service Area</th>
<th>Desirable Size</th>
<th>Acres per 1,000 Population</th>
<th>Desirable Size Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Linear Park</td>
<td>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 (Note: Any activities included for the preceding components may occur in the linear park.)</td>
<td>No applicable standards</td>
<td>Sufficient width to protect the resources and provide maximum use</td>
<td>Variable</td>
<td>Built on natural corridors, such as utility rights-of-way, bluff lines, vegetation patterns and roads that link other components of the recreational system or community facilities, such as schools, libraries, commercial areas and other park areas.</td>
</tr>
<tr>
<td>Special Use</td>
<td>Areas for specialized or single-purpose recreational activities such as golf-courses, nature centers, marina, zoo, conservatories, arboreta, display gardens, arenas, outdoor theaters, gun ranges or downhill ski areas or areas that preserve, maintain and</td>
<td>No applicable standards</td>
<td>Variable depending on desired size</td>
<td>Variable</td>
<td>Within communities.</td>
</tr>
</tbody>
</table>
interpret building, sites and objects of archeological significance; also plazas or squares in or near commercial centers, boulevards and parkways.

| Conservancy | Protection and management for the natural and cultural environment with recreational use a secondary objective. | No applicable standards | Sufficient to protect the resource | Variable | Variable, depending on the resource being protected. |

Source: National Recreation and Park Association, 2002

**PARK SERVICE AREAS**
A park service area is the zone of influence of a park or recreation area. Service areas are usually determined by the average distance users are willing to travel to reach a facility. Although usually expressed in terms of service radius, things such as major traffic arteries and rivers can influence the distance users must travel. A park or recreation area may be unique in the county or region. Where services are not influenced by the other factors, the zone of influence is generally considered as follows:

**Table 12**
Park Service Areas

<table>
<thead>
<tr>
<th>Classification</th>
<th>Coverage Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Play Lot</td>
<td>0 to 1/8 mile radius</td>
</tr>
<tr>
<td>Mini-Parks (tot lots)</td>
<td>0 to 1/4 mile radius</td>
</tr>
<tr>
<td>Neighborhood Parks</td>
<td>1/2 mile radius</td>
</tr>
<tr>
<td>Community Parks</td>
<td>1-1/2 mile radius</td>
</tr>
<tr>
<td>Community Playfields</td>
<td>Entire community</td>
</tr>
<tr>
<td>Municipal Special-Purpose Park</td>
<td>Entire community</td>
</tr>
<tr>
<td>Conservancy Park</td>
<td>Entire community</td>
</tr>
</tbody>
</table>

Source: National Recreation and Park Association, 2002

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

**Urban Forestry**
Urban forestry, which is also referred to as a community forest, is the establishment, monitoring, and management of trees on publicly owned land within the community.
Environmental Corridor
A defined area, usually oriented in a linear pattern along a river or drainage pattern that contains a high concentration of environmentally-significant features such as plant species, wildlife, land forms, and water features.

Multi-Purpose Trail System
A recreational system of trails in a community that meets local trail needs and affords a variety of year-round uses to a wide segment of the population such as hiking, bicycling, jogging, and cross-country skiing.

Open Play Area
A large, turf area usable for a variety of unorganized field sports and leisure activities such as softball, soccer, football and Frisbee and so forth.

PARK CRITERIA

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

Play lot
The area requirements for a play lot usually vary between 2,000 to 5,000 square feet depending upon space available and number of children served. The ideal location for a play lot is the center of a block or apartment area so that small children won’t have to cross-busy thoroughfares. The service area will depend on the density and character of the area in which the play lot is located, but the service area should generally not exceed a one or two block radius.

Mini-Parks
Mini-parks provide open space for passive and some active recreation opportunities within a limited walking distance of primary users. The service area is confined to a sub-neighborhood level from 250-1,250 persons within a one quarter- mile radius. Average area size ranges from 1,000 square feet to one (1) acre. The type of facilities provided should be safe and simple and may include benches, patios, landscaping with trees and shrubs, lighting for a business district, and tot-lot equipment for subdivision areas.

Neighborhood Parks
Neighborhood parks are designed to provide both active and passive short-term recreation activities. The primary user ranges from five (5) to fifteen (15) years of age. However, informal recreation opportunities cater to groups of all ages. The service area of one quarter to one half-mile radius includes the entire neighborhood, with some neighborhood overflow if features are unique. The average neighborhood park serves from 500 to 2,500 people, or one (1) park for every elementary school. Neighborhood parks commonly range from five (5) to ten (10) acres in size.
Neighborhood Playgrounds
The neighborhood playground is the basic unit in a city’s active recreational system. The playground primarily serves the needs of elementary school children and adolescents in the five (5) to fifteen (15) year age group. It may also offer limited use potential for older age groups in a neighborhood. The desirable facilities in a neighborhood playground include play apparatus for school-age children, open space for free play and informal games, areas for field games, multiple-use paved area for court games, and a landscaped buffer strip to protect surrounding areas from playground noise. Optional facilities may include handicraft and quiet game areas, a wading or swimming pool, a shelter house or recreation building with game and clubrooms, an area for lawn games, a picnic area, off-street parking, and lighting for evening use. A playground for preschool children may be provided in a corner of the neighborhood playground site.

The size of a neighborhood playground and its service area vary according to residential densities, existing, and expected future population characteristics of a neighborhood, and the amount of space available. The size of a playground should generally vary between three (3) to eight (8) acres, with five (5) acres as a desirable size. The service area of a playground should not exceed a radius of one-half mile and, it should serve a population of about 3,000 to 5,000 people.

Several preferred locations and desirable access provisions should be considered in locating a neighborhood playground. A playground should adjoin an elementary school, or be located near the center of the neighborhood it serves. The location of, and access to, a playground should not require children to cross major thoroughfares, railroads, industrial or business areas, or other potentially hazardous conditions. Ideally, playgrounds should be accessible by pedestrian paths.

Community Parks
The community park is designed and developed for diversified use and contains facilities not found in a neighborhood park. It serves several neighborhoods or in the case of small communities, it may serve the entire community. The community park should take advantage of natural areas such as lakes, ravines, cliffs, hills, views, woods or undisturbed natural areas. It commonly includes picnic areas, boating, and swimming facilities, winter sports areas, areas for active play, shelters, day-camps, and hiking and nature trails. Specialized uses often found in a community park are a golf course, zoo, botanical garden, amphitheater, museum, and indoor recreational-cultural center. Prime consideration should be given to maintain the passive and natural features of the site when planning and developing active recreation areas within a community park.

The community park should contain a minimum of 25 to 50 acres, with a service radius not exceeding one and one half (1-1/2) miles. An overall guideline of five (5) acres per 1,000 persons, excluding such special areas as golf courses and athletic stadiums should be followed in providing community parkland in a community.

Urban Green space
These types of parks provide passive recreational opportunities and can protect environmental quality and act as land-use buffers. They also help break up development congestion and provide aesthetic quality. Most urban Green space parks contain natural areas such as environmental corridors, woodlands, floodplains, wetlands, wildlife habitat areas, and scenic views. Though no set standard exists, several communities use a ratio of one (1) to two (2) acres per 1,000 in population as a basis to project community demand.

Special-Purpose Parks
This type of park facility emphasizes a chief feature or features, which are unique to the municipality. Examples of
this type of facility include children’s zoos, marinas, fairgrounds, and historical features to mention a few. Due to the varying degree of features these types of parks offer, the age group of users is often widespread. Often the service area of this type of park includes the entire municipality and is sometimes regional as well. No average park size or service area standard exists.

TOWN OUTDOOR NEEDS ASSESSMENT - PUBLIC INVOLVEMENT

TOWN OPEN SPACE COMMISSION SURVEY-2012

As part of the Town of Grafton Comprehensive Outdoor Recreation planning process, a web-based survey was conducted in October of 2012 by the Town of Grafton Open Space Commission. Out of approximately 1550 households, 176 households completed the survey, or approximately 11% of the population in the Town. Of the households that responded, the majority agree that:

- Preserving the rural character of the Town enhances property value
- The preservation of green space and scenic vistas contribute to a higher quality of life in the Town
- Preservation of woodlands and wildlife habitat has a positive impact on the character of the community
- Controlling storm water runoff and protecting wetlands is important
- Preservation of open land through agricultural use is a benefit to the Town
- It is desirable to preserve the majority of large parcels that are currently undeveloped in the Town
- Passive recreational areas, parks, and trails, both on land and through water access, add to the quality of life and enhance property value in the Town
- They support development of passive recreational areas, parks, and trails, both on land and through water access in the Town
- Off-road multi-use recreational trails (used for walking, jogging, biking, dog-walking, showshoeing, cross-country skiing, and/or horseback riding) contribute to a higher quality of life and enhance the value of property in the Town
- Increasing the number of bike paths and bike lanes in the Town would add to the quality of life

Table 13

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>1.1%</td>
</tr>
<tr>
<td>Disagree</td>
<td>2.8%</td>
</tr>
<tr>
<td>Neutral</td>
<td>7.4%</td>
</tr>
<tr>
<td>Agree</td>
<td>31.3%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>57.4%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012
Table 14
Preservation of green space and scenic vistas contribute to a higher quality of life in the Town of Grafton

<table>
<thead>
<tr>
<th>Option</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>1.7%</td>
</tr>
<tr>
<td>Disagree</td>
<td>1.1%</td>
</tr>
<tr>
<td>Neutral</td>
<td>8.0%</td>
</tr>
<tr>
<td>Agree</td>
<td>32.4%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>56.8%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 15
Preservation of woodlands and wildlife habitat has a positive impact on the character of our community

<table>
<thead>
<tr>
<th>Option</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>0.6%</td>
</tr>
<tr>
<td>Disagree</td>
<td>1.7%</td>
</tr>
<tr>
<td>Neutral</td>
<td>5.1%</td>
</tr>
<tr>
<td>Agree</td>
<td>35.8%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>56.8%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 16
Controlling storm water runoff and protecting wetlands is important to me

<table>
<thead>
<tr>
<th>Option</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>1.1%</td>
</tr>
<tr>
<td>Disagree</td>
<td>2.3%</td>
</tr>
<tr>
<td>Neutral</td>
<td>14.8%</td>
</tr>
<tr>
<td>Agree</td>
<td>31.8%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>50.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012
Table 17
Preservation of open land through agricultural use is a benefit to our township

<table>
<thead>
<tr>
<th>Opinion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>1.7%</td>
</tr>
<tr>
<td>Disagree</td>
<td>5.7%</td>
</tr>
<tr>
<td>Neutral</td>
<td>13.6%</td>
</tr>
<tr>
<td>Agree</td>
<td>33.5%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>45.5%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 18
I feel it is desirable to preserve the majority of the large parcels that are currently undeveloped in the Town of Grafton

<table>
<thead>
<tr>
<th>Opinion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>2.3%</td>
</tr>
<tr>
<td>Disagree</td>
<td>8.5%</td>
</tr>
<tr>
<td>Neutral</td>
<td>14.7%</td>
</tr>
<tr>
<td>Agree</td>
<td>30.5%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>44.1%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 19
I am pleased that the Town of Grafton has received a “Bird City-Wisconsin” designation

<table>
<thead>
<tr>
<th>Opinion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>2.3%</td>
</tr>
<tr>
<td>Disagree</td>
<td>1.7%</td>
</tr>
<tr>
<td>Neutral</td>
<td>30.9%</td>
</tr>
<tr>
<td>Agree</td>
<td>25.1%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>40.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012
Table 20
Passive recreational areas, parks, and trails, both on land and through water access, add to the quality of life in the Town of Grafton

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>4.0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>3.4%</td>
</tr>
<tr>
<td>Neutral</td>
<td>8.0%</td>
</tr>
<tr>
<td>Agree</td>
<td>35.2%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>49.4%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 21
Passive recreational areas, parks, and trails, both on land and through water access, add to the quality of life in the Town of Grafton

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>4.0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>6.3%</td>
</tr>
<tr>
<td>Neutral</td>
<td>14.4%</td>
</tr>
<tr>
<td>Agree</td>
<td>35.6%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>39.7%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 22
I support development of passive recreational areas, parks, and trails, both on land and through water access in the Town of Grafton with the understanding that there is NO impact on my property taxes to do this

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>6.3%</td>
</tr>
<tr>
<td>Disagree</td>
<td>6.8%</td>
</tr>
<tr>
<td>Neutral</td>
<td>11.9%</td>
</tr>
<tr>
<td>Agree</td>
<td>35.8%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>39.2%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012
Table 23
Off-road multi-use recreational trails (used for walking, jogging, biking, dog-walking, show-shoeing, cross-country skiing, and/or horseback riding) contribute to a higher quality of life in the Town of Grafton

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>5.7%</td>
</tr>
<tr>
<td>Disagree</td>
<td>5.7%</td>
</tr>
<tr>
<td>Neutral</td>
<td>13.7%</td>
</tr>
<tr>
<td>Agree</td>
<td>34.3%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>40.6%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 24
Off-road multi-use recreational trails (used for walking, jogging, biking, dog-walking, show-shoeing, cross-country skiing, and/or horseback riding) enhance the value of my property

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>6.9%</td>
</tr>
<tr>
<td>Disagree</td>
<td>8.6%</td>
</tr>
<tr>
<td>Neutral</td>
<td>18.9%</td>
</tr>
<tr>
<td>Agree</td>
<td>34.3%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>31.4%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 25
I am aware that the Town of Grafton has begun to develop a multi-use recreational trail.

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>52.8%</td>
</tr>
<tr>
<td>No</td>
<td>47.2%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012
Table 26
Increasing the number of bike paths and bike lanes in the Town of Grafton would add to the quality of life

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>8.0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>10.9%</td>
</tr>
<tr>
<td>Neutral</td>
<td>21.1%</td>
</tr>
<tr>
<td>Agree</td>
<td>30.9%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>29.1%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 27
Increasing the number of bike paths and bike lanes in the Town of Grafton would enhance the value of my property

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree Very Much</td>
<td>7.5%</td>
</tr>
<tr>
<td>Disagree</td>
<td>17.2%</td>
</tr>
<tr>
<td>Neutral</td>
<td>27.6%</td>
</tr>
<tr>
<td>Agree</td>
<td>24.7%</td>
</tr>
<tr>
<td>Agree Very Much</td>
<td>23.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 28
Are there any children living in your household?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>26.9%</td>
</tr>
<tr>
<td>No</td>
<td>73.1%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012
Table 29
Are there any farming or agriculture-related activities present on your property?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>12.0%</td>
</tr>
<tr>
<td>No</td>
<td>88.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 30
Do you or anyone in your household grow your own food on your property in the Town of Grafton?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>43.4%</td>
</tr>
<tr>
<td>No</td>
<td>56.6%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 31
Does anyone in your household do fitness or recreational walking/jogging now or plan to in the future?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>87.9%</td>
</tr>
<tr>
<td>No</td>
<td>12.1%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 32
Does anyone in your household ride bicycles now or plan to in the future?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>72.0%</td>
</tr>
<tr>
<td>No</td>
<td>28.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 33
Does anyone in your household cross-country ski or snowshoe now or plan to in the future?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>42.2%</td>
</tr>
<tr>
<td>No</td>
<td>57.8%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012
Table 34
Does anyone in your household canoe or kayak now or plan to in the future?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>46.8%</td>
</tr>
<tr>
<td>No</td>
<td>53.2%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 35
Does anyone in your household own a horse or participate in horseback riding now or plan to in the future?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>12.6%</td>
</tr>
<tr>
<td>No</td>
<td>87.4%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Table 36
How long have you resided in the Town of Grafton?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Zero to 3 years</td>
<td>12.1%</td>
</tr>
<tr>
<td>4 – 10 years</td>
<td>17.9%</td>
</tr>
<tr>
<td>Over 10 years</td>
<td>69.9%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Outdoor Recreation Plan Survey, Town of Grafton Open Space Commission, October 2012

Ozaukee County Equestrian Survey-2011

In 2011, U-W Extension conducted a survey for Ozaukee County to determine the impact of equine activities in the County. 150 survey responses were tabulated. Surveys were mailed to a list of 4-H participants in the county and the survey was shared by some recipients with other friends whom they thought might be interested. It is only a sampling and by no means represents the total population of horse owners or persons interested in equine-related pursuits in Ozaukee County. Responses were from families, individuals and some horse facility owners. Of the horses in Ozaukee represented by the survey, about one-fourth are kept in the Town of Grafton.

Demand for Trails
98% of the survey responders were interested in having more trails and public areas opened to horseback riding in Ozaukee County. 83% were not satisfied with the current offering of public areas and trails open to horseback riding in Ozaukee.
Economic Impact
136 survey respondents provided data on their annual expenditures in horses. For this group, the total annual estimated expenditures were $1,721,445.00 (One million, seven hundred twenty-one thousand, four hundred and forty-five dollars). Nearly one-million dollars were estimated expenditures in Ozaukee County. The economic impact of the surveyed group is impressive. Considering this represents only a portion of the total number of horse owners and persons with an interest in horses in the county, it is clear that horses in Ozaukee County make a positive contribution to the local economy.

Table 37
2011 Ozaukee County Horse Survey Economic Results

<table>
<thead>
<tr>
<th>Estimated Annual Equine Expenditures</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Spent Overall</td>
<td>$1,721,445.00</td>
</tr>
<tr>
<td>In Ozaukee County</td>
<td>$984,666.54</td>
</tr>
<tr>
<td>In Wisconsin (outside Ozaukee)</td>
<td>$577,889.09</td>
</tr>
<tr>
<td>In Ozaukee &amp; Wisconsin</td>
<td>$1,557,907.73</td>
</tr>
</tbody>
</table>

Source: Ozaukee County Horse Survey, U-W Extension, 2011

TOWN OUTDOOR NEEDS ASSESSMENT - 2005
As part of the Ozaukee County Smart Growth planning process and program, a telephone survey was conducted in March of 2005 by the Center for Urban Initiatives and Research at the University of Wisconsin-Milwaukee. This telephone survey shows that the majority of the Town’s residents believe that they:

- Have a good quality of life
- Favor conservation or cluster development
- Place a priority on constructing additional bike paths and lanes in the Town
- Have mixed feelings on constructing more pedestrian paths to access public open space
- Support the expansion of the Ozaukee County Inter-Urban Trail
- Are willing to spend public monies to maintain public open space in the Town
- Are willing to allocate public monies to preserve the wetlands in the Town
- Agree that that Farmland Preservation is important to the Town
- Desire to preserve Ulao Creek in the Town
- Support new housing developments that include parks and green space or have a park within walking distance to the new development

Selected results from this telephone survey are tabulated below.

Table 38
Town of Grafton Quality of Life

<table>
<thead>
<tr>
<th>Quality of Life</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Excellent</td>
<td>55.8%</td>
</tr>
<tr>
<td>Good</td>
<td>35.5%</td>
</tr>
<tr>
<td>Fair</td>
<td>3.8%</td>
</tr>
<tr>
<td>Poor</td>
<td>1.9%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive
Planning Citizen Advisory Committee

**Table 39**
Desirability of Conservation or Cluster Development Subdivision in the Town of Grafton

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Favor</td>
<td>28.8%</td>
</tr>
<tr>
<td>Favor</td>
<td>36.5%</td>
</tr>
<tr>
<td>Oppose</td>
<td>15.4%</td>
</tr>
<tr>
<td>Strongly Oppose</td>
<td>7.7%</td>
</tr>
<tr>
<td>Need More Information</td>
<td>5.8%</td>
</tr>
<tr>
<td>Don’t Know</td>
<td>5.8%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning Citizen Advisory Committee

**Table 40**
Desirability of More Bike Paths and Bike Lanes in the Town of Grafton

<table>
<thead>
<tr>
<th>Priority</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Priority</td>
<td>38.5%</td>
</tr>
<tr>
<td>Medium Priority</td>
<td>26.9%</td>
</tr>
<tr>
<td>Low Priority</td>
<td>34.6%</td>
</tr>
<tr>
<td>Don’t Know</td>
<td>0.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning Citizen Advisory Committee

**Table 41**
Desirability of More Pedestrian Trails Accessing Public Open Space in the Town of Grafton

<table>
<thead>
<tr>
<th>Priority</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Priority</td>
<td>36.5%</td>
</tr>
<tr>
<td>Medium Priority</td>
<td>21.2%</td>
</tr>
<tr>
<td>Low Priority</td>
<td>42.3%</td>
</tr>
<tr>
<td>Don’t Know</td>
<td>0.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning Citizen Advisory Committee

**Table 42**
Desirability of Expanding the Ozaukee County Interurban Trail in the Town of Grafton

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Favor</td>
<td>71.2%</td>
</tr>
<tr>
<td>Oppose</td>
<td>21.2%</td>
</tr>
<tr>
<td>Don’t know</td>
<td>7.7%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning
### Table 43
**Desirability of Spending Public Monies to Maintain Open Space in the Town of Grafton**

<table>
<thead>
<tr>
<th>Priority</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Priority</td>
<td>42.3%</td>
</tr>
<tr>
<td>Medium Priority</td>
<td>30.8%</td>
</tr>
<tr>
<td>Low Priority</td>
<td>21.2%</td>
</tr>
<tr>
<td>Don't Know</td>
<td>5.8%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning Citizen Advisory Committee

### Table 44
**Desirability of Spending Public Monies to Preserve Wetlands in the Town of Grafton**

<table>
<thead>
<tr>
<th>Priority</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Priority</td>
<td>55.8%</td>
</tr>
<tr>
<td>Medium Priority</td>
<td>23.1%</td>
</tr>
<tr>
<td>Low Priority</td>
<td>15.4%</td>
</tr>
<tr>
<td>Don't Know</td>
<td>5.8%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning Citizen Advisory Committee

### Table 45
**Town of Grafton Citizenry Agreement that Farmland Preservation is Important to the Town of Grafton**

<table>
<thead>
<tr>
<th>Agreement</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>30.8%</td>
</tr>
<tr>
<td>Agree</td>
<td>48.1%</td>
</tr>
<tr>
<td>Disagree</td>
<td>11.5%</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1.9%</td>
</tr>
<tr>
<td>Don't Know</td>
<td>7.7%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning Citizen Advisory Committee

### Table 46
**Desirability of Preserving Ulao Creek in the Town of Grafton**

<table>
<thead>
<tr>
<th>Priority</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Priority</td>
<td>48.1%</td>
</tr>
<tr>
<td>Medium Priority</td>
<td>30.8%</td>
</tr>
<tr>
<td>Low Priority</td>
<td>7.7%</td>
</tr>
<tr>
<td>Don't Know</td>
<td>13.5%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning
Citizen Advisory Committee

Table 47
Desirability of Town of Grafton Residents to Make Sure that New Housing Developments Include Parks and Green Space or Have a Park within Walking Distance

<table>
<thead>
<tr>
<th>Priority</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Priority</td>
<td>69.2%</td>
</tr>
<tr>
<td>Medium Priority</td>
<td>21.2%</td>
</tr>
<tr>
<td>Low Priority</td>
<td>9.6%</td>
</tr>
<tr>
<td>No Opinion</td>
<td>0.0%</td>
</tr>
</tbody>
</table>

Source: Town of Grafton Comprehensive Plan Survey Results, Center for Urban Initiatives, Ozaukee County Southeastern Regional Planning Commission and the Comprehensive Planning Citizen Advisory Committee

PUBLIC VISIONING SESSION

As another means of broadening citizen involvement in the preparation of the Town of Grafton Comprehensive Outdoor Recreation Plan Update, the Open Space Commission held a public visioning session during its planning process. The visioning session was held at the Town Hall on May 21st, 2014 and it had eight Town Residents in attendance and one local newspaper reporter. The purpose of the visioning session was to provide an overview on park and open space planning, provide background information on existing Town park and open space facilities, and to solicit public input relative to current and potential Town parks and natural areas, the Legacy Trail, and other natural resource features in the Town. A summary of comments and suggestions from the visioning sessions is included in Appendix A.

TOWN OUTDOOR RECREATION ADEQUACIES AND DEFICIENCIES

Using the National Recreation and Park Association standards, the Town of Grafton has an adequate amount of some outdoor recreational sites while the Town is deficient it others. Further, when considering the Town of Grafton Comprehensive Plan Survey Results, there appears to be community support for these four National Recreation and Park Association facilities. The four types of National Recreation and Park Association facilities that exist or are needed in the Town are tabulated in Table 23, Town of Grafton Outdoor Recreation Adequacies and Deficiencies.

Table 48
Town of Grafton Outdoor Recreation Adequacies and Deficiencies

<table>
<thead>
<tr>
<th>Component</th>
<th>Adequate or Deficient</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Park</td>
<td>Deficient</td>
<td>The Town’s current population is estimated to be 4,143 and is projected to increase to 4,894 in 2035. The National Recreation and Park Association recommends that a Neighborhood Park serves a population of up to 5,000 and should be centered within the community and served safely by either bicycle or pedestrian connections. For the Town of Grafton, this means that to best serve the Town residents, the Town should consider locating a Neighborhood Park of 15 acres or more North of County Trunk Highway Q / State Trunk Highway 60 and a separate Neighborhood Park of 15 acres or more South of County Trunk Highway Q / State Trunk Highway 60</td>
</tr>
<tr>
<td>Linear Park</td>
<td>Deficient, however</td>
<td>Ozaukee County Inter-Urban Trail transverses the Town, however, the Town has</td>
</tr>
</tbody>
</table>
with a few additions, the Town can adequately provide these types of facilities

<table>
<thead>
<tr>
<th>Special Use Park</th>
<th>Adequate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire Ridge Golf Course, Edgewater Golf Course, Mutlalm Meadows and the Grafton Soccer Club’s Zaun Field are currently located in the Town.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Conservancy Park</th>
<th>Adequate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lion’s Den Gorge Nature Preserve, managed by Ozaukee County; Ulao Waterfowl Protection Area and Blue-wing Waterfowl Protection Areas, managed by the U.S. Fish and Wildlife Service and land owned by the Wisconsin Department of Natural Resources are located in the Town.</td>
<td></td>
</tr>
</tbody>
</table>

Using the National Recreation and Park Association Open Space Standards, Table 11, the Town of Grafton should have somewhere between 21 and 43 acres of local, public close to home outdoor recreation facilities based on the last decennial census. Extrapolating the forecasted population established by the Southeastern Regional Planning Commission, shown in Table 3, Town of Grafton Historic and Forecasted Population, the acreage of local, public close to home outdoor recreation facilities increases to 27 to 45 acres in the year 2010 and 31 to 51 acres by year 2035. Currently, the Town has one local, public close to home outdoor recreation facility, a special use park the Town of Grafton non-motorized boat launch.

Likewise, there are approximately 211 acres of local, public conservancy park located in the Town. Of these 211 acres, 79 acres are managed by Ozaukee County and the remaining 132 are managed by either the U.S. Fish and Wildlife or the Wisconsin Department of Natural Resources. Using the National Recreation and Park Association Open Space Standards, Table 11, the Town of Grafton should have 63 acres of regional public outdoor recreational facilities. Extrapolating the forecasted population established by the Southeastern Regional Planning Commission, shown in Table 3, Town of Grafton Historic and Forecasted Population, the acreage of regional public outdoor recreational facilities increases to 65 acres in the year 2010 and 74 acres by year 2035. Currently, the Town has an adequate supply of regional public outdoor recreational facilities.
Outdoor Recreation Recommendations & Implementation

OUTDOOR RECREATION PLAN MAP
The Town of Grafton Open Space Preservation Overlay Map is the Town of Grafton’s Comprehensive Outdoor Recreation Plan Map. This Open Space Preservation Maps shows ten types of outdoor recreation suitable land uses throughout the Town as well as an area that has the potential of needing a passive park. These recreational and open space land uses are as follows.

PROPOSED & PRIVATE OPEN SPACE, ENVIRONMENTAL CORRIDORS, WETLANDS AND DRAINAGE-WAYS
This category includes areas recommended for both proposed public and private open space uses. The provision of additional open space is considered a major priority of the town’s planning program. The areas indicated could become either major additions to existing open space or serve as linear connections between large areas of open space. Significant areas along the Milwaukee River and its major tributaries and areas adjacent to many of the existing open space lands are indicated as being included in the town-wide open space system, outlined by the Southeastern Wisconsin Regional Planning Commission’s Environmental Corridors located along Ulao Creek, the Milwaukee River, Cedar Creek, Mole Creek, and the Southeastern Wisconsin Regional Planning Commission’s Isolated Resource Natural Areas.

This category also includes a number of private land holdings. Examples of these properties are: Zaun Field, Blanks Crossing Subdivision Open Space, Woodland Shores Conservation Subdivision, and Waterstone Subdivision Open Space. Although these areas may not be generally accessible to the public, they do provide a number of open space functions and the plan recommends connecting them to other open space areas when feasible and desired by subdivision residents.

These lands include areas providing visual open space and community separation, preserving important woodlands and wetlands, protecting critical wildlife habitats, and offering important scientific, cultural, and educational opportunities to the residents of the greater Town of Grafton. It is important that the Town cooperate with the various owners of these lands in their proper maintenance and management whenever feasible and practical.

The remaining wetlands in the town are an important element of the open space system. Traditionally, wetlands have been looked upon as unsightly and having no value unless drained. In more recent years, it has been recognized that wetlands provide important water recharge and cleansing functions. These functions become increasingly important as populations increase and development occurs throughout southeastern Wisconsin. It is imperative that the town’s remaining wetlands be protected.

The plan recognizes that very little of the land identified in this category is available, appropriate, or within the means of the town to acquire. It is recommended the open space system be preserved as homeowner association properties and out-lots; as conservation easements, or if appropriate, as private open space. The areas indicated are important open space linkages, especially in the rural areas and often have development limitations, such as flooding or poor soils, so these lands can often be preserved if development occurs.

The Open Space Preservation Overlay Map indicates areas for potential future open space in the form of large tracts linear greenways. While the areas indicated are a significant increase in the town’s existing open space, it is not intended to limit the locations or amount of open space that could be achieved within the Town. This proposed open space armature can easily be expanded as additional natural, recreational, or natural resource management sites and connecting greenways become available.
SPECIAL USE PARK
The Town non-motorized boat launch is located on the Milwaukee River. Access to the Launch’s five car parking lot is off of CTH O at the northern limits of the Town. The parking lot’s impervious area drains to a rain garden for water quality protection. Milwaukee River Canoe Launches offer access to the river, its shoreline fishing and trail connections to the nearly 75 mile long Milwaukee River as it winds its way through the Town of Grafton.

EXISTING PRESERVED PRIVATE OPEN SPACE & PRIVATE PARKS
Existing Preserved Private Open Space and Private Parks in the Town of Grafton are those lands that are part of the Ozaukee Washington Land Trust. The Ozaukee Washington Land Trust’s mission is to protect and preserve the natural areas, open spaces and rural character of Ozaukee and Washington Counties using conservation, education and outreach techniques. Examples of these properties include the Grafton Dells, Muttland Meadows, portions of the Woodland Shores Subdivision Open Space, and a section of the Ulao Creek and Swamp.

EXISTING PUBLIC OPEN SPACE
These lands are those open space regions that are publicly owned and managed. Existing Public Open Space in the Town include Lion’s Den Gorge Nature Preserve managed by the Ozaukee County Parks Department, Ulao Waterfowl Protection Area and the Blue-wing Waterfowl Protection Area managed by the U.S. Fish and Wildlife Service, a Wisconsin Department of Natural Resources owned property and the Riverview Gardens Subdivision Open Space. Currently, these properties provide passive outdoor recreational opportunities to Town residents.

GOLF COURSES
The Town of Grafton is served by two golf courses, Fire Ridge Golf Course and Edgewater Golf Course. The 18 hole Fire Ridge Golf Course was constructed in 1994 and has been a qualifying site for the Milwaukee Open as well as being a qualifying site for the Wisconsin State. The 9 hole Edgewater was constructed in 1963 and is considered to have all of the hallmarks of a typical Wisconsin 9-hole golf course.

EQUESTRIAN CENTERS
A number of large equestrian centers are located mainly in the southern half of the Town. These equestrian centers have to potential of being origins and destinations for horseback riders in the Town. These equestrian centers currently serve as a connecting piece between agriculture and the suburbanization of the Town.

LANDFILL
Landfills, consisting of the We-Energies Fly Ash and Denow landfills provide potential future open space. The Town of Grafton Open Space Preservation Overlay Maps suggests that these sites reclamation plans should be prepared in such a way that when the activities currently occurring on the sites cease, they are reclaimed as open space and may be suitable for passive outdoor recreational facilities.

LINEAR RECREATIONAL FACILITIES
A number of potential Linear Recreational Facilities are located in the Town. These facilities include pedestrian, non-motorized, motorized and water routes.

Bicycle Route can consist of bicycle lanes, shared use paths or signed shared roadways designated by the Town. In the Town, the bicycle route along Green Bay Road, Lakeland Road, Lakeshore Road, Ulao Parkway and Ridgewood Road is meant to be a combination of bicycle lanes, where warranted, and signed shared roadways.

Ozaukee County Interurban Trail is a roughly 32 mile long non-motorized multi-use trail in Ozaukee and Sheboygan Counties. The Ozaukee County Interurban Trail has been constructed on the bed of the former
Milwaukee Electric Railway, an interurban passenger railway, which ran from Sheboygan to Milwaukee. The southern end of the trail is at Brown Deer Road in Brown Deer, and its northern end is at Cedar Grove in Sheboygan County. The trail travels through the cities, villages and towns (listed from south to north) of Brown Deer, Mequon, Thiensville, Cedarburg, Grafton, Port Washington, Belgium, Holland and Cedar Grove. Typical uses along the trail include non-motorized travel, such as bicycling, rollerblading, cross-country skiing, jogging and bird watching.

**The Town of Grafton Legacy Trail** is a multi-use path for non-motorized travel by hikers, horseback riders, snow-shoers and cross country skiers. The goal of the Multi-Use Legacy Trail is to allow and encourage Grafton residents to engage in recreational activities and enjoy the unique, natural beauty of the Town. The Legacy Trail will also connect a number of equestrian centers located within the Town of Grafton. Currently, the Legacy Trail is the only public trail open to horseback riding in Ozaukee County. In addition, this natural trail will provide safe, off-road walking and recreation paths for residents, as the majority of the Town lacks sidewalks for pedestrians. Phase I of the trail was constructed in 2011 and Phase II will be completed in 2014. Both projects were funded in part by a grant from the WDNR.

**Rustic Road** implements the Wisconsin established the Rustic Road program established in 1973 to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads. Unique brown and yellow signs mark the routes of all officially-designated Rustic Roads. These routes provide bikers, hikers, and motorists an opportunity to leisurely travel through some of Wisconsin's scenic countryside.

To qualify for the Rustic Road program, a road:

- Should have outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas which singly or in
Combination uniquely set this road apart from other roads:

- Should be a lightly traveled local access road, one which serves the adjacent property owners and those wishing to travel by auto, bicycle, or hiking for purposes of recreational enjoyment of its rustic features.
- Should not be scheduled nor anticipated for major improvements which would change its rustic characteristics.
- Should have, preferably, a minimum length of 2 miles and, where feasible, should provide a completed closure or loop, or connect to major highways at both ends of the route.

Further, a Rustic Road may be dirt, gravel or paved road. It may be one-way or two-way. It may also have bicycle or hiking paths adjacent to or incorporated in the roadway area.

The maximum speed limit on a Rustic Road has been established by law at 45 mph. A speed limit as low as 25 mph may be established by the local governing authority.

**ACTION PROGRAM & CAPITAL IMPROVEMENT SCHEDULE**

The acquisition program and capital improvement schedule consists of three sections. These sections are acquisition, development and the capital improvement schedule. The action program and improvement schedule are intended to assist the Town in providing park development consistent with the Comprehensive Outdoor Recreation Plan as well as establishing a variety of outdoor recreation opportunities for Town residents and connecting in the individual geographic areas of the Town with parks, trails and destinations.

The acquisition program and capital improvement schedule provide for the following types of outdoor recreational facilities:

- Neighborhood Park
- Multi-Use Trail
- Paved Pedestrian/Bicycle Trail
- Town Trail Signage System
- Open Space Acquisition

**Acquisition**

Acquire additional parkland to support future needs. The Town is proposing to acquire 5-10 acres in the southern portion of the Town for neighborhood park purposes. This parcel could be adjacent to existing environmental corridor land, and should provide public access from an existing roadway. The estimated value of undeveloped land is $22,000 to $34,000 per acre as estimated by the Arnold Marketing Group in April of 2007. The total acquisition cost for this parcel is estimated at $110,000 to $340,000. The Town is proposing to acquire the property needed to construct the proposed 15.3 mile multi-use trail system at a cost of $506,000-$782,000 (23 acres). The Town is also proposing to purchase 14.71 acres of open space throughout the Town at a cost of $323,620-$500,140.

**Development**

The Town is proposing the following park and recreation development projects to serve the Town residents:

**Legacy Trail**, this multi-use trail system will offer non-motorized recreation trail opportunities for uses such as hiking, jogging, equestrian, cross-country skiing, and snowshoeing. The proposed total distance of this trail in the Town is 80,653 feet, or 15.3 miles. Trail construction costs may include site preparation, erosion and sediment control, clearing and grubbing, ditch and waterway crossings, intersection treatments, and mowed grass or woodchip surfaces. The trail corridor is typically 10 to 15 feet wide and vertical clearing of 12 to 15 feet high. Estimated cost for construction is $2 to $5 per lineal foot of trail, depending on site conditions, level of improvement, and access. This...
cost does not include land easement or acquisition costs. Approximately 1.1 miles are constructed by Phase I and II projects.

**Paved Pedestrian/Bicycle Trail System**, the paved pedestrian and bicycle trail system will offer year-round trail opportunities for recreation and non-motorized transportation purposes. Uses allowed on this trail will include walking, jogging, running, bicycling, roller-blading, and roller-skiing. The proposed total distance of this trail in the Town is 54,874 lineal feet, or 10.4 miles. This trail will connect Lime Kiln Park, Lion’s Den Gorge Nature Preserve and the Ozaukee County Interurban Trail along Green Bay Road, Lakefield Road (County Trunk Highway T), Lake Shore Road and Ulao Parkway. Trail construction costs will include site preparation, erosion and sediment control, clearing and grubbing, ditch and waterway crossings, intersection treatments, and trail construction consisting of compacted crushed stone aggregate base and asphalt pavement surface. The trail corridor is typically 18 to 25 feet wide and vertical clearing of 10 feet with a trail width of 8 to 10 feet. Estimated cost of construction is $25 to $35 per lineal foot, depending on site conditions, level of improvement, and access. This cost does not include land easement or acquisition costs.

**Neighborhood Park**, the Plan indicates the need for a neighborhood park, 5 to 10 acres in size to serve the southern portion of the Town. This park will be primarily passive in recreation use; with some allocation of the site for active recreation in the future if the Town so chooses to provide these recreation opportunities. The park will consist of an entrance on a local roadway, parking lot to serve approximately 5 to 10 vehicles, shelter building, restrooms, playground areas for 2-5 year and 5-12 year age groups, open mowed lawn areas for picnic functions or group play activities, and hiking trails. The park could be expanded in the future to include some active recreation uses such as softball, soccer and volleyball. These active recreation fields would not include lighting.

Acquisition costs for 5 to 10 acres of land currently zoned agricultural in the Town is estimated at $22,000 to $34,000 per acre as estimated by the Arnold Marketing Group in April of 2007. Development costs for this type of park vary from $15,000 to $50,000 per acre, depending on site conditions, level of improvement and project phasing.

**Town Trail Sign System**, the plan calls for a Town wide plan to provide trail users with direction, information, and awareness and educational opportunities. The plan will identify opportunities for trail head stations, directional signs, and environmental education signs. Estimated costs for trail head signs are $1,500.00, directional signs $250,
and environmental education signs $500 to $750 each.

**Capital Improvement Schedule**

The capital improvement schedule for the *Town of Grafton Comprehensive Outdoor Recreation Plan* is prioritized by the following time periods and shown in Table 24, Outdoor Recreation Capital Improvement Schedule.

- **Short Term** – within the next 5 years, or before the year 2020
- **Mid Term** – within the next 5 to 15 year, or between the year 2020 and 2035
- **Long Term** – over 15 years into the future, or after 2035

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Source: Town of Grafton Open Space Commission

**Operation & Maintenance**

The Town of Grafton will be acquiring and developing land for park, open space and trail purposes. The Comprehensive Park and Open Space Plan outlines the plan for acquisition and development of these facilities. It is important for the long term success and sustainability of these lands that the Town institutes a plan for operations and maintenance. Proper land management will demonstrate stewardship for these lands, and ensure that the lands and facilities are safe, appropriate for the intended uses, and attractive for the users.

Operational and Maintenance guidelines can be developed that assign maintenance practices on the basis of type of facility. The Town currently maintains the Legacy Trail and non-motorized boat launch through volunteers. The Town will have three additional types of facilities to operate and maintain:

- Neighborhood Park
- Paved Pedestrian/Bicycle Trail
- Town Trail Signage System

**Neighborhood Park**

Typical operational considerations are regulatory signage to post Town hours of operation, rules and regulations, and fees, if any. The Town may also wish to post information about Town activities at the park, and at other locations and destinations in the Town. Maintenance includes paths and trails, mowed lawn use areas, playground equipment annual inspection and maintenance, shelter building inspection and maintenance, regular and frequent cleaning and trash removal, parking lot and drive surface maintenance, noxious weed and invasive species control, and natural area management.

Estimated annual costs: $1,000 to $1,500/acre
LEGACY MULTI-USE TRAIL
Typical operational considerations are regulatory signage to post Town hours of operation, rules and regulations, and fees, if any. As resources allow, annual maintenance would include trail surface repairs, mowing trail and shoulders, replacement of wood chips, repair of wash outs, vegetation pruning, regular and frequent trash pickup, noxious weed and invasive species control, and natural area management. If the trail includes amenities such as benches, shelters, trash containers, these should be inspected regularly. The Town will seek to partner with volunteers and volunteer organizations for future trail development and maintenance.

Estimated annual costs: $750 to $1,000/mile

PAVED PEDESTRIAN/BICYCLE TRAIL
Typical operational considerations are regulatory signage to post Town hours of operation, rules and regulations, and fees, if any. Annual maintenance would include trail pavement surface and grass shoulder repairs, mowing trail shoulders, pavement striping, asphalt crack filling after 5 to 7 years, asphalt patching and repair after 7-15 years, asphalt reconstruction after 12-15 years, vegetation pruning, repair of wash outs, regular and frequent trash pickup, noxious weed and invasive species control, and natural area management. If the trail includes amenities such as bicycle racks, benches, shelters, trash containers, these should be inspected regularly.

Estimated annual costs: $2,500/mile

CANOE LAUNCH
Typical operational considerations are regulatory signage to post Town hours of operation, rules and regulations, and fees, if any. Annual maintenance would include canoe launch inspection and repairs, access path maintenance, lawn mowing, noxious weed and invasive species control, parking and drive asphalt maintenance, and river bank stabilization maintenance. If the launch includes amenities such as benches, shelter, trash containers, these should be inspected regularly.

Estimated annual costs: $2,500 to $3,500/site

TOWN TRAIL SIGNAGE SYSTEM
Typical trail signage system operational considerations are regular inspection and documentation of sign condition, repair and replacement due to vandalism, and updating information as needed on an annual basis. Inspect trail signage on a monthly basis. This maintenance item can be included in the annual operational and maintenance budget for the trail system.

Estimated annual costs: $100 to $150/mile

FUNDING PROGRAMS & MECHANISMS
Primary sources of grant funds for the acquisition and development of outdoor recreation sites and the development of trails and bikeways in Town of Grafton are described in the following sections.

The Knowles-Nelson Stewardship Program was established by the Wisconsin Legislature in 1989 for a ten-year period. The program was renewed for an additional ten years as part of the 1999-2001 Wisconsin State Budget. The goals of the Stewardship Program are to protect and restore nature-based outdoor recreation areas and areas having scenic or ecological value. Nature based can best be described as activities where the primary focus or purpose is
the appreciation or enjoyment of nature. The Stewardship Program is financed through the issuance of general obligation bonds and is expected to distribute about $60,000,000 annually through the 2011-13 Biennial Budget. The Wisconsin Department of Natural Resources (WDNR) administers the Stewardship Program. The Stewardship Program is an umbrella for a number of subprograms, each with its own goals, priorities, and criteria, which are summarized below. Projects submitted for grants under the Stewardship Program must be included in a locally-adopted park plan.

**AIDS FOR THE ACQUISITION AND DEVELOPMENT OF LOCAL PARKS (ADLP)**

The ADLP program is a regional allocation program which provides up to 50 percent matching grants to local and county units of government and nonprofit conservation organizations (NCOs) to provide assistance for the acquisition and development of local and county parks. NCOs can use these funds for the acquisition of land or easements only. County and local governments may use ADLP funds for the purchase of land and easements and the development of outdoor recreation areas for nature-based outdoor recreation purposes. The application deadline is May 1 of each year.

**Urban Green Space (UGS)**

The Urban Green space program is a State-wide program which provides up to 50 percent matching grants to local and county units of government and NCOs to acquire or protect scenic, ecological, or other natural features within or near urban areas and provide land for nature-based outdoor recreation, including noncommercial gardening. These funds can be used for the acquisition of land only. The application deadline is May 1 of each year.

**Urban Rivers (URGP)**

The Urban Rivers program is a State-wide program which provides up to 50 percent matching grants to local and county units of government and nonprofit conservation organizations (NCOs) to purchase land or easements, or to develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas. This program is intended to preserve or restore urban rivers or riverfronts for the purpose of revitalization and nature-based outdoor recreation activities. NCOs can use these funds for the acquisition of land or easements only. The application deadline is May 1 of each year.

**Acquisition Of Development Rights**

The Acquisition of Development Rights program is a State-wide program which provides up to 50 percent matching grants to local and county units of government and NCOs to acquire development rights (conservation easements) in areas where restrictions on residential, commercial, or industrial development would help protect natural, agricultural, or forestry values and enhance nature-based outdoor recreation. The application deadline is May 1 of each year.

**The Land and Water Conservation Fund (LWCF)** program was established by the U.S. Congress in 1964 to provide funding for the acquisition of land for park or open space preservation purposes and the development of outdoor recreation facilities. In Wisconsin, LWCF funds are administered by the WDNR. Up to 50 percent of project costs are eligible for funding under this program. Usually, each fiscal year Congress has allocated approximately $1,000,000 to the State of Wisconsin. A portion of this amount is available to local and county units of government for the acquisition of land and the development of parks and trails. The “nature-based” restriction in the Stewardship Program does not apply to LWCF funds. The application deadline is May 1 of each year.

**The Recreational Trails Act (RTA)** grant program provides funds through the transfer of Federal gas taxes paid on fuel used by off-highway vehicles. These funds are used to develop and maintain recreational trails and trail-related facilities for both motorized and non-motorized trail uses. The program is administered by the WDNR. Funds are available to county and local units of government, State and Federal agencies, school districts, and qualified trail organizations. In previous fiscal years, approximately $1,000,000 is available for matching grants for up to 50 percent
of the cost of a recreational trail project are available. The application deadline is May 1 of each year.

**Transportation Alternatives Program (TAP):** the purpose of TAP is as follows:

TAP provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways. The following entities are eligible TAP sponsors: local governments; regional transportation authorities; transit agencies; natural resource or public land agencies; school districts, local education agencies, or schools; tribal governments; other local or regional government entities with responsibility for oversight of transportation.

**The Urban and Community Forestry Grant Program,** administered by the DNR, distributes $600,000 annually statewide. The program provides grants of up to 50 percent to county and local units of government and nonprofit conservation organizations for urban forestry activities. Eligible activities include development of an urban forestry plan or urban open space program, development of a tree ordinance, development of a public awareness program, conducting street tree inventories, and tree planting and maintenance. Reimbursement is limited to $25,000 per project. The application deadline is October 1 of each year.

**The River Protection Grant Program,** administered by the DNR, is intended to protect or improve rivers and natural river ecosystems, including water quality, fisheries habitat, and natural beauty. $300,000 is distributed annually statewide. The program includes the following two subprograms:

**River Planning Grants**

This program provides grants of up to 75 percent to county and local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include river organization development, educational efforts, assessments of water quality and aquatic life, and non-point source evaluations. Reimbursement is limited to $10,000 per project. The application deadline is May 1 of each year.

**River Management Grants**

This program provides grants of up to 75 percent to county and local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include purchase of land or easements, development of local ordinances, and restoration of in-stream or shoreland habitat. Reimbursement is limited to $50,000 per project. The application deadline is May 1 of each year.

The Wisconsin Department of Natural Resources as a number of lake related grant programs. Theses grant programs include the following programs.

**Lake Protection Grants**

The lake protection program provides grants of up to 75 percent, to a maximum of $200,000, to protect or restore lakes and their ecosystems. Local and county units of government, tribal governments, lake and sanitary districts, nonprofit conservation organizations, and certain lake associations are eligible for this program. Eligible activities include the acquisition of land or conservation easements to protect lake water quality, the restoration of wetlands tributary to a lake, the development of ordinances to protect water quality, and lake improvement projects included in a DNR-approved lake management plan. The application deadline is May 1 of each year.

**Lake Planning Grants**

The lake planning program provides grants of up to 75 percent, to a maximum of $10,000, for the preparation of lake
management plans and for gathering and analyzing lake-related information. Local and county units of government, lake and sanitary districts, nonprofit conservation organizations, and certain lake associations are eligible for this program. There are two application periods; the application deadlines are February 1 and August 1 of each year.

**Recreational Boating And Facilities (RBF)**

The recreational boating and facilities is a State program intended to encourage the development of recreational motorized boating facilities. The program provides up to 50 percent matching grants to local and county units of government and lake districts for projects such as boat ramps and piers and support facilities such as parking lots and restrooms. Initial dredging and construction of bulkheads and breakwaters may also be eligible for funding. The Wisconsin Waterways Commission awards RBF grants. Applications can be submitted at any time.

**Sport Fish Restoration Act (SFR)**

Sport Fish Restoration Act is a Federal program intended to support restoration of sport fishing habitat and to provide facilities for public access to sport fishing areas, including piers and boat landings. The program provides up to 75 percent matching grants to county and local units of government to develop fishing piers and public boating access sites. Applications can be submitted at any time.

**Moving Ahead For Progress In The 21st Century Act (MAP-21)**

On July 6, 2012, President Obama signed into law P.L. 112-141, the Moving Ahead for Progress in the 21st Century Act (MAP-21). Funding surface transportation programs at over $105 billion for fiscal years (FY) 2013 and 2014, MAP-21 is the first long-term highway authorization enacted since 2005. MAP-21 represents a milestone for the U.S. economy – it provides needed funds and, more importantly, it transforms the policy and programmatic framework for investments to guide the growth and development of the country’s vital transportation infrastructure.

MAP-21 creates a streamlined, performance-based, and multimodal program to address the many challenges facing the U.S. transportation system. These challenges include improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery.

MAP-21 builds on and refines many of the highway, transit, bike, and pedestrian programs and policies established in 1991. This summary reviews the policies and programs administered by the Federal Highway Administration. The Department will continue to make progress on transportation options, which it has focused on in the past three years, working closely with stakeholders to ensure that local communities are able to build multimodal, sustainable projects ranging from passenger rail and transit to bicycle and pedestrian paths.

MAP 21 replaced the former SAFE, ACCOUNTABLE, FLEXIBLE, EFFICIENT TRANSPORTATION EQUALITY ACT: A LEGACY FOR USERS (SAFETEA-LU) (FORMERLY TEA-21 & ISTEA).c

In Wisconsin the MAP -21 program is administered by the Wisconsin Department of Transportation WisDOT. The Transportation Alternatives Program (TAP) is a comprehensive federal funding category that was created pursuant to MAP-21, which was in effect as of October 1, 2012.

TAP incorporates the following three WisDOT multi-modal transportation improvement programs: Safe Routes to School (SRTS); Transportation Enhancements (TE); and The Bicycle & Pedestrian Facilities Program (BPFP).

WisDOT previously administered these programs as three distinct federal funding categories based upon the statutory requirements of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, as well as previous federal transportation legislation. Moving forward, WisDOT will accept applications and select TAP projects in a single award cycle, thereby streamlining the application process and aligning multi-modal program
administration with other federal transportation improvement programs. Sponsors must provide at least a 20% local match for TAP projects, including SRTS activities. Metropolitan Planning Organizations (MPOs) in areas with populations over 200,000 will select TAP projects through a separate competitive funding process.

The Federal Highway Administration (FHWA) has confirmed that projects that fall within the following categories are eligible to receive TAP funding:

- Construction, planning, and design of on-road and off-road trail facilities for pedestrians, bicyclists, and other non-motorized forms of transportation.
- Construction, planning, and design of infrastructure-related projects and systems that will provide safe routes for non-drivers.
- Conversion and use of abandoned railroad corridors for trails for pedestrians, bicyclists, or other non-motorized transportation users.
- Construction of turnouts, overlooks, and viewing areas.
- Community improvement activities, including:
  - Inventory, control, or removal of outdoor advertising;
  - Historic preservation and rehabilitation of historic transportation facilities;
  - Vegetation management practices in transportation rights-of-way to improve roadway safety, prevent against invasive species, and provide erosion control;
- Archaeological activities.
- Any environmental mitigation activity.
- The recreational trails program.
- The Safe Routes to School (SRTS) program.
- Planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

Potential sponsors and other interested parties should contact WisDOT for more information on TAP funding eligibility guidelines. Examples of ineligible projects include: transportation museums; acquisition of scenic easements; and bicycle-pedestrian safety and education activities that do not meet the federal SRTS eligibility guidelines.

Non-profit agencies cannot sponsor TAP projects, although WisDOT encourages private partnership with eligible sponsors such as local governments and school districts. Natural resource agencies such as the Wisconsin Department of Natural Resources remain eligible to sponsor TAP projects. Other state agencies, such as WisDOT, are not eligible sponsors pursuant to MAP-21 requirements.

WisDOT continues to collaborate with FHWA to ensure that TAP projects are selected and administered in compliance with applicable federal requirements. The Department anticipates making TAP applications available at the end of October 2013, with awards announced in calendar year 2014.

HAZARD ELIMINATION PROGRAM
This program provides up to 90 percent matching grants and focuses on projects to improve the safety of locations that have a documented history of crashes. Bicycle and pedestrian projects are eligible for this program.

ADDITIONAL FUNDING SOURCES

National Fish and Wildlife Foundation Grant Programs - both large and small scale grants to fund a wide range of protection and enhancement projects.

National Park Service Urban Park and Recreation Recovery (UPARR) grants fund up to 70
percent with an award of $1,000,000 as a maximum for the cost of projects rehabilitating existing indoor and outdoor recreational facilities and/or demonstrating innovative ways to enhance park and recreational opportunities at the neighborhood level. The UPARR grants are available to “physically or economically distressed” neighborhoods or communities.

**National Wild Turkey Federation** - funds projects to enhance habitat for wild turkeys and to promote associated outdoor recreational opportunities.

**North American Wetlands Conservation Act (NAWCA)**, standard grant program provides matching funds up to 50 percent of the project, $1,000,000 maximum, and encourages partnerships, through 10-year agreements, among public and private entities to conserve and manage wetlands for migratory bird use.

**North American Wetlands Conservation Act (NAWCA)** small grants provide financial assistance up to 50 percent matching (up to $50,000) for acquisition, creation, enhancement, and/or restoration of wetlands.

**NRCS Farmland Protection Program (FPP)** grant provides up to 50 percent of the purchase cost for easements for 30 years or longer on eligible farmland with the intent to keep productive farmland in agricultural use. The FPP is available to states, tribes, local governments and non-profits.

**Ruffed Grouse Society Management Area Program (MAP)** is a grant that provides funding for projects designed to improve habitat for ruffed grouse and woodcock, including forestry practice consultation.

**Turner Foundation Grants** can be applied for in support of advocacy efforts and providing staff resources for the promotion of conservation and preservation practices.

**Wisconsin Coastal Management Program (WCMP)** matches between 50 to 75 percent for studies, planning, outreach, wetland restoration, greenway and buffer acquisition, access enhancement, contaminated site clean-up, stormwater control and other projects designed to protect and restore coastal resources on Wisconsin Great Lakes shorelines.

**Milwaukee Metropolitan Sewerage District (MMSD) GreenSeams Program** is designed as a green infrastructure program that works to protect lands that help mitigate downstream flooding, sediment loss and pollution. By storing and draining water into the ground naturally, Greenseams helps prevent future flooding and water pollution while supporting and protecting MMSD’s structural flood management projects - infrastructure investments worth hundreds of millions of dollars. Greenseams is an innovative flood management program that permanently protects key lands containing water absorbing soils. The program makes voluntary purchases of undeveloped, privately owned properties in areas expected to have major growth in the next 20 years and open space along streams, shorelines and wetlands.

In 2013 MMSD expanded their program into the northern reaches of the Milwaukee River Watershed including the Town of Grafton. There will be opportunities for the Town to partner with OWLT and others to apply for stewardship funds to protect lands in the Town.

**UPDATING & AMENDING THE COMPREHENSIVE OUTDOOR RECREATION PLAN**

Every five years, the Town of Grafton will need to update its Comprehensive Outdoor Recreation Plan to maintain its eligibility to apply for Land and Water Conservation Funds (LWCF), Recreation Trails Act (RTA) or the Knowles-Nelson Stewardship Program matching grants to acquire or develop land or easements for public trails, parks and
outdoor recreation. It is anticipated that this document will be completed, adopted by the Grafton Town Board and evaluated and accepted by the WDNR Community Services Specialist sometime in 2014 making this Comprehensive Outdoor Recreation Plan effective from 2015 to 2020.

A prerequisite for applying for Land and Water Conservation Funds (LWCF), Recreation Trails Act (RTA) or the Knowles-Nelson Stewardship Program matching grants to acquire or develop land or easements for public trails, parks and outdoor recreation is to have a current local comprehensive outdoor recreation plan that has been adopted by the Town and submitted to the Wisconsin Department of Natural Resources review and approval. Land and Water Conservation Funds (LWCF), Recreation Trails Act (RTA) or the Knowles-Nelson Stewardship Program grant applications from the Town must be for projects specifically referenced in the *Town of Grafton Comprehensive Outdoor Recreation Plan*. If not, the *Town of Grafton Comprehensive Outdoor Recreation Plan* must be amended to include the specific reference for which the matching grant is being made for.

Whenever it is in the public necessity, convenience, general welfare, or good outdoor recreation planning requires, the Town of Grafton Town Board by ordinance may amend the *Town of Grafton Comprehensive Outdoor Recreation Plan*. In order to provide future continuity within the comprehensive outdoor recreation planning process, any amendment, change or supplement of the *Town of Grafton Comprehensive Outdoor Recreation Plan* will be reviewed and recommended by the Town Open Space Preservation Commission to the Town Board through the Town Plan Commission.

These amendment requests may be initiated by the Town Board, the Town Plan Commission, or by a petition of one or more of the property’s owners or lessees with written permission of the current property owner of the property within the area proposed to be changed.

Similar to the adoption of this comprehensive outdoor recreation plan, the amended plan must be adopted by the Town of Grafton Town Board and submitted to WDNR Community Services Specialist for their evaluation and acceptance.
Appendices

GLOSSARY

**Active Use Area**
An area designed primarily for organized or non-organized active recreation by one or more age groups. This type of facility may have, as its primary feature, play fields, playground apparatus, ball fields, active trail use (e.g., bicycle use, and cross country skiing), tennis, and other court games.

**Bicycle Lane**
A portion of a roadway that has been designated by striping, signing and pavement markings for the preferential or exclusive use of bicyclists.

**Built Environment**
This term refers to any land that has been improved with the construction of structures, parking lots, and other facilities.

**Community Parks**
This type of park is designed to serve several neighborhoods while minimizing travel distance. Community parks are designed to accommodate all age groups. Although size is not always a sound criteria for classifying parks, it is generally recognized that community parks are more spacious than neighborhood parks. The average size of a community park is between 30 and 50 acres. Appropriate development includes baseball/softball diamonds, soccer fields, shelter/restrooms, bike/pedestrian paths, tennis, and other court games, parking lots, and open play areas.

**Environmental Corridor**
A defined area, usually oriented in a linear pattern, often along a river or drainage area that contains a high concentration of environmentally significant features such as plant species, wildlife, landforms, water features. Environmental corridors are essential for maintaining native plant and animal species diversity.

**Goal**
A goal is a broad statement of direction and purpose. A goal should be based on the stated needs of the community. A goal should be long-range, timeless, and a goal should be idealistic.

**Issues**
A fundamental challenge often stated as a question to be addressed.

**Mission Statement**
The overall purpose of the outdoor recreation system and reason for the recreation provision.

**Nature Based Outdoor Recreation**
Nature based outdoor recreation include activities where the primary focus or purpose is the appreciation or enjoyment of nature. These activities may include, but are not limited to, hiking, bicycling, wildlife or nature observation, camping, nature study, fishing, hunting, picnicking, cross-country skiing, canoeing and multi-use trail activities.

**Nature Preserve**
This type of park is for passive use. It focuses on the preservation of the plant and animal life within the park, and the
provision of education opportunities. Appropriate improvements include restoring ecological communities, creating hiking trails, erecting park identification signs, and establishing a small parking area.

**Neighborhood Parks**

Neighborhood parks are designed to provide both active and/or passive short-term recreation activities. Appropriate development includes play equipment, informal ball diamonds, picnic tables, walking paths, and small parking areas. Informal recreation opportunities cater to groups of all ages. Neighborhood parks have a service radius of one mile, and commonly range from 5 to 10 acres in size.

**Objective**

An objective is defined as a quantifiable aim within a limited time frame. Objectives should be derived from stated goals, be quantifiable and specific, and be achievable within a limited time frame.

**Passive Use Area**

An area primarily designed for passive trail use (e.g., hiking and cross-country skiing), bird watching, plant identification, and other non-organized recreation activities. This type of facility emphasizes the natural setting.

**Principles**

A fixed or predetermined policy or mode of action.

**Shared Roadway**

A roadway that bicyclists and motorist share the same travel lanes (Wisconsin Department of Transportation Facilities Development Manual).

**Share Use Path**

Referred to as a Bicycle Way in the Wisconsin Statutes, is any path or sidewalk or portion thereof designated for the use of bicycles and electric personal assistive mobility devices by Ozaukee County (Section 340.01(5s) Wisconsin Statutes and Annotation) and serves usually two-way traffic as well as pedestrians (Wisconsin Department of Transportation Facilities Development Manual).

**Special Use Parks**

This type of park facility emphasizes a chief feature or features which are unique to the municipality. Examples include aquatic centers, nature education facilities, and historical features. Due to the range of features these parks offer, the age group of users is often widespread. Often the service area includes the entire municipality and sometimes has regional use. No average park size or service area standard exists.

**Sponsor**

The organization that provides the supports of an outdoor recreation facility or activity financially or through the provision of services such as maintenance, management and other necessary support services.

**Stakeholders**

These are persons or organizations with an ongoing stake in the development, preservation, and use of an existing or future outdoor recreation or open space.

**Stewards**

Stewards are neighbors or interested citizens who work to preserve, restore, and maintain an existing park or nature preserve.
STEWARDSHIP PLAN
A stewardship plan is a road map for guiding the stewards. Stewardship plans may include the following:
- Inventory of plant communities, water resources, soil conditions, and wildlife habitat
- Analysis of existing plant communities
- Management plan for restoration and preservation activities
- Master plan for improvements if required

STRATEGY
A pattern of practical initiatives, policies, programs, and actions.

VISION STATEMENT
A view of the type of outdoor recreation system that community's outdoor recreation and open space will become.
Town of Grafton Ordinance No. 2011-09

AN ORDINANCE AMENDING
TITLE 4, AND CREATING CHAPTER 10: GOVERNING THE USE OF
THE TOWN OF GRAFTON'S MULTI-USE TRAIL,
INTO THE CODE OF ORDINANCES, TOWN OF GRAFTON, WISCONSIN

WHEREAS, it is deemed to be in the best interest of the Town of Grafton that the Municipal Code of the Town of Grafton be further modified and amended in the manner hereinafter more particularly set forth; and

WHEREAS, a Notice of Public Hearing before the Town Board was duly published in the Ozaukee Press on 7/31/2011, 2011 and 8/30/2011, 2011; and

WHEREAS, a Public Hearing was held before the Town Board on 9/14/2011, 2011 regarding the proposed Amendments to the Town's Code of Ordinances; and

WHEREAS, based on the above, it is deemed to be in the best interest of the Town of Grafton that the Municipal Code of the Town of Grafton be further modified and amended in the manner hereinafter more particularly set forth below.

NOW, THEREFORE, the Town Board of the Town of Grafton does hereby ordain as follows:
Section 1:

The following Chapter is hereby created and incorporated into the Town of Grafton's Code of Ordinances

Title 4 – PUBLIC WORKS

Chapter 10 – TOWN OF GRAFTON MULTI-USE TRAIL

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4.10.1.04 Reserved Use ......................................................................................... 3

Any group may request to reserve the use of a designated area or portion of the Town of Grafton Multi-Use Trail provided that: ................................................................. 3

4.10.1.05 Penalties and Fees ................................................................................ 3

4.10.1. Town of Grafton Multi-Use Trail.

4.10.1.01 Rules and Regulations Governing the Town of Grafton Multi-Use Trail

(A) Purpose: The Town of Grafton's Multi-Use Trail has been established for non-vehicular, passive recreational trail purposes, such as walking, hiking, jogging, running, snowshoeing, horseback riding, and cross-country skiing as documented within the Town of Grafton Comprehensive Outdoor Recreation Plan. The following rules and regulations shall apply to the Town of Grafton Multi-Use Trail for the purpose of operating the Town of Grafton Multi-Use Trail in an orderly manner. These rules are necessary to promote and protect the safety of all persons using the trail and to preserve and maintain the condition of the trail.

4.10.1.02 Definitions

(A) The Town of Grafton Multi-Use Trail means the parcel of land owned, leased, or obtained by easement by the Town of Grafton.

(B) Vehicle means all wheeled or tracked conveyances, including motorized automobiles, trucks, all-terrain vehicles, snowmobiles, motorcycles, trailers, horse drawn vehicles, bicycles, sleds, mopeds, airplanes or any other motorized or non-motorized mode of transportation.

(C) Person means any individual, firm, partnership, corporation, limited liability company (LLC), limited liability partnership (LLP) or other association of persons.

(D) Hours of Darkness means the period of time from one-half hour after sunset to one-half hour before sunrise.
4.10.1.03 Rules for Use

(A) All persons using the Town of Grafton Multi-Use Trail must abide by all posted signage governing the use of the Town of Grafton Multi-Use Trail.

(B) No vehicles are authorized for operation on the Town of Grafton Multi-Use Trail except for: police, emergency, or rescue vehicles; authorized maintenance vehicles; motorized and non-motorized wheelchairs; strollers; and children's wagons.

(C) No dogs shall be allowed on the Town of Grafton Multi-Use Trail unless restrained upon a leash, not more than ten feet in length, by the owner. The dog owner must pick up and remove all dog waste.

(D) Fires and camping are not permitted within the boundaries of the Town of Grafton Multi-Use Trail.

(E) The use and possession of all fireworks, air guns, paintball guns, projectile devices or archery equipment are prohibited within the boundaries of the Town of Grafton Multi-Use Trail.

(F) No soliciting or commercial enterprise is allowed within the boundaries of the Town of Grafton Multi-Use Trail.

(G) No unauthorized vehicle or piece of equipment may be parked or be permitted to remain standing on any portion of the Town of Grafton Multi-Use Trail, so as to obstruct or limit passage of the trail.

(H) The use of kites, model airplanes or similar objects is not permitted on the Town of Grafton Multi-Use Trail.

(I) It is prohibited to soil, deface, injure, damage, upset or remove any building, fence, fountain, bench, table, vegetation or other object situated, used or kept upon the Town of Grafton Multi-Use Trail unless authorized by the Town of Grafton.

(J) It is prohibited to leave, dispose, throw or break any bottle, box, can or any other waste on the Town of Grafton Multi-Use Trail or at any other place adjacent to the Town of Grafton Multi-Use Trail except in clearly marked refuse receptacles provided for that purpose.

(K) No person may use the Town of Grafton Multi-Use Trail during hours of darkness, unless otherwise permitted by the Town of Grafton.

4.10.1.04 Reserved Use

Any group may request to reserve the use of a designated area or portion of the Town of Grafton Multi-Use Trail provided that:

(A) The Town of Grafton receives the submission of a formal written request no later than sixty days prior to the planned use.

(B) Written approval is obtained for any group use of the Town of Grafton Multi-Use Trail by the Town Board.

(C) An application fee is paid at the time the written request is submitted to the Town Clerk.

(D) All group-use requests are approved at the discretion of the Town Board.

4.10.1.05 Penalties and Fees

Any person who shall violate any of the provisions of the rules and regulations governing the Town of Grafton Multi-Use Trail shall upon conviction thereof forfeit not less than $25.00 nor
more than $500.00 for each violation in addition to the costs of prosecution, including attorneys' fees.

Section 2:

Except as hereinabove specifically modified, the Code of Ordinances, Town of Grafton, Wisconsin, shall remain in full force and effect exactly as originally adopted and previously amended. All ordinances or parts of ordinances inconsistent with or in contravention of the provisions of this Ordinance are hereby repealed.

Section 3:

This Ordinance shall take effect and be in full force from and after its passage and publication or posting.

Adopted by the Town Board of the Town of Grafton, Ozaukee County, Wisconsin, at its regularly scheduled meeting on this 14th day of September, 2011.

[Signatures]

Lester A. Bartel, Jr., Town Chairman

Erica L. Raffaele, Town Clerk

Posting Date: 10/30, 2011
TOWN OF GRAFTON – OZAUKEE COUNTY

RESOLUTION 2013-04

A RESOLUTION NAMING THE TOWN OF GRAFTON MULTI-USE TRAIL

WHEREAS, at the January 16, 2013, Open Space Commission Meeting, Chairperson Marjie Tomter stated that a name would allow the Town of Grafton’s multi-use trail to feel a bit more welcoming and friendly.

WHEREAS, at the January 16, 2013, Open Space Commission Meeting, the Commission discussed that the word “legacy” would lend itself to how the easements were acquired.

WHEREAS, at the January 16, 2013, Open Space Commission Meeting, the Commission voted unanimously to adopt the name, “The Town of Grafton Legacy Trail” for the multi-use trail.

NOW, THEREFORE, based upon the above information, the Town of Grafton hereby names its multi-use trail “Town of Grafton Legacy Trail”

Dated this 13th day of February, 2013.

Lester A. Bartel, Jr., Town Chairman

Attest: Amanda L. Schaefer, Clerk

Posted: 2-19-2013
KEY OUTDOOR RECREATION GRANT INFORMATION
The grant guidelines and application procedures for the Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship programs have had slight adjustments over the years. Therefore, the most current Grant Guidelines and Application prepared by the Wisconsin Department of Natural Resources (WDNR) should be obtained and consulted. The following discussions are from the 2007 Grant Guidelines and Application are meant to provide general information on a few key points. More detailed information regarding the Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship programs grant guidelines and application procedures is available in the current year WDNR Grant Guidelines and Application.

SYNOPSIS OF THE FEDERAL LAND AND WATER CONSERVATION FUND, FEDERAL RECREATIONAL TRAILS ACT AND THE WISCONSIN KNOWLES-NELSON STEWARDSHIP PROGRAMS GRANT PROCESS
1. Local sponsors or their agents work with the WDNR regional community services specialist to finalize plan projects, follow program requirements and complete grant applications.
2. Grant applications are submitted by May 1 each year. The application booklets are available each year in late January, early February.
3. The grant applications are reviewed and rated by WDNR regional staff the separate submitted projects within each program are combined in a statewide listing and prioritized according to rating score. However, acquisition and development of local park projects are prioritized by WDNR region rather than statewide.
4. Projects ranking the highest are awarded a grant to the extent that funds are available. Grant awards greater than $250,000 must also receive the Governor of Wisconsin’s approval.
5. Project sponsors may not incur costs for their projects until the grant agreement is signed by all parties, no work can be started or land acquired until an agreement is signed with the DNR.
6. Local sponsors sign an agreement to accept the grant and assume the responsibility of complying with program requirements and conditions of the grant award in perpetuity with project payment taken place on a reimbursement basis.
7. The project sponsor incurs costs for work actually completed or lands purchased; documents expenditures and then files a claim for reimbursement.
8. The reimbursement claim and documentation of expenditures are reviewed by WDNR staff and the payment is processed.
9. Once the grant project has been completed, the project sponsor must meet post project completion obligations such as keeping the land acquired in outdoor recreation permanently.

ELIGIBLE APPLICANTS
Five types of organizations are eligible applicants for the Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship programs. These organizations are:

1. Local governments and tribal governments are eligible for all grant programs. Eligible local governments are those villages, cities, counties, towns and tribal governments that have a WDNR accepted comprehensive outdoor recreation plan or master plan which has been approved by resolution by the local governing unit. In the Town, the Town of Grafton Comprehensive Outdoor Recreation Plan is this document.
2. Nonprofit conservation organizations (NCOs) are eligible to apply to the Stewardship programs for land acquisition and conservation easements. In the Town of Grafton Comprehensive Outdoor Recreation Plan, these NCOs are referred to as non-governmental organizations. An eligible NCO, or non-governmental organization, must be a nonprofit corporation, charitable trust or other nonprofit association as described in § 501(c)(3) of the Internal Revenue Code. It must also have as part of its mission “the acquisition of property for conservation purposes”. This mission should be
reflected in the bylaws, charter, or incorporation papers of the organization. In addition to these basic eligibility requirements, an NCO, or nongovernmental organization, must also be able to demonstrate that it has the financial capacity to carry out a project, as well as the ability to maintain and manage property over time. This determination is made when a NCO, or non-governmental organization, applies for a grant for a specific project.

3. School districts are eligible to apply for the federal programs for certain types of projects.

4. Lake sanitary districts and public inland lake protection and rehabilitation districts are eligible for the Stewardship Urban Green Space Program, which is part of the Wisconsin Knowles-Nelson Stewardship Program.

5. Organizations incorporated under §181.32, Wisconsin Statutes whose primary purpose is promoting, encouraging or engaging in outdoor activities.

**ELIGIBLE PROJECTS**

The Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship grant programs require that all land acquisition and development projects must be for nature-base outdoor recreation. WDNR decides whether or not a particular project activity is nature-based outdoor recreation made on a case-by-case basis. Nature based outdoor recreation includes activities where the primary focus or purpose is the appreciation or enjoyment of nature. These activities may include, but are not limited to, hiking, bicycling, wildlife or nature observation, camping, nature study, fishing, hunting, picnicking, cross-country skiing, canoeing and multi-use trail activities.

Support facilities for these activities may include, but are not limited to, access roads, parking areas, camping facilities, support facilities for swimming in a natural waterbody, habitat restoration, utility and sanitation systems, sanitary and shelter buildings, signs, interpretive items, fencing and lighting for the protection of users, and other features that enhance nature-based outdoor recreation and/or improve disabled accessibility. Lands that playground areas are planned for are eligible. Sports that require extensively developed open space such as dedicated sports fields, swimming pools, tennis courts, skateboard parks, hockey rinks, indoor horse arenas, motorized trails, and golf courses are not eligible.

1. Land purchases for public outdoor park and recreation area purposes.
2. Land purchases that preserve:
   - Scenic or natural areas of physical or biological importance as well as wildlife areas. Once acquired, these areas must be made available for general public for outdoor recreation use to the extent that the natural attributes of the areas will not be seriously impaired or lost
   - Open natural space, play areas, bicycling trails, walking and horseback riding trails, and day-use picnic areas in urbanized areas
   - Urban rivers or riverfronts or restore them for the purposes of economic revitalization and nature based outdoor recreation activities
3. Acquisition of a conservation easement, including the acquisition of development rights that enhances or provides nature-based outdoor recreation is eligible for funding in the Stewardship Local Assistance Programs. Because of the complexity of easements, the WDNR has developed separate guidelines and requirements for eligibility for Stewardship funding.
4. Development and renovation or nature-based outdoor recreation projects such as trails, camping areas, picnic areas, playground areas, water recreation areas, and educational facilities where there is a permanent professional naturalist staff and the facilities are for nature interpretation, to list a few examples.
5. Trails, using the Federal Recreational Trails Act Program for the:
   - Maintenance and restoration of existing trails
   - Development and rehabilitation of trail side and trailhead facilities and trail linkages
1. Construction of new trails
   2. Acquisition of easement or property for trails

6. Development and renovation of support facilities for the above - e.g., access roads, parking areas, restroom facilities, utility and sanitation systems, permanent landscaping, park signs, fences and lighting for the protection of park users, etc.

7. River shoreline habitat restoration, river riparian buffer rehabilitation, shoreland enhancements following dam removal and shoreline stabilization as part of an overall urban rivers outdoor recreation project

8. Purchase of land for noncommercial gardening in urbanized areas using the Urban Green Space Program, which is part of the Wisconsin Knowles-Nelson Stewardship Program

**INELIGIBLE PROJECTS**

A number of projects are currently considered ineligible for Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship programs grants. These types of projects are discussed below. The ineligible projects list helps establish the parameters of what is and isn’t an eligible project for Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship programs grants.

1. Land acquired through condemnation; land where landowners were not treated fairly and negotiations were not conducted on a willing seller or willing buyer basis; development of facilities on lands that were acquired through condemnation

2. For the Stewardship programs, purchasing land for and development of recreation areas that are not related to nature-based outdoor recreation such as sports that require extensively developed open space such as dedicated sports fields, swimming pools, tennis courts, skateboard parks, hockey rinks, indoor horse arenas, motorized trails, and golf courses.

3. Lands dedicated through a local park land dedication ordinance

4. Restoration or preservation of historic structures

5. Buildings used primarily for operation and maintenance purposes

6. Lands that have restrictions or other covenants that prevent or limit the property from being managed for public outdoor recreation purposes

7. Indoor recreation facilities

8. Construction or repair of seawalls, dams and lagoons

9. Construction of lodges, motels, luxury cabins or similar facilities

10. Environmental remediation or clean-up of site contamination

**CRITICAL PROGRAM REQUIREMENTS**

The critical program requirements are organized by those requirements related to the process of the grant program and complying with the grant program after the project is completed. The grant program agreement is a legal contract containing very specific program requirements and project conditions, some of which are permanent. It is important to understand that all obligations, terms, conditions, and restrictions of the grant agreement are limitations on the use of the property in perpetuity. Following is a list of some of the major grant program provisions.

**No land can be purchased and no development project started before you have been awarded a grant**

However, if the Town needs to purchase the property before receiving a grant award, a "letter of retroactivity" from WDNR must be secured before the purchase is made to protect the project's eligibility. If the project is being considered for Federal Land & Water Conservation funding, the WDNR will also request a letter of retroactivity from the National Park Service. For development projects, you may only incur costs prior to the grant award for pre-engineering and project design activities.
Public access is fundamental to the grant programs Reasonable public access is required to and upon properties purchased or developed with program funds. Land-locked property must include "protected" access to the property by permanent easement. Hours of operation should be determined according to the type of area or facility being operated and in relation to the seasons of the year.

Land and Easement Acquisition Guidelines Land acquisition projects must comply with WDNR land acquisition and appraisal requirements.

Public use should begin ASAP The public should get their money's worth in the expenditure of Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship funds. When public moneys are used to acquire land for outdoor recreation use; that use should begin as soon as possible - within a few months of its acquisition. Therefore, development projects on land being acquired with Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship funds should begin as soon as possible. Prior to development, it is important that the property be open to the public to the greatest extent possible for those recreation uses that the land is capable of supporting with a minimum of public investment. Likewise, it is allowable to limit public access during times of project construction.

Development projects bidding & contracts Grant recipients must comply with State and Federal requirements for bidding and contracts for development projects.

Selling structures or improvements If structures or improvements that were included in the acquisition cost and sold, one half of all receipts shall be reimbursed to the WDNR or deducted from the reimbursement amount provided by the WDNR.

All projects must comply with the Americans with Disabilities Act as well as other federal civil rights regulations ADA requires that all aspects of each project be accessible or "barrier free".

There are fundamental differences in how accessibility in the outdoors is accommodated compared to indoors or the built environment. While restrooms, shelters, interpretive centers, and parking lots, for example, need to follow detailed ADA guidelines, other improvements such as trails, boat landings and swimming beach areas, for example, do not necessarily need to follow indoor or built environment ramp grades or surfacing requirements. Anything constructed must not make the outdoor experience any more difficult than what occurs naturally.

Historic Preservation Requirements State and Federal regulations require that all assisted projects comply with historic preservation requirements. Federally funded projects must be reviewed by the Wisconsin State Historic Preservation Officer and applicable Tribal Historic Preservation Officers. State funded projects are subject to initial review by the WDNR. In some cases, an archeological survey prior to receiving a grant award may be required.

Federal Program Requirements Grant projects funded with Federal funds require sponsors to comply with Federal guidelines, some of which are more stringent than requirements for State funded programs such as the Knowles- Nelson Stewardship Program.

Retention of records All required documents used to substantiate the Town's financial claims for reimbursement must be retained for four years from the time of project completion. Examples of these records include invoices, canceled checks, contracts, bid specifications, construction plans, and time sheets.

Overhead power lines All electrical or communication lines must be installed underground. Existing lines must
be buried, removed, or relocated as necessary (an eligible grant cost). Future lines must be underground.

**Compliance with other laws** The grant sponsor must comply with all applicable local, State, and Federal statutes, regulations, administrative rules, and ordinances in fulfilling the terms and conditions of the grant agreement, including but not limited to, land use permit requirements, accessibility for people with disabilities, Endangered Species, Water Regulatory Permits, Farmland Preservation, State or National Environmental Policy Act, Wetland Preservation, and Construction Erosion Control.

**Signage** Project sponsors must post signs on the property acknowledging the particular grant program's assistance in acquiring fee title ownership, or developing the property, notifying the public that the lands are open for public use. These signs should also indicate what activities are permitted or not permitted on the property.

**Brownfield Site Properties** The Town may be able to obtain financial assistance for acquisition or development of contaminated property for recreation purposes. However, because of the complex nature of contaminated property in relation to the grant program requirements, discussions with the local WDNR Community Services Specialist should occur to determine the feasibility of grant assistance for the project. The Federal Land and Water Conservation Fund, Federal Recreational Trails Act and the Wisconsin Knowles-Nelson Stewardship grant programs do not reimburse cleanup costs.

Conditions complying with the grant program after the project is completed are listed below.

**Grant recipients have obligations in perpetuity** Accepting a grant for a project means that the grantee is agreeing to the conditions and requirements that are a part of the grant programs and have the obligation to keep the land purchased or site developed for public outdoor recreation in perpetuity. For the Land & Water Conservation Fund Program, a compliance boundary for the project is certified to the National Park Service for permanent protection of the property.

**Project income** received from a property receiving a grant must be used to further the objectives of the project as stated in the grant agreement. Income must be kept in a segregated account, may not be commingled with other funds, and must be used for purposes compatible with the goals and objectives of the grant program.

**Inspections** to monitor compliance with the grant program requirements rests must be completed by the sponsor. The sponsor is responsible for the day-to-day operation and maintenance of the area or facility and, therefore, should make inspections as needed to ensure compliance.

**Easements** For easement grant awards, the sponsor must complete a baseline report by the closing date and monitor the easement once a year to ensure that the conditions of the easement are being satisfied.

**Only outdoor recreation uses are allowed** This means no construction of structures such as fire stations, streets/highways, civic centers, libraries, museums, water towers, indoor recreation facilities, and communication towers, or non-recreation use of sites such as for a landfill.

**Grant recipients must maintain legal control and oversight of the property** Grant recipients need to retain control and oversight of the grant property to be capable of complying with grant program obligations and requirements. This applies to both development projects on leased land and in the case of executing agreements with a third party for the development and operation of recreation facilities.

**Selling or leasing a part of the grant property, or executing an easement on a portion of**
or all of the property is generally prohibited The WDNR or Federal government, for Federally assisted projects, may approve the following exceptions depending on the details of the situation and whether the impact of the use to the property is outweighed by the future recreation benefit to the public.

- Short term, typically less than a year, continuation of an existing lease if sale of the property is contingent on this lease
- Leasing a part of the property for agricultural purposes for five years or less during the interim when development must be delayed or when it is a contingency of the sale
- Granting control or partial control of land for utility rights-of-way. Underground utilities such as power lines, pipelines, sewer and water lines may be allowed depending on the impact of the action on the recreation resource with the appropriate approval. Land lost to outdoor recreation for any of these reasons must be replaced with property of equal or greater recreational value and utility
- Leasing the property to the private sector for development and/or operation of an outdoor recreation facility requires approval prior to executing any land use agreement by the WDNR

Site maintenance All areas acquired or developed with State of Federal funds must receive adequate maintenance to ensure continuing public use in a safe and sanitary manner.

User Fees Reasonable user fees may be charged by the sponsor to offset operation and maintenance costs. Different user fees may be charged to nonresidents as long as the nonresident fee does not preclude use by the nonresidents or exceed 1.5 times the amount of the resident user fee.
Public Comments

1) Comment submitted by Town Resident, October 7, 2014

Thanks to wonderful community support, Phase 1 was established in the summer of 2009…I’ve never experienced any strange people/situations while enjoying the trail with friends and family. We appreciate that the Trail has added property value to all of the homes in our vicinity!

2) Comments submitted by Town Resident, May 21, 2014

When will the Open Space Preservation Overlay May with latest changes be available on-line? What plans are in store for additional paved bike trail? Possible locations.

3) Comments submitted by Town Resident, May 21, 2014

I am concerned with the Action Program & Capitol Improvement Schedule on Page 51 listing Paved Pedestrian/Bicycle Trails connecting geographical areas. Paved Pedestrian trail means “sidewalk” connecting areas (subdivisions) which does not preserve the Open Space and vision of the town. It turns it into a city or village. What is the Open Space Commission’s Plans for this so that future boards don’t decide to put sidewalks between the rural subdivisions?

4) Comments submitted by Town Resident, May 21, 2014

In my review of the plan it’s my opinion that it is not financially responsible and attempts to turn Grafton into a city or village. Also attempting to connect horse farms appears to be crony capitalism at best. The cost of maintaining 2 -20 mile trails is not feasible in the town of Grafton. Using "grant" funds is not an acceptable form of financial support. Grant funds are not free money--the funds come from taxpayers & taxpayers tapped out. Speaking for my family--we moved out here for privacy and have a playground in our own backyard. If we want a park we simply drive to one. We moved from the city to get away from sidewalks. A township is not a city--we do not desire to support a parks department & we ask for fiscal responsibility from our elected town officials and unelected open space commission. Please abandon the CORP.

5) Comments submitted by Town Resident, May 21, 2014

- The vision to enhance the outdoor recreation facilities within the Town of Grafton is admirable. I wish the planned projects defined within the draft Comprehensive Outdoor Recreation Plan (CORP) could be accomplished by the Town. However, it is my strong opinion that although matching funds from grants may be available to support the planned projects, the Town does not have and likely will not have the capital funds and maintenance funds available for the planned recreational projects. The CORP contains several pages describing the federal or state grants which may be available to the Town, but the CORP insufficiently delineates how the Town will generate funds to construct and maintain the recreational activities. Since none of the CORP projects can’t be supported by general property tax revenues, the CORP has not sufficiently identified how the needed funds will be generated. The CORP does not appear to financially viability.
• The purpose and mission of the Town’s Open Space Commission is defined in Code of Ordinance Title 2 Chapter 5. The stated purpose in the Code of Ordinances is “to preserve open space areas and conserve the natural resources of the Town of Grafton.” The “mission statement” defined on Page 7 of the draft CORP goes well beyond the authorities granted in the Town Code of Ordinances. Specifically, the CORP mission includes an objective to improve outdoor recreation areas strategically located throughout the Town. The CORP mission statement is not supported by the limited purpose and duties defined in the Town of Grafton Code of Ordinances.

• The Town Board of Supervisors have demonstrated during the past few years that the Board does not have the capability or apparent interest in providing effective oversight and governance of the Open Space Commission activities. My perspective regarding oversight and governance weaknesses are documents in my May and September 2012 letters to the Town Board and the oral testimony I made at the April 9, 2014 Town Board meeting. Until the Town Board has demonstrated a commitment and the capability to effectively govern the Open Space Commission activities, it is not prudent for the Town Board to approve a CORP which expands the Town’s recreation facilities.

• Ozaukee County maintains a “County Park and Open Space Plan” which was recently approved by the County Board in June 2011. The County’s plan identifies open space and outdoor recreation elements which appear to adequately serve the needs of the residents of the Town of Grafton.

• The CORP should explicitly state and reinforce the Town Code of Ordinance provision that the Town may not exercise eminent domain to obtain any properties required to support any CORP defined open space or recreation projects.

• The CORP should explicitly state and reinforce the Town Code of Ordinance provision that no general property tax revenues can be used to support the CORP defined open space and recreation projects.

• Page 37 of the draft CORP summarizes the results of a 2012 Open Space Commission Survey. The statistical numbers appear to be in error. The first paragraph of this section includes the following sentence – “Out of approximately 1550 residents, 176 households completed the survey, or approximately 11% of the population in the Town.” I believe there are approximately 4200 residents of the Town. This sentence appears to need clarification.

• Page 42 of the draft CORP talks about the 2011 Ozaukee County Horse Survey. Not surprisingly the equestrian center owners overwhelmingly expressed interest in more trails and public areas opened to horseback riding. The COPR has not sufficiently explained why public funds should be used for the limited benefit of the equestrian center owners. The CORP indicates that the survey responders indicated that the ..” annual estimated expenditures was $1,721,455.00 dollars.” It is unclear what the nature of these annual “expenditures” are and how such “expenditures” actually benefit the majority of Town residents. How can the CORP include summary statements that these expenditures are “impressive” and that they make a “positive contribution to the local economy.”

• The draft CORP does not include the planned route of the Legacy Trail, the planned route of the bicycle path or the planned location of the community park to be located in the southern portion of the Town. Without this specificity, I believe it is an unreasonable expectation for the Town residents or the Town Board to be asked to approve the CORP.
• Pages 42 through 45 summarize the results of an Ozaukee County needs assessment telephone survey which was conducted in 2005. This survey information is likely outdated and was conducted during a period of time when the economy was substantially better. This 2005 telephone survey was conducted only 3-4 months following the November 2004 elections. On the November 2004 election ballot was a referendum presented to the Town residents regarding a proposed temporary property tax hike to support Open Space activities. The Town electorate overwhelmingly rejected the referendum. If the CORP is to reference the March 2005 survey results it should also reference the results of the November 2004 referendum.

• Pages 46 and 47 of the draft CORP summarize outdoor recreation adequacies and deficiencies. The adequacies and deficiencies are apparently determined by a comparison to the National Recreation and Park Association standard. The CORP does not explain why standards and recommendations in the National Recreation and Park Association guidelines are actually relevant and appropriate to the Town of Grafton. Why does the Open Space Commission believe it is necessary to comply with the recommendations in this National Recreation and Park Association guideline document?

• The last sentence on Page 47 of the draft CORP makes the following statement – “Currently the Town has an adequate supply of regional public outdoor recreational activities.” If this is an appropriate conclusion, why then is the Town pursuing the development of additional recreation facilities?

• Page 48 of the draft CORP references a “Town of Grafton Open Space Preservation Overlay Map.” This map was not made available for public comment in advance of the May 21, 2014 “Visioning Session.”

• Page 51 through 53 of the draft CORP addresses the “Action Plan and Capital Improvement Schedule.” This “Action Plan” only addresses the planned acquisition of the outdoor recreation facilities. The “Action Plan” is silent with regard to any future activities regarding the core mission of “to preserve open space areas and conserve the natural resources of the Town of Grafton.” This core mission should be the entire focus of the CORP.

• The last sentence on Page 51 of the draft CORP indicates that the Town intends to purchase 14.71 acres of open space throughout the Town at a cost of up to $500,000. The CORP does not identify the location of these open spaces. The CORP does not explain why 14.71 acres was selected and how it is justified. The CORP does not explain the purpose and value to the Town residents for purchasing these 14.71 acres.

• Pages 51 through 52 of the draft CORP estimate the acquisition costs for the planned recreation facilities to be as high as $1,622,140. These acquisition costs are estimated for the costs for the local park, the Legacy Trail and the acquisition of 14.71 acres of the open space. There is no cost estimate provide for the development of the proposed Paved Pedestrian/Bicycle Trail.

• I assume the Town expects to attempt to obtain 50% of the needed acquisition and construction finds from available federal and state grants. Page 54 through 56 of the draft CORP identifies all potential federal and state grant programs. Many of these grant programs do not appear to be applicable to the outdoor recreation facilities proposed by the CORP and are not relevant to funding the planned CORP projects.

• Most importantly, the CORP provides no description of the planned funding mechanism the Town will use to make its contribution to these recreation facilities. Assuming the Town’s cost estimates are correct, and assuming grants will be obtained to fund 50% of the estimated project costs, the Town will have a funding obligation of some $800,000. These projects cannot be funded with general property tax revenues. The CORP
does not identify the mechanism the Town will use to raise these funds. Not having a plan for funding the Town’s obligations associated with these recreation facilities renders the CORP unacceptable and unsuitable for approval by the Town residents and Town Board.

- Similarly, pages 53 and 54 of the draft CORP estimate the ongoing operation and maintenance costs of the planned recreation facilities. By accepting matching grants, I believe the Town has an obligation to maintain the recreational facilities “in perpetuity” with funds which are not general property tax revenues. Page 53 of the draft CORP includes the following sentence – “It is important for the long term success and sustainability of these lands that the Town institutes a plan for operations and maintenance.” Essentially this sentence is an admission that there is no plan for in perpetuity maintenance funding of the planned projects delineated in the CORP. Absent such a definitive plan for maintenance funding defined in the CORP, the CORP is rendered unacceptable and unsuitable for approval by the Town residents and Town Board.

- Page 60 of the draft CORP summarizes the CORP amendment process. Page 60 includes the following sentence – “These amendment requests may be initiated by the Town Board, the Town Plan Commission, or by a petition of one or more of the property owners or lessees with written permission of the current property owner within the area to be changed.” This paragraph is on Page 54 of the current CORP. In March of 2012 some 30 impacted property owners petitioned the Town Board to amend the CORP. The Town Board did not acknowledge receipt of this petition and took no action to amend the CORP. If the Town Board does not intend to adhere to this CORP provision then keeping this provision in the CORP further diminishes the credibility of the CORP.

- The Town Board must meet their fiduciary obligations to effectively manage funds in the best interests of the Town electorate. The CORP as currently drafted is a “wish list” of projects with no explicitly identified viable funding mechanisms. No prudent and responsible executive team could approve such plan as it is currently drafted.

- I encourage the Town’s Open Space Commission to abandon the planned recreational facilities (e.g. Legacy Trail, Bicycle Trail, local park) delineated in the draft CORP. I recommend the CORP be redrafted to focus on the limited defined mission of the Open Space Commission that is to “to preserve open space areas and conserve the natural resources of the Town of Grafton.” I can support activities which support this core mission of preserving open spaces and natural resources, but I can’t support a CORP that recommends the acquisition of recreation facilities for which the Town has not identified a viable funding mechanism.
OPEN SPACE PRESERVATION COMMISSION MOTION
The Open Space Preservation Commission accepted the *Town of Grafton Comprehensive Outdoor Recreation Plan 2015 Update* and recommended that the Town of Grafton Plan Commission review the Plan and conduct a public hearing regarding the *Town of Grafton Comprehensive Outdoor Recreation Plan* as well as the Town Board approve the Resolution of the Town of Grafton Town Board Adopting the *Town of Grafton Comprehensive Outdoor Recreation Plan*. 
PLAN COMMISSION MOTION
The Plan Commission, having held a public hearing, concurs with the Open Space Preservation Commission and accepts the *Town of Grafton Comprehensive Outdoor Recreation Plan* and recommends that the Town of Grafton Town Board approve the Resolution of the Town of Grafton Town Board Adopting the *Town of Grafton Comprehensive Outdoor Recreation Plan*. 
ADOPTION RESOLUTION

RESOLUTION NUMBER
RESOLUTION OF THE TOWN OF GRAFTON TOWN BOARD
ADOPTING THE TOWN OF GRAFTON COMPREHENSIVE OUTDOOR RECREATION PLAN

WHEREAS, the Town of Grafton Open Space Preservation Commission, at the request of the Town of Grafton
Town Board of Supervisors, has prepared a comprehensive outdoor recreation plan; and

WHEREAS, the Plan findings and recommendations are set forth in the Town of Grafton Comprehensive
Outdoor Recreation Plan; and

WHEREAS, the Plan provides for an integrated system of open space sites and parks within the Town of Grafton,
a system that will preserve natural resources and enhance outdoor recreational activities for present and future
residents of the Town; and

WHEREAS, adoption of the Plan by the Town Board of Supervisors and approval by the Wisconsin Department of
Natural Resources will make the Town eligible for assistance in the acquisition and development of outdoor
recreation and open space sites and related facilities under the State of Wisconsin Stewardship Program and other
grant programs administered by the Department; and

WHEREAS, the Open Space Preservation Commission approved the comprehensive outdoor recreation plan on
Month Day, 2015, following a presentation given at the Annual Town Meeting held on _____, ____; and

WHEREAS, Public Hearing were held before the Town of Grafton Plan Commission on ______, 2015; and

WHEREAS, the Town of Grafton Plan Commission reviewed the comprehensive outdoor recreation plan on
______,2015; and

WHEREAS, the Plan Commission approved a Resolution adopting the Town of Grafton Comprehensive
Outdoor Recreation Plan, as part of the Town of Grafton Comprehensive Plan: 2035.

NOW, THEREFORE, BE IT HEREBY RESOLVED that the Town Board of Supervisors of the Town of
Grafton adopts the Town of Grafton Comprehensive Outdoor Recreation Plan 2015 Update to serve
as a guide in the acquisition and development of outdoor recreational facilities and the protection of open space with
the Town.
Passed and approved on ________, 2015.

APPROVED:

__________________________
Town Chairman, Lester A. Bartel Jr.

COUNTERSIGNED/CERTIFIED:

__________________________
Town Clerk, Amanda Schaefer