

Planning
Environment
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**Parks and Open
Space Plan, 2009**

**Town of Algoma
Winnebago County, WI**

Adopted: _____

Martenson & Eisele, Inc.

TOWN OF ALGOMA
WINNEBAGO COUNTY
PARK AND OPEN SPACE PLAN, 2009

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Winnebago County
Park and Open Space Plan, 2009**

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Background

Why Plan?

A typical planning process ends with a report and some maps, but the real benefit of planning, community or otherwise, is working through the planning process. In this context, the word “plan” is a verb, not a noun; it is an action, not a result.

The planning process identifies what is and what can be, and fosters discussion on how the past influenced the present and can guide the future. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

The “finished” plan – the report and the maps – is really little more than the documentation of the planning process. It records facts and describes a scenario for the future. It displays how financial and human resources might be allocated. It illustrates the planning process’s discussion and findings.

A good plan, then, is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change, a reference for future decision-making. The plan is a tool, not just a product.

Why This Plan?

The *Town of Algoma Park and Open Space Plan, 2009*, will inventory and analyze the Town’s existing recreation activities and facilities. The planning process will identify distinctive recreation and open space opportunities that make Algoma special, and establish a vision of recreation services in the future. Potential projects will be listed, along with approximate costs to implement them.

This Plan will identify some projects for which the need for them is in the next five to seven years. It is inevitable, however, that the analysis, vision, and decisions of this plan will have consequences for the town for the next several decades. To remain an accurate reflection of the town’s recreation vision and capacities, this plan should be reviewed and updated regularly.

The Benefits of Recreation Facilities

Some of the benefits of recreation and leisure, and the facilities that support them, are obvious. The most notable benefit falls under the umbrella of fitness – playing organized and casual athletics, climbing on play equipment, hiking and jogging, relaxing, and visiting with family and friends. Opportunities for family and social interaction, and the practicing of good social and sportsmanship skills, are often realized in a park setting. In many park areas, the presence of wildlife habitat and the resulting enjoyment of wildlife observation is important to users. And, increasingly so in these times, the ability of parklands to protect natural resources, such as wetlands, waterways, and woods, has become a vital use of parks and open space.

There are, however, subtler benefits to recreation facilities. A variety of good parks and other recreation areas, and plenty of them, are a source of community pride. They attract visitors to the community and potential residents and businesses. Ethnic and social harmony can be im-

proved in recreation activities, and they have been shown to reduce vandalism in the community, promote positive self-images of participants, reduce individuals' feelings of alienation and loneliness, and help build strong families.

Recreation, Park, and Open Space Trends

Parks have traditionally been large tracts of lawn with playgrounds, picnic areas, and ballfields. People went to parks to play sports, swing and slide, and socialize. Recreation activities and the facilities that support them, however, have changed significantly in the last several decades, largely because the form of the communities in which we live, and the residents and families that comprise the communities, have changed.

Some of the past – and future - changes in recreational desires can be attributed to demographics. The Baby Boom population is beginning to reach retirement age, and single-parent, often female-headed, households have become common. Lifestyles began to change, too. Television, computers, and electronic games have led to more children staying inside watching television and playing video games. Concern for children's safety has also diminished their presence in parks and other outdoor recreation facilities. Security concerns and large residential lots capable of providing open areas and large backyard playgrounds has further reduced outdoor play.

The recreation needs and desires of community residents have also been changing. Recreationists are now likely to engage in an activity that they can do singly or with one or several friends, as opposed to organized sports. Users became more nature- and fitness-oriented, and generally less sports-oriented. People are biking and walking much more than in the past (they are both among the activities most pursued and desired by community residents). Wildlife-watching, especially birding, is also one of the most popular of all leisure activities.

Some sports activities traditionally found in parks, such as tennis and informal games of baseball, are now a much lower percentage of all activities than in the past. Soccer has overtaken baseball and football as the primary youth sport.

The result has been a change in the form and components of parks. Parks can now be linear for trails. They are natural areas, historic sites, or performance facilities. They offer a wider range of facilities, because parks aren't just for kids anymore. Parks and other recreation facilities, then, must be provided, sized, and maintained to accommodate an increase in the type, number and frequency of users.

Recreation Activities and Facilities

Types of Recreation Activities

Recreation activities are divided into two classes – active and passive. Within these overall classes, activities fall within one of four categories: athletic, social, cultural, and natural. Table 1, on the following page, identifies activity types, then examples of individual activities and their associated facilities within those types. Not all the listed categories, types, activities, and facilities are, or will be, appropriate for the Town of Algoma.

**Table 1
Leisure Categories, Activities, Facilities**

Category	Type	Sample Activities	Facilities Required
Athletic	Competitive Sports	Leagues for youth baseball, adult softball, soccer, flag football, Swim and track meets	Regulation sports fields, courts, swimming pools, tracks; parking and restrooms
	Sports and Games Instruction	Classes to teach rules and techniques associated with athletic activities, board games, water sports, or fitness	Indoor classrooms, gymnasiums, non-regulation practice fields, swimming pools, restrooms and parking
	Informal Athletics	Pick-up athletic games, such as baseball, basketball, and soccer; tennis; traditional and disc golf	Non-regulation sports fields and courts; traditional golf course, disc golf course, perhaps restrooms and parking
	Motorized Sports	Water skiing, snowmobiling, racing	Lake or river, snowmobile trails, race tracks, restrooms and parking
Social	Child's Play	Playgrounds	Playground equipment
	Picnics and Parties	Family picnics, reunions, wedding receptions, company picnics	Picnic area, picnic shelter, pavilion, restrooms and parking
	Events/Festivals	Carnivals and craft/art fairs	Festival grounds, large open spaces, restrooms and parking
Cultural	Performances	Concerts and plays	Performance facility, restrooms and parking
	Arts and Crafts	Instructional classes	Classrooms, studios, display space, restrooms and parking
	Historical Interpretation	Attending museums, historical sites, lectures	Museum space, historical sites or recreations, classrooms or lecture halls, restrooms and parking
Natural	Nature Appreciation	Bird-watching and other wildlife observation, nature walks, photography, education	Natural areas; trails, boardwalks and observation decks; outdoor education centers; limited restrooms and parking
	Nature-based Recreation	Hiking, biking, skiing and sledding, canoeing, boating, camping	Trails, lake or river, ski and sledding hills, campground, limited restrooms and parking
	Relaxation	Nature viewing, reading and visiting in a natural area	Seating areas in natural areas, access trails, limited restrooms and parking
	Wildlife Sports	Hunting and fishing	Wild areas; lake, river, limited restrooms and parking stream

Types of Recreation Facilities

For many decades public recreation facilities were simply parks. Many of the parks we see today were initially developed in the early twentieth century, so by the time the generations of today became park users these parks were characterized by mature hardwood trees within an expansive area of lawn. The activities and facilities within these traditional parks were equally traditional and limited in scope— sports fields, playgrounds, picnic areas, sometimes large pavilions, and swimming pools with rectangular tanks. The qualities of these parks became the standard upon which the development of new parks was measured.

Traditional parks are classified as either Neighborhood Parks or Community Parks. The difference between them is their size, the activities they support, the volume of people these activities attract, and the impact the park has on the surrounding neighborhoods.

Neighborhood parks are intended to serve the specific neighborhood that surrounds them. A general standard is that the radius of a neighborhood park's service area is one-half mile. This radius is affected by barriers such as rivers and busy roads and highways that are unsafe for children to cross. Based on the typical desires of park users, eight to twelve acres is an appropriate size for a neighborhood park.

Activities in neighborhood parks should be of limited impact on the residential neighborhood. The parks' primary facilities are a picnic area with perhaps a shelter, a playground, and open areas for informal athletics. With the exception of unlighted courts for tennis, basketball, and sand volleyball, sports fields for competitive sports are inappropriate because the associated noise, traffic, parking, and lighting is obtrusive on surrounding residences.

The very things that are inappropriate in a neighborhood park are what should occur in a Community Park. Because the activities often attract large numbers of people and their cars, and generate lots of noise, community parks are not typically located within residential neighborhoods, certainly not in recent years.

Typical facilities in community parks are large athletic field complexes with multiple ball diamonds and fields for soccer and football; event grounds for festivals and concerts; large picnic areas and pavilions; and buildings housing gymnasiums and hockey rinks. To accommodate these facilities, community parks are large – twenty-five acres would be the absolute minimum, fifty acres is fairly typical, and beyond that is not uncommon. Many community parks cover more than one hundred acres.

As mentioned in previous sections, however, the desires of recreationists began to change dramatically in the 1980s and 1990s. Consequently, the type of activities and the facilities that accommodate them have changed significantly in the last couple of decades. Recreation areas are also now likely to be or include natural areas. Bicycle and pedestrian trails are the most notable examples of this change in leisure preferences. Trails require long, continuous corridors, unlike rectangular parks.

Trails have become a vital component of public recreation systems. They are used by a broad range of users: biking, casual walking, jogging, walking to school, pushing a baby stroller, and bird-watching. With an asphalt surface they are perfect for inline skating. They can provide safe connections to major destinations within a community.

Off-road bicycle/pedestrian trails remove trail users from the hazards of sharing the roads with vehicles and encountering them at driveways while traveling along paved paths. Despite common public perceptions, trails have been overwhelmingly shown to be safe for users and not a security threat to adjacent property owners.

The Americans With Disabilities Act (ADA) requires all facilities to be accessible to physically-challenged users. Playgrounds, in particular, were replaced with, and now require, new types of play equipment. Play areas have become single, but large, structures that usually cover more area than did traditional swings sets, slides, climbers, and sandboxes.

Fewer baseball and softball diamonds are needed. Football fields have transformed to soccer areas, but regulation soccer fields are much larger than football fields. Tennis has become less important, so tennis courts are less common.

General Guidelines for the Planning of Recreation Facilities

- Parks should be located in places that are both convenient and safe for their intended primary users.
- Parks should be located and sized to accommodate the intended uses, and produce impacts from traffic, noise, and lighting that are appropriate to surrounding land uses.
- Neighborhood Parks should be eight to twelve acres. Community parks should be a minimum of forty acres.
- To avoid conflicts with neighbor's whose backyard shares a boundary with a park, the park should be entirely surrounded by public streets or a natural buffer such as a large wetland, woodland, or river.
- Special attention should be paid to potential park locations where there is a variety of landforms, such as natural areas, water bodies, and open, upland areas. These areas will provide a greater variety of recreation experiences than, say, a park carved out of a farm field. That said, some park uses, such as athletic field complexes, are best developed form large tracts of level open ground.
- Trails should be located to take advantage of natural areas and water bodies.
- Off-road trails should be planned in advance to run through future subdivisions. Making the need for a trail known to developers as part of the approval process for a subdivision ensures that trail segments link one to another. Trails are most effective when there is connectivity that maximizes the distance that can be traveled at one time. Including trail corridors in a residential plat allows potential home buyers to be aware of the eventual trail and purchase a home based on their preference in relation to the trail.

Town of Algoma Characteristics

Population Characteristics

The population of the Town of Algoma has increased greatly in the last twenty years. Table 2 illustrates this growth and compares the town's growth to that of the adjacent Town of Omro and City of Oshkosh.

The Town of Algoma is located adjacent to the City of Oshkosh. Because of this, substantial residential development has occurred since 1990. The town's population grew by almost two-thirds between 1990 and 2000. This growth, however, has been concentrated in the extreme northern portion of the town, primarily north of State Highway (STH) 21.

The Wisconsin Department of Administration estimated that the Town of Algoma's population in 2008 was 6,423, a twelve percent increase since 2000. Based on the projections of the East Central Wisconsin Regional Planning Commission, the town's population in 2010 will be approximately 6,700. Furthermore, between 2010 and 2030, the population may increase by another third, to approximately 9,160. By way of comparison, Table 2 shows that these growth rates are much higher than in the Town of Omro and the City of Oshkosh.

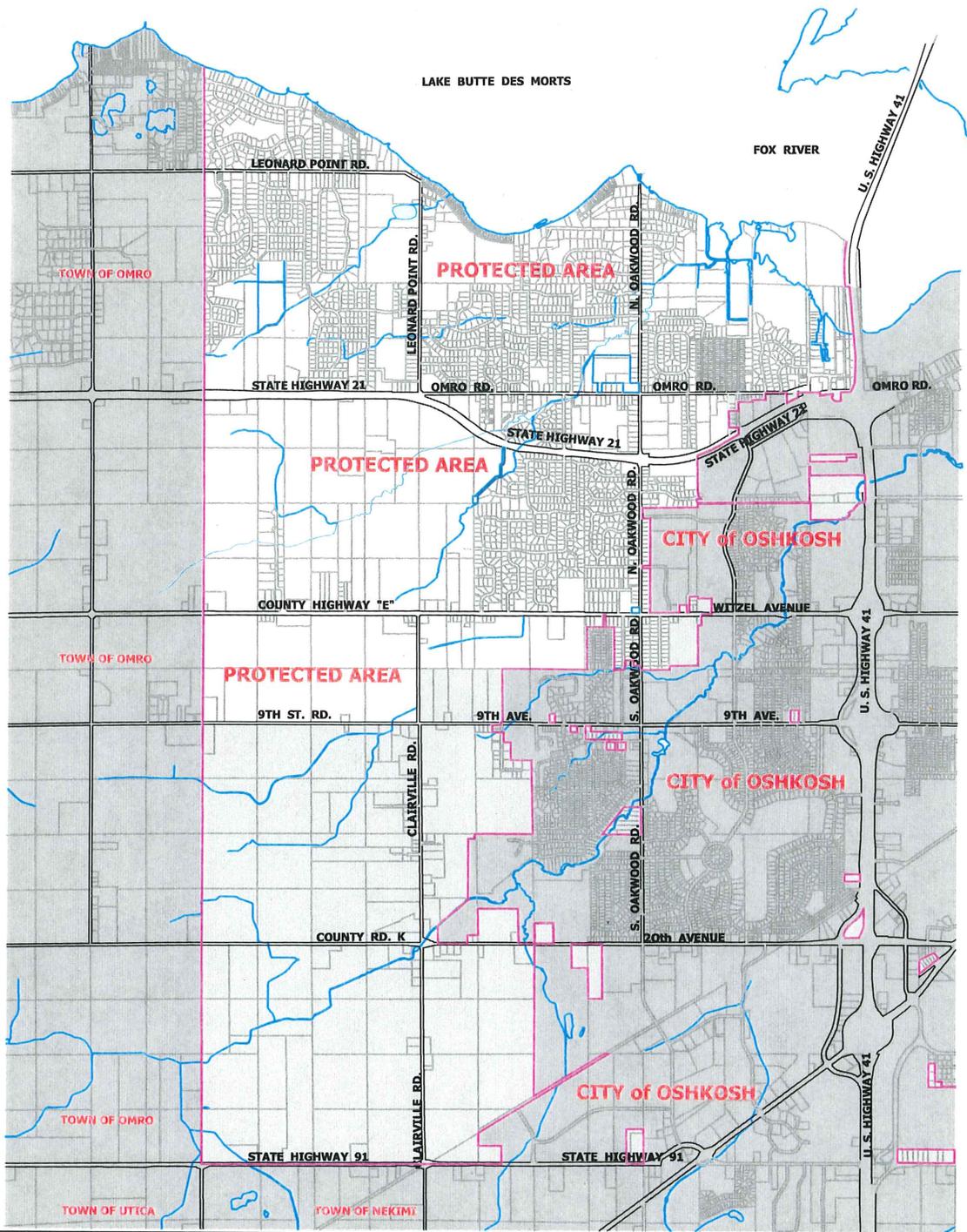
Table 2
Population Change and Projections

Year	Town of Algoma		Town of Omro		City of Oshkosh	
	Population	% Change	Population	% Change	Population	% Change
1980	3,249		1,684		49,620	
1990	3,492	7%	1,616	- 4%	55,006	11%
2000	5,702	63%	1,875	16%	62,916	14%
2010	6,695	17%	2,140	14%	67,996	8%
2015	7,245	8%	2,238	5%	70,080	3%
2020	7,840	8%	2,347	5%	72,416	3%
2025	8,499	8%	2,470	5%	75,137	4%
2030	9,162	8%	2,590	5%	77,676	3%
2000 to Projected 2030		61%		38%		23%
Projected 2010 to 2030		37%		21%		14%

Sources: U.S. Census, projections by East Central Wisconsin Regional Planning Commission

These projections will be somewhat skewed because the Town of Algoma and the City of Oshkosh have a boundary agreement that places the southern forty percent of the town in Oshkosh's growth area, while the remaining northern part of the town is protected from annexation by the City (see Map 1). This area protected from annexation will hereafter be referred to in the Plan as the "Protected Area". The projections are only slightly skewed, however, because the majority of the projected growth will likely continue to occur adjacent to the existing residential development in the northern portion of the town.

Because the southern portion of the town will, in the long-term, be within the City of Oshkosh, this *Park and Open Space Plan* relates only to the Protected Area.



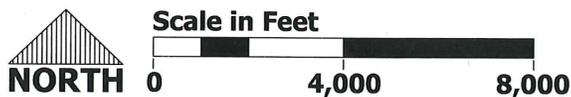
LEGEND

-
- Current Town Boundaries**
-
- Area of Town in Oshkosh Growth Area**
-
- Surrounding Community**

TOWN of ALGOMA
Winnebago County, WI

PARK and OPEN SPACE PLAN, 2009

Map 1
Town Limits/Oshkosh Growth Area



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Land Use in the Town of Algoma

Planning Area

For purposes of discussion in this Plan, the planning area is broken into four general “neighborhood areas”, as shown on Map 2. The **Northeast Neighborhood** is fully developed with dense residential and commercial development. The commercial development is limited to both sides of Highway 21 within the first mile west of the USH 41/STH 21 interchange.

The **Northwest Neighborhood** is also largely residential, but there remain some large areas of open land and several non-residential land uses. The largest of these non-residential uses is a quarry, which even after it ceases operation will see years of filling with soil before it is usable for another land use. There is also a Sanitary District water tower and an auto salvage yard.

South of Highway 21 are the Southeast and Southwest Neighborhoods. The **Southeast Neighborhood** is almost entirely developed as residential.

The **Southwest Neighborhood** is largely undeveloped. There are some concentrations of residential development along County Highway (CTH) “E”, primarily on its north side. There are several large mapped wetlands in this neighborhood. The vast majority of the land in this neighborhood is currently used for agricultural purposes.

Future Land Use Plan

The Town of Algoma adopted a Comprehensive Plan in 2005, with a major update in 2007. The Land Use Plan within the Comprehensive Plan illustrates the Town’s intention that most of the currently undeveloped land in the Protected Area would eventually be low-density residential. There are, however, some notable exceptions.

In the Northeast Neighborhood, medium-density residential (duplexes and condominiums) is projected in the area roughly bounded by STH 21, Honey Creek Road, Omro Road, and Ran-Lie Street. An area of commercial development is proposed on the north side of STH 21 east of Ran-Lie Street.

A much larger area of commercial development is slated for the land south of STH 21 in the northeast portion of the Southwest Neighborhood. Medium-density residential is being planned for the land south of this commercial land, and also west of it along Highway 21.

A general area for the location of another public school is shown on the Land Use Plan in the area of CTH “E” and Fenzl Drive. The possibility for another school has been discussed by the Catholic Diocese on land it owns on either side of 9th Street Road, a quarter-mile east of the west town line.

Existing Town of Algoma Recreation System

Existing Parks and Open Space

Table 3
Existing Public Parks and Related Facilities

Facility Name	Acres	Category
Existing Town Recreation Sites		40.0
Kewaunee Street Park	2.0	
Town Hall Park	3.9	
Steinhilber Marsh	34.1	
Oakwood Road Fishing Pier	0.0	
Other Public Recreation Sites		13.0
Sheldon Nature Preserve – Oshkosh Area School District	13.0	
Total Existing Public Recreation Sites		53.0

Table 3 shows that the Town of Algoma has virtually no useable parkland for its approximately 6,700 residents. The Northeast Neighborhood was fully developed with little public parkland. The only usable park is the two-acre Kewaunee Street Park, which has playground equipment but is too small for an athletic field. In this neighborhood there is also the Steinhilber Marsh, which is undevelopable wetland, the Oakwood School grounds, and the Sheldon Nature Preserve adjacent to Oakwood School. The Oakwood School ground, with its play equipment and ball fields, is the only effective public recreation land in the Northeast Neighborhood. School activities, of course, take precedence in the use of these facilities.

The only public parkland in the Southeast Neighborhood is the 3.9-acre Town Hall Park, which is covered with a stand of mature trees. There is a small playground in the open area next to the Town Hall. With the exception of the Westbreeze Trail Boardwalk, there are no public recreation facilities in the Northwest Neighborhood. There are no recreation sites in the largely undeveloped Southwest Neighborhood.

There are, then, only two actual recreation facilities in the town: the play equipment at Kewaunee Street Park and the Westbreeze Trail/Boardwalk. There are no other recreation facilities traditionally found in a community, such as athletic fields and courts, and picnic shelters. Most problematic is the fact that there is no open land in the portions of the town that are already heavily developed, so the lack of parkland and recreation facilities cannot be remedied in these areas.

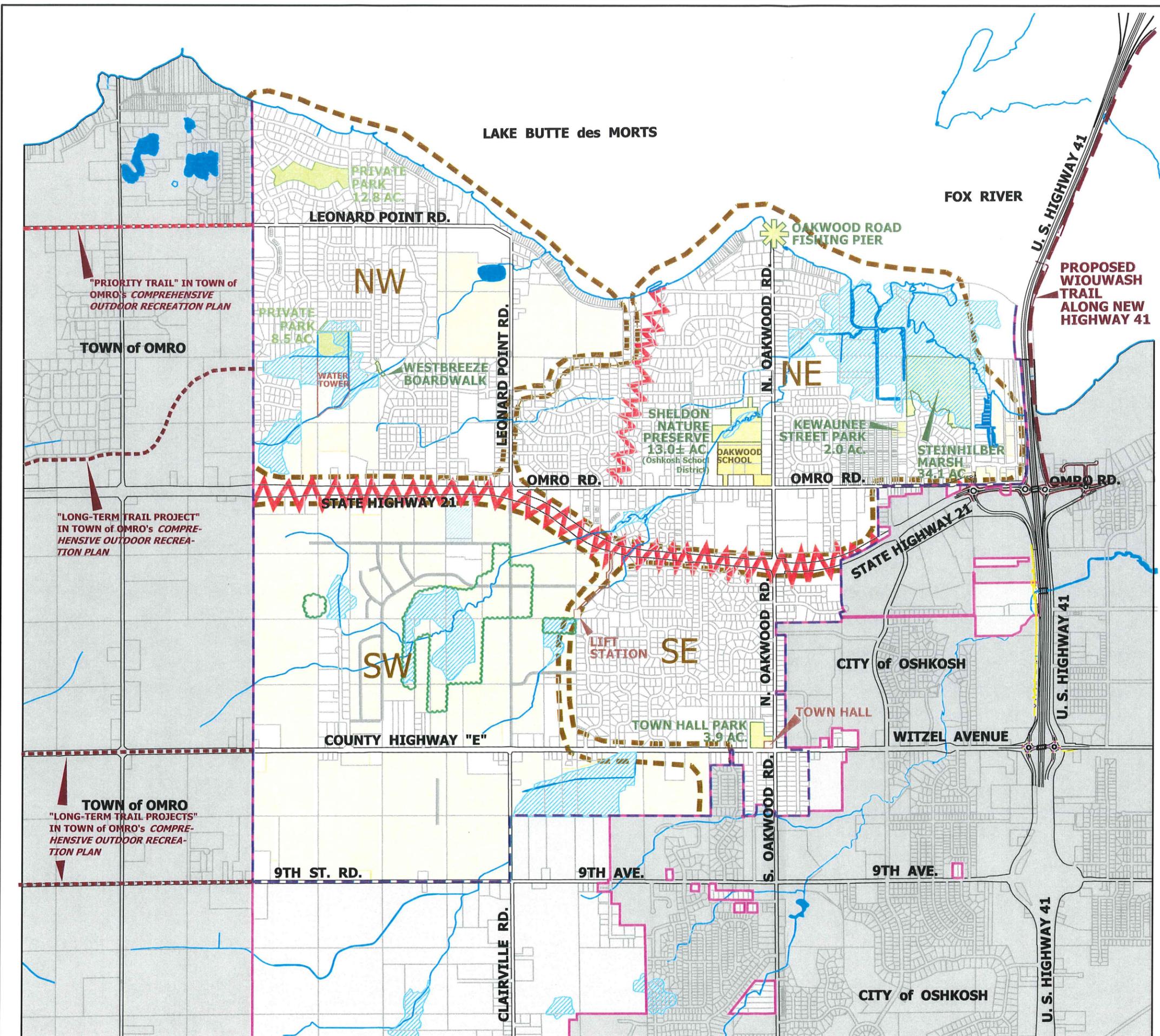
The Steinhilber Marsh is a valuable wildlife and wetland area, but there are no provisions for public enjoyment of the marsh.

With the exception of five-foot-wide bicycle/pedestrian lanes on either side of Omro Road, there are currently no trails in the Town of Algoma. The narrow “bike lanes” on Omro Road are separated from vehicular traffic by a single white stripe. This is an unsafe or, at best, uncomfortable situation for most bicyclists and pedestrians, particularly children.

TOWN of ALGOMA
Winnebago County, WI

PARK and OPEN SPACE PLAN, 2009

Map 2
Inventory and Analysis



LEGEND

- Town Boundary
- Limit of City of Oshkosh Growth Area
- Area of Town in Oshkosh Growth Area
- Surrounding Community
- Existing Wetland
- Existing Community Facility
- Existing Private Recreation Area
- Existing Public Recreation Area
- Existing School
- Existing Major Land Use
- Existing Major Undeveloped Areas
- Proposed Commercial Area
- General Neighborhood Area
- Conceptual Barrier to Trail Development
- Edge of Existing Woods



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583921\Drawings\583921_Plan_Final:Map 2_L_A

Proposed Town of Algoma Recreation System

Issues Associated with a Proposed Park System

Based on the information presented above, it is obvious that the strengths of the town's park and recreation system are very few, and the weaknesses many. If the strengths of the Town's existing recreation system are few and the weaknesses many, then the opportunities are nearly boundless. The present and future task before the town's government and residents is to identify what activities and supporting facilities they desire in their ultimate recreation system. (This will be an ongoing process that must periodically address changes in the leisure desires of the residents and in land uses.) With these determined, the process of locating facilities and prioritizing their construction creates a development plan.

The Protected Area already has a large area with suburban characteristics – dense residential development and the typical range of commercial businesses. These types of development will surely continue, and, as Table 1 illustrated, the town's population is projected to increase dramatically in the next twenty years. Future development within the Protected Area is a certainty. The only question is how quickly it will occur.

The Northeast and Southeast Neighborhoods are fully developed and present no opportunity to provide recreation facilities. The Northwest Neighborhood is not fully developed, and has some land that may be available for parkland, now or in the future. However, because of all the previous development, it will be impossible to connect via an off-road trail - or even efficiently and safely on-road - the Northwest Neighborhood with the Northeast Neighborhood and, beyond that, the new portion of the WIOUWASH State Trail that will be constructed as part of the reconstruction of USH 41. STH 21 also presents a major barrier to bicycle and pedestrian traffic crossing between the current and future southern neighborhoods and the northern neighborhoods.

Obviously, the Southwest Neighborhood, with its vast areas of agricultural land, is where most future development will occur. It is also, then, where most of any new recreation facilities – may occur. Many of these facilities are neither practicable nor possible until development occurs in the Neighborhood, and significant development is years away. In fact, because of the recent rapid decline in the housing market, none of the areas projected in the Town's Comprehensive Plan as being developed between 2005 and 2009 actually occurred.

Complicating future development in the Southwest Neighborhood is the likelihood of a new north/south arterial near the west town line. The road would have a major impact on land use in the area, but its location has not been finalized.

Because of these factors, it is very unlikely that the *construction* of projects identified in this Plan within the Southwest Neighborhood will occur anytime soon. The next several years, however, is the ideal time to pursue *purchase* of the lands upon which planned facilities will eventually be built. The identification of long-range improvements in this Plan is also an indispensable tool in directing policy and approvals of future development. To accomplish this, it will be vital that future Town advisory and governing bodies be committed to incorporating the intents of this Plan in any development-related decision-making process.

The Town of Omro's *Comprehensive Outdoor Recreation Plan, 2007-2012*, identifies the "Springbrook Road/Leonard Point Road Trail" as a "Priority Project". It runs to the boundary be-

tween the Towns of Algoma and Omro. Long-term projects include the “CTH “E”/9th Street Road Trail”. The Plan recommends a trail be adjacent to one of these roads, depending on a variety of conditions. The Town of Omro’s *Comprehensive Outdoor Recreation Plan, 2007-2012*, can be viewed at http://www.townofomro.us/Planning_Commission/planning.htm. Click on “Comprehensive Outdoor Recreation Plan” under “Related Resources”.

Goals and Objectives

Goals, and the specific objectives for achieving them, serve two purposes: they guide the determination of needs that must be met by the recommendations of this Plan, but, also, they provide the rationale that supports the recommendations. The rationale is important to inform those who were not involved in the preparation of the Plan, particularly in the future, of the background and thought upon which the recommendations were developed.

Goal #1

Ensure that recreation facilities are an integral part of future development in the town.

Objectives

- 1) Amend the *Town of Algoma Comprehensive Plan* to include the recommendations of this Study.
- 2) After careful planning of a future neighborhood, purchase land for proposed parks and trails in advance of development.
- 3) If advance purchase is not feasible, require as part of the approval process that developers of subdivisions where proposed neighborhood parks are shown in this Plan to include the park in the subdivision plan.
- 4) Require as part of the approval process that developers of subdivisions where proposed public trails are shown in this Plan to include the trail in the subdivision plan.

Goal #2

Develop and implement a trail system throughout the town that connects neighborhoods with other neighborhoods, with parks and other open spaces, with business and employment areas, and with future trails in adjacent municipalities.

Objectives

- 1) Where the development of off-road trails is impossible, include in the construction or reconstruction of town roads bicycle/pedestrian facilities that are safely separated from vehicular traffic.
- 2) Develop continuous linear routes that connect major destinations within the town.
- 3) Develop large loop routes that allow continuous travel through a particular area of the community.
- 4) When opportunities occur, connect the Town’s trail system with the WIOUWASH Trail north and, potentially, south from the Town of Algoma; proposed trails in the Town of Omro; and potential trails in the City of Oshkosh.

Goal #3

Provide public parkland, protect valuable natural resources, and preserve wildlife habitat, in order to enhance the welfare of town residents, attract prospective residents and businesses, and sustain ecological systems.

Objectives

- 1) Provide a range of leisure and recreation opportunities to town residents by supplying activities within the athletic, social, cultural, and natural leisure categories.
- 2) Wherever possible, locate parks where a portion of the property will include wetlands, woodlands, and water bodies.
- 3) Wherever possible, locate trails around or through wetlands and woodlands, and along streams, lakes, and ponds.
- 4) Provide facilities that allow and encourage people to observe and enjoy the natural qualities of a site.
- 5) Preserve lands and waters that provide environmental benefits, such as the protection of water quality, flood control, and wildlife habitat.

Proposed Recreation Facilities

The parks and trails proposed as the result of this Plan are intended to meet the needs of the Town of Algoma as it continues to develop as a suburban community over the upcoming decades. The Plan identifies the need, priority, and general (in most cases) location of future leisure facilities.

Proposed Parks

The proposed individual parks serve different needs of the community: passive and active, neighborhood-oriented and community-oriented, environmental protection and nature observation, athletics and fitness, socialization and relaxation. As such, the parks are of a particular size and in a particular area of the town.

Table 4
Proposed Public Parks

Facility Name	Approximate Acres
Neighborhood Park #1	9
Neighborhood Park #2	21
Neighborhood Park #3	10
Special Use Park	46
Community Park	42
Proposed Public Parks	128
Existing Public Parks (see Table 3)	40
Proposed Eventual Total of Public Parks	168
Existing Public Recreation Sites (see Table 3)	13
Eventual Total of All Public Recreation Sites	181

1) Neighborhood Parks

Neighborhood Park #1: A nine-acre park is proposed in the area slated for single-family residential development on Leonard Point Road east of the quarry. This park would serve the eastern portion of the Northwest Neighborhood and the far western residences of the Northeast Neighborhood.

Neighborhood Parks #2 and #3: These proposed parks are both located in the virtually undeveloped Southwest Neighborhood. Land acquisition for each of them is probably not feasible until the layouts of development in the areas that include the parks are determined. The construction

of these parks would not begin until a substantial amount of residential development has occurred in the area surrounding these parks.

Neighborhood Park #2 is proposed to be larger than a typical neighborhood park because it includes a 7.5-acre wetland, and is based on the anticipated layout of future roads.

Neighborhood Park #3 is proposed to be ten acres because this is the midpoint between the range of eight to twelve acres recommended for neighborhood parks.

2) Special Use Park

Near the west town line, north of Highway 21, are several properties that contain large wetlands. Also within this area is a Town Sanitary District Water Tower. These properties currently have no road access. An 8.5-acre private park borders the north line of the water tower property.

The parcels that contain the wetlands, including a portion of the water tower property, could be combined into a property covering approximately 46 acres. Approximately 27 of the 46 acres are wetland, and of the remaining nineteen, more than thirteen are cut off from the potential vehicle access by the southerly wetland. That leaves only approximately 5.6 acres of non-wetland with potential vehicular access as developable park land in the traditional sense. This small area could serve as a small neighborhood park within a larger nature-oriented property. The nature area could accommodate walking trails for neighborhood use. Trail corridors are also proposed along the property lines of the parcel west of the proposed park. This recreation area cannot be developed without vehicular access.

3) Community Park

The proposed Community Park presents an opportunity to combine a park with the potential relocation of the Town Hall into a comprehensive municipal center that would house Town offices, meeting space, the Town Fire Department, and the Town Garage. The Municipal Center complex would also include the existing Sanitary District's lift station.

The Community Park/Municipal Center is located so to be fairly central within the Protected Area, to be adjacent to the future extension of Leonard Point Road to connect with Clairville Road and a proposed commercial area, to include an existing wetland and several woodlands, to accommodate a major proposed trail corridor, and to provide a "neighborhood park" to the residential neighborhood to its east.

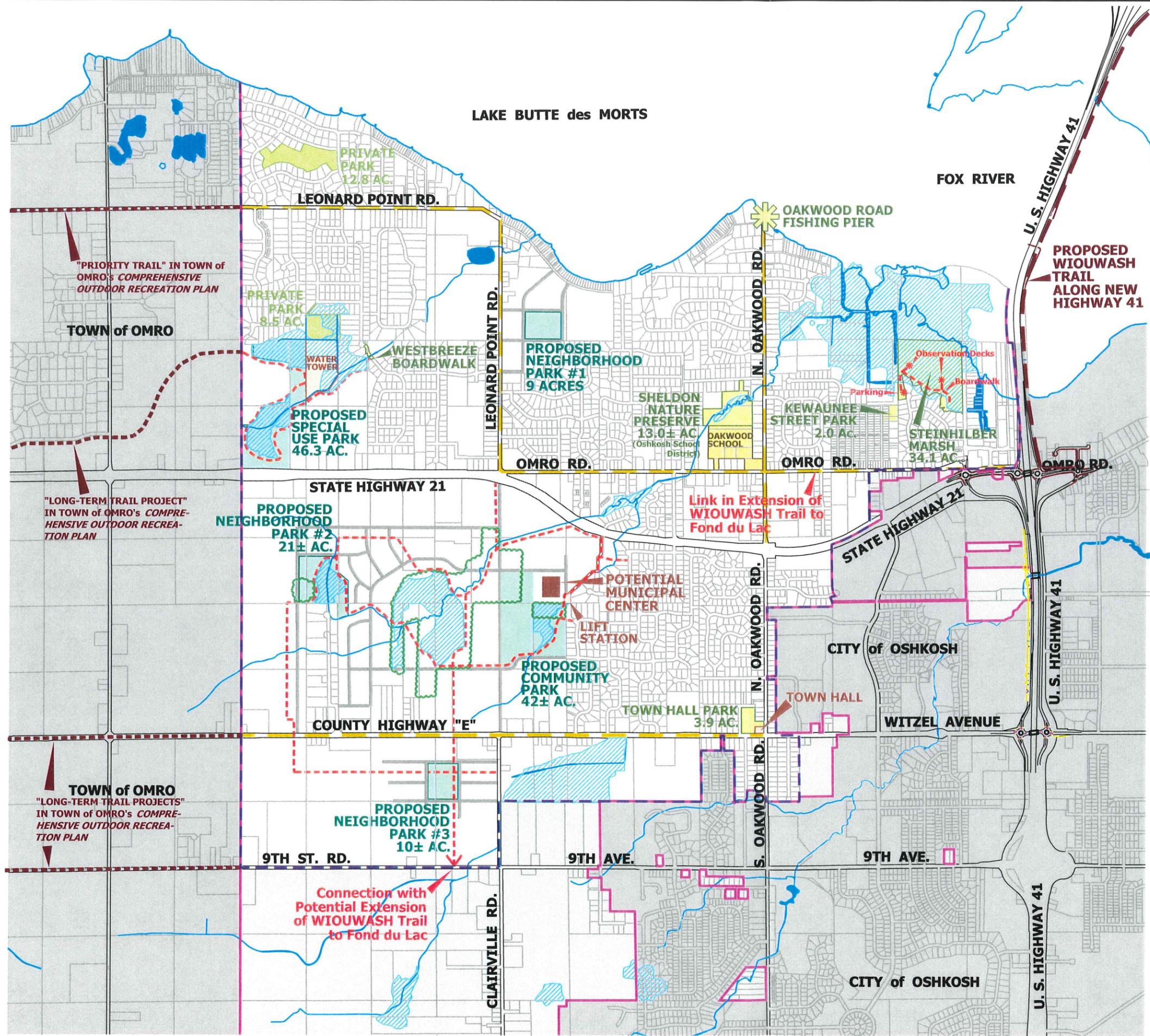
The "neighborhood park" portion of the community park would be in its southeast corner, adjacent to the neighborhood to the east. Because no facilities could be placed in the wetland, it would act as a buffer between the neighborhood and athletic facilities proposed for the western portion of the park.

The park could accommodate three soccer/football fields, three youth baseball/adult softball fields, two tennis courts, off-street parking, and picnic shelters/restrooms. The resulting facility would have active, passive, natural, and social areas, providing multiple leisure opportunities. In a broader sense, the athletic field complex in combination with the existing and proposed parks and natural areas, would provide this same set of leisure opportunities throughout the town.

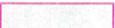
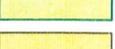
TOWN of ALGOMA
Winnebago County, WI

PARK and OPEN SPACE PLAN, 2009

Map 3
Plan Map



LEGEND

-  Proposed Public Recreation Area
-  Conceptual Layout of Proposed Roads
-  Proposed Off-Road Trail
-  Proposed Right-of-Way Trail
-  Town Boundary
-  Limit of City of Oshkosh Growth Area
-  Area of Town in Oshkosh Growth Area
-  Surrounding Community
-  Existing Wetland
-  Existing Community Facility
-  Existing Private Recreation Area
-  Existing Public Recreation Area
-  Existing School
-  Edge of Existing Woods

NOTE: In most cases, the locations of proposed parks and trails are approximate. Final locations may be determined as development occurs in the area of the proposed facility.

Scale in Feet



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Proposed Trails

The trails proposed in this Plan are one of two kinds: off-road trails through subdivisions and parks, or on-road trails within road rights-of-way.

Off-road Trails

Off-road trails are, as the name suggests, not associated with a road. That is their primary benefit, because they not only provide a safer environment for bicyclists and pedestrians, but often run through some sort of natural area that provides a more pleasant experience for the trail user. In suburban areas, another location for off-road trails is within subdivisions. "Subdivision trails" are vital components of an urban trail system because they provide neighborhood residents with access to the entire trail system. They may be especially important in the Town of Algoma because, if present practice continues, there are no paved paths along subdivision streets.

With the exception of a trail system associated with the proposed Special Use Park, all of the proposed off-road trails are in the Southwest Neighborhood. In general, the proposed trail corridors will either be all or partly within in the required setback of streams or wetlands, or they will be incorporated into subdivisions as they are developed.

Off-road Trail Design

Off-road trail corridors should be thirty to fifty feet wide. A greater width allows the trail to meander a bit within the corridor, and provides some space for berming and landscaping. Ten feet allows bicyclists and pedestrians (some with dogs) to pass comfortably as they move in opposite directions, or for bicyclists to pass pedestrians.

Asphalt is the best surface material. It has a higher initial cost but very low maintenance costs, and is the only surface that can be effectively plowed in the winter. Nonetheless, asphalt is probably not necessary for trails with a low amount of users. A crushed limestone surface is the best unpaved surface. There are maintenance costs, such as filling low spots that settle and repairing eroded edges. Gravel trails do not settle sufficiently to provide a smooth surface for bikes, strollers, and inline skaters. Wood chips are a bad surface in virtually all circumstances, and they require regular and frequent maintenance.

Right-of-Way Trails

Where off-road trails are not possible, an on-road trail may be the only option. Ideally, on-road trails are not really "on the road". These trails run within a road right-of-way, but are separated from vehicular traffic by some means, such as a guard rail, concrete barrier, traffic island, or landscape strip. The greater the separation, the greater safety and comfort for users. Unless the right-of-way is wider than typical, trails segregated from traffic are usually only feasible when there is no ditch beyond the road shoulder.

Where rights-of-ways are narrow, trails could be a bike lane on a paved shoulder, as on Omro Road, but these are decidedly less safe than segregated trails because of the obvious chance of bicyclists and pedestrians being hit by a vehicle. Because of this, many bicyclists and pedestrians are uncomfortable with vehicles passing close by. Additionally, many users, particularly children, are not proficient in riding a bike, and may inadvertently swerve into the traffic lane.

In this Plan, right-of-way trails are only proposed to be built at the time of construction of new roads or the reconstruction of existing ones. Right-of-way trails are proposed for Omro Road, Emmers Drive from Omro Road to Highway 21, Oakwood Road north of Highway 21, CTH "E"

from the west town line to the current Town Hall, and Leonard Point Road from the west town line to Highway 21.

Each of these five right-of-way trails are a vital component of the Town of Algoma's trail system, but the provision of a safe trail along Omro Road is the most important. Omro Road passes through the most densely populated area of the Protected Area, and it carries children to Oakwood School. The portion of the Protected Area that is north of Highway 21 has no place to accommodate an off-road trail corridor, Omro Road is the only potential connection from the westerly portion of the Protected Area to the commercial area on Highway 21 near Highway 41, and, more importantly, to the segment of the WIOUWASH State Trail that will run along the east side of the new Highway 41 crossing of Lake Buttes Morts when it is rebuilt in the next several years. The WIOUWASH Trail currently runs from the north side of Lake Buttes des Morts to Hortonville in Outagamie County.

The Omro Road segment of the WIOUWASH Trail would connect with a proposed north/south off-road trail through the town, where it could meet a potential extension of the WIOUWASH Trail that would continue the WIOUWASH Trail to Fond du Lac and a connection with the State's Wild Goose Trail.

Project Prioritization

Proposed park and trail projects are categorized as either Priority Projects or Long-Range Projects. Priority projects should be the focus of recreation facility development, and be implemented as soon as opportunities and resources allow. Priority Projects should be considered for implementation in the next five to seven years.

On the other hand, the time of implementation of long-range projects is usually beyond prediction. Nonetheless, long-range projects are vital as planning tools for decision-makers. The recreation facilities proposed in this Plan should be included as planning and design occurs in areas of the Protected Area that are currently undeveloped.

Priority Projects

P1: Land Acquisition for Neighborhood Park #1 - 2009

Acquisition of land for this park can be in advance of further platting in the area because the existing road network will determine the layout of future development. Therefore, land for the park can be acquired and future platting can occur around it.

P2: Omro Road Right-of-Way Trail - 2010

From Leonard Point Road to Brooks Lane, where it intersects with the Highway 21 overpass over Highway 41 and to the future WIOUWASH Trail.

P3: Emmers Lane Right-of-Way Trail – 2011

From Omro Road right-of-way trail to Highway 21, providing connection to commercial area on Highway 21.

P4: Construction of Neighborhood Park #1

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

P5: Land Acquisition for Special Use Park – 2012

Because much of this proposed parkland is undevelopable wetland, acquisition costs should be relatively inexpensive. Therefore, all or part of the park’s construction could possibly begin immediately following land acquisition. Because it is not functioning as a typical neighborhood park, this park is not dependent on the pace of development around it. Park construction, however, is impossible until access can be provided from the west.

P6: Oakwood Road Right-of-Way Trail - 2013

From Highway 21 to the Town’s fishing pier at Lake Butte des Morts

P7: Leonard Point Road Right-of-Way Trail - 2014

P8: CTH “E” Right-of-Way Trail - 2015

Cost Estimates for Park-Related Priority Projects

Table 6 provides an estimate of the costs to acquire and construct the two parks listed as Priority Projects: Neighborhood Park #1 and the Special Use Park. Estimated costs for the right-of-way trails are not included because they would be part of the design and cost estimating for the reconstruction of the roads.

**Table 5
Cost Estimates for Park-Related Priority Projects**

Proposed Park	Unit	Qty.	Estimated Unit Price (1)	Estimated Item Cost	Estimated Total Project Cost
Neighborhood Park #1					\$455,000
Land Acquisition (2)	Acre	9	\$20,000	\$180,000	
Construction (3)	Lump Sum			\$275,000	
Neighborhood Park #2					\$420,000
Land Acquisition (2) (4)	Acre	15	\$3,500	\$52,500	
Park Construction (5)	Lump Sum			\$200,000	
Trail in park and to Westbreeze Boardwalk	Lineal Foot	3,350	\$50	\$167,500	
Total Parks					\$875,000

- (1) Assumes land acquisition at market value, not including, land dedications, donations, or grants; construction by a private contractor
- (2) Timing dependent on development of land surrounding proposed location
- (3) Park construction includes picnic shelter, playground, grading for open play area, two tennis courts, sidewalks for accessibility, and landscaping
- (4) Price per acre reduced because portion of land is undevelopable wetland
- (5) Park construction includes site grading, picnic shelter, playground, sidewalks for accessibility, and landscaping. Trail in park and to Westbreeze Boardwalk is separate item

Long-Range Projects

L1: Land Acquisition for Community Park Adjacent to Potential Municipal Center

Acquisition of land for this park can be in advance of further platting in the area because the existing and proposed road network (after final determination of the location of the Leonard Point Road extension) will determine three of the park's boundaries. The park's east boundary is fixed at the property line of the subdivision to the east. The extension of Rosewood Lane will be the park's southern boundary, and the extended Leonard Point Road the west. The location of the road forming the north boundary, and providing access to the potential new Municipal Center, can be determined by the land needed for the park. Therefore, land for the park can be acquired and future platting can occur around it.

L2: Begin Phased Construction of Community Park Adjacent to Potential Municipal Center Site

The Municipal Center and adjacent park cannot be built until Leonard Point Road is extended from STH 21 to Clairville Road at CTH "E". However, because this park has facilities that will serve the entire community, its construction can begin before the area surrounding it is developed.

L3: Acquisition of Property or Permanent Easement for Off-Road Trails in Southwest Neighborhood

All or part of the land for this portion of the trail system can be secured before development occurs in the area because much of the proposed trail corridor lies within the required setbacks from streams and wetlands.

L4: Land Acquisition for Neighborhood Park #2

Land for the park should be acquired as soon as the design of development surrounding its proposed location is known.

L5: Acquisition of Property or Easement for Subdivision Trails

The corridors for these trails would be acquired via dedication during the subdivision platting process.

L6: Construction of East Trail Loop

With two existing connections to the subdivisions to its east, this trail can be constructed and serve the residents of those neighborhoods.

L7: Construction of Neighborhood Park #2

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

L8: Construction of Trail from Neighborhood Park #2 to East Loop Trail

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

L9: Construction of Subdivision Trails

These trails should be constructed when at least seventy percent of the lots in the subdivisions through the trail passes have occupied houses.

L10: Land Acquisition for Neighborhood Park #3

Land for the park should be acquired as soon as the design of development surrounding its proposed location is known.

L11: Construction of Neighborhood Park #3

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

L12: Construction of North/South Trail from East Loop Trail to South Town Line

The portion of this trail from Neighborhood Park #3 to the south town line should not be constructed before its point of connection with the WIOUWASH Trail's extension through the City of Oshkosh (currently the Oshkosh growth area within the Town of Algoma) has been determined.

L13: Construction of Boardwalk and Observation Decks at Steinhilber Marsh

One or two observation decks, accessed by a boardwalk similar to the Westbreeze Boardwalk, would provide the community the ability to enjoy the marsh and its wildlife. The observation deck(s) and boardwalk could be especially valuable to school groups. The deed from the Town's acquisition of the marsh from the Steinhilbers would have to be reviewed for any restrictions on the property's use.

Park and Trail Funding Options

There are a number of grants available for the development of parks and trails. In Wisconsin, they are oriented either towards transportation or nature-based recreation. The following text is taken directly, or adapted, from the websites of the Wisconsin Departments of Transportation (WDOT) and Natural Resources (WDNR).

Stewardship Grants

The WDNR administers the Stewardship Program. The program was created to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. In general, eligible projects involve land acquisition, development, and renovation projects for nature-based outdoor recreation activities.

The Stewardship Fund awards grants for eligible projects up to fifty percent of design and construction costs. Briefly, and as they relate to the Town of Algoma, eligible projects include:

Land Purchases

- To preserve scenic or natural areas, including areas of physical or biological importance and wildlife areas. These areas shall be open to the general public for outdoor recreation use to the extent that the natural attributes of the areas will not be seriously impaired or lost.
- Within urban areas for such uses as open natural space, undeveloped play areas, bicycling trails, walking and horseback riding trails, and day-use picnic areas.
- That preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature based outdoor recreation activities.

Development and Renovation Projects for Nature-Based Outdoor Recreation

Eligible projects include trails, picnic areas, and water recreation areas. These projects can also include support facilities, such as access roads, parking areas, restroom facilities, utility and

sanitation systems, permanent landscaping, park signs, fences and lighting for the protection of park users.

Because of its natural characteristics, the acquisition and construction of the Special Use Park and its trails would be a good use of Stewardship Funds.

Ineligible Projects

Projects not eligible for Stewardship Grants include:

- Land acquired through condemnation by the applicant; development of facilities on lands that were acquired through condemnation by the applicant.
- Purchasing land for and development of recreation areas that are not related to nature-based outdoor recreation - e.g., sports that require extensively developed open space such as dedicated sports fields, swimming pools, tennis courts, playgrounds, skateboard parks, hockey rinks, indoor horse arenas, golf courses, and motorized recreation.
- Lands dedicated through a local park land dedication ordinance.
- Buildings primarily devoted to operation and maintenance.
- Indoor recreation facilities.
- Environmental remediation or clean-up of site contamination

Transportation Grants

There are several types of transportation grants administered by the WDOT.

Bicycle and Pedestrian Facilities Program (BFPF)

The objective of this program is to construct or plan for bicycle or bicycle/pedestrian facility projects. The statutory language specifically excludes pedestrian-only facilities, such as sidewalks, and streetscaping projects.

Projects must meet federal and state requirements. Projects costing \$200,000 or more that involve construction are eligible for funding, as are bicycle and pedestrian planning projects costing \$50,000 or more. Additionally, the project must be usable when it is completed and not staged so that additional money is needed to make it a useful project. A project sponsor must pay for a project and then seek reimbursement for the project from the state. Federal funds will provide up to 80% of project costs, while the sponsor must provide at least the other 20%.

Projects are solicited in even numbered years with applications available in January and due in April. Two years of funding is made available to projects for the three fiscal years following the calendar year in which projects are selected. For example, in 2008, projects are developed for FY 2009-2011 funding. Funding for the BFPF program is on a competitive basis with a committee ranking projects and making funding recommendations to the Wisconsin Department of Transportation Secretary.

Local Transportation Enhancements (TE) program

This program funds projects that increase multi-modal transportation alternatives and enhance communities and the environment. Federal funds administered through this program provide up to eighty percent of costs for a wide variety of projects, such as bicycle or pedestrian facilities, landscaping or streetscaping, and the preservation of historic transportation structures.

Safe Routes to School

Safe Routes to School (SRTS) programs encourage children ages K-8 to walk and bike to school by creating safer walking and biking routes. The program addresses a long-term trend

away from children bicycling and walking to school to being transported by car or bus. The trend has not only been part of the increasing levels of traffic congestion and air pollution, but also linked to child health and obesity problems. SRTS is an effort to reverse these trends by funding bicycle and pedestrian infrastructure, planning and promotional projects.

Projects must be within two miles of a kindergarten to 8th grade school. Unlike most federal programs, SRTS are one-hundred percent federally funded.

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