

# The 2011–2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan

This SCORP 2011-2016 summary was created by NCWRPC staff as a way of introducing this state plan to all audiences. Most of the text was clipped directly from the SCORP, and table numbers are the same as in the SCORP for easy reference when reading the full SCORP.

## **Chapter 1 – Wisconsin Natural Amenities, Population Changes, and Recreation Destinations.**

The 2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) serves as a blueprint for state and local outdoor recreation planning through support of national initiatives, sets the course for recreation within the state by describing current recreation supply and trends, and provides a framework for future recreation development and focus.

Every five years, Wisconsin publishes a Statewide Comprehensive Outdoor Recreation Plan (SCORP) as a requirement by the Federal Land and Water Conservation Fund (LWCF) Act of 1965. At its core, the document is used to help allocate federal funds equitably among local communities, but the document also transcends many levels of outdoor recreation discussion and policy.

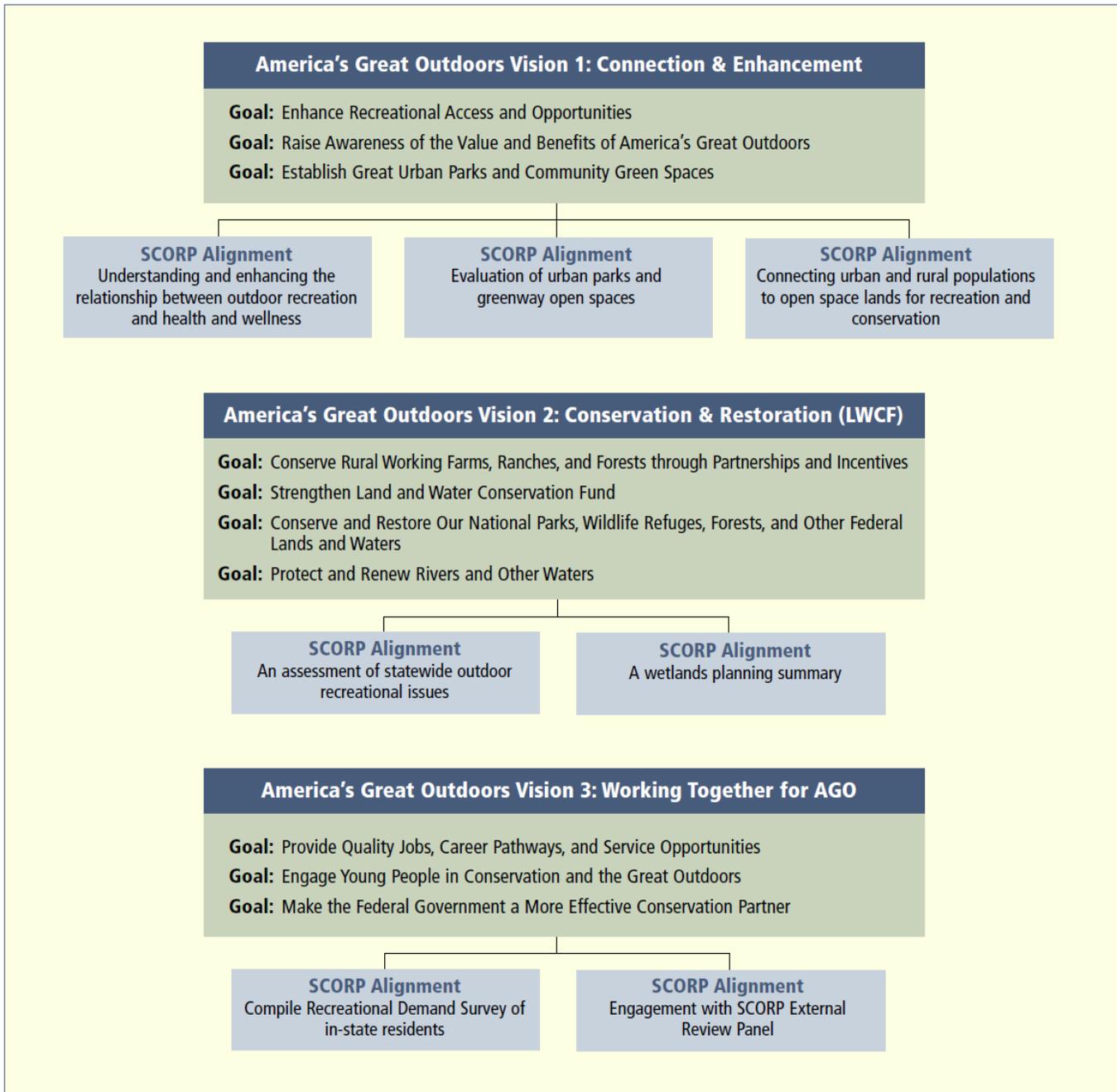
For the 2011-2016 Wisconsin SCORP, the State not only met the requirements of the LWCF Act but also reflected on the America's Great Outdoors (AGO) Initiative, launched in 2010 by President Obama, for an approach that asks the American people to become partners in preserving and enhancing their conservation and recreation heritage for the 21<sup>st</sup>-century. This SCORP is presented out of the respect to the state's great outdoor recreation resources and their value to the people of Wisconsin.

This document shows a clear vision of how preserving and improving recreation opportunities in Wisconsin fits within a broader national initiative of conservation and recreation. This SCORP further targets assessments on several key relationships that include:

1. public health and wellness,
2. urban access to outdoor recreation, and
3. public and private partnerships.

America's Great Outdoors (AGO) Initiative calls for greater federal support to grassroots conservation efforts through financial and technical assistance. Direction for the AGO Initiative was taken from the American people through 51 public listening sessions held across the country as well as 105,000 submitted comments. Through this public engagement came the visions and goals listed in Figure 1-1.

Figure 1-1: Outline of Wisconsin SCORP Alignment with AGO Visions



## Chapter 2 – Wisconsin Outdoor Recreation Uses and Trends

As the America’s Great Outdoors (AGO) Initiative looks to reconnect Americans to the outdoors, Wisconsin must examine its outdoor recreation uses and trends to better understand how Wisconsinites currently connect to the state’s outdoor recreation resources. The second theme of the AGO Report, “Enhance Recreational Access and Opportunities,” was developed out of the public’s desire to remove barriers to recreation and to make recreation a higher priority for land and water management agencies. The survey analyses in this chapter can be used to determine what improvements are needed in regard to access and opportunities in outdoor recreation.

By identifying outdoor recreation demand by demographics and by projecting outdoor recreation activity trends relevant to the immediate future, Chapter 2 of the SCORP gives Wisconsin communities direction in outdoor recreation planning. Under AGO, community-based efforts to increase outdoor recreation access will receive federal government support (AGO Recommendation 2.2). Such support will include technical assistance for local, state, and tribal efforts to enhance recreation (AGO Action Item 2.2a), and backing of community programs that improve safety of open spaces and access routes (AGO Action Item 2.2c).

The 2011 – 2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan

### Fifteen Year Recreation Trends

A number of recreation activities have seen exponential growth over the last 15 years. In terms of sheer numbers, soccer has outpaced every other outdoor recreation activity. This growth can be attributed to the number of youth soccer leagues that have been formed over the last decade. Table 2.7 shows the top 10 recreational activities by total numbers.

Another way to show growth is by percentage change. This method shows a different set of recreation activities that have grown in popularity. Interestingly, most participants in these activities are urban residents. Table 2-8 reflects the top 10 recreational activities by total percentage change.

Activity	1994 Survey*	2009 Survey*	Number of Participants (1,000s)
Soccer outdoors	179.1	1,460.0	+ 1,280.9
View/photograph other wildlife	1,582.9	2,605.8	+ 1,022.9
Golf	888.8	1,882.3	+ 993.5
Handball or racquetball outdoors	96.8	1,058.3	+ 961.5
Walk for pleasure	2,988.0	3,946.9	+ 950.9
Attend outdoor sports events	1,995.2	2,923.5	+ 928.3
Bicycling	1,486.8	2,190.8	+ 704.0
Day hiking	949.0	1,652.8	+ 703.8
Running or jogging	803.8	1,446.8	+ 643.0
View/photograph birds	1,261.4	1,877.5	+ 616.1

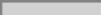
\*Each survey represents a rolling average of five previous years.  
Source: WI SCORP 2011-2016

Activity	1994 Survey*	2009 Survey*	Percent Difference
Handball or racquetball outdoors	96.8	1,058.3	+ 993.3%
Soccer outdoors	179.1	1,460.0	+ 715.2%
Kayaking	46.6	328.4	+ 604.7%
Surfing	10.3	44.5	+ 332%
Football	282.5	852.4	+ 201.7%
Horseback riding	139.3	389.9	+ 179.9%
Mountain/rock climbing	53.3	122.9	+ 130.6%
Use personal watercraft	131.9	293.7	+ 122.7%
Golf	888.8	1,882.3	+ 111.8%
Snowboarding	77.7	164.4	+ 111.6%

\*Each survey represents a rolling average of five previous years.  
Source: WI SCORP 2011-2016

Table 2-9 considers the percentage changes in recreation participation rates, as well as industry forecasts and opinions from recreation professionals, to suggest which activities will be popular in the future. These observations are made for a five year period, and therefore reflect the most pressing demands on recreation in the immediate future.

**Table 2-9: Projected Trends in Wisconsin Outdoor Recreation Activities**

<b>Increasing Demand</b> 	Adventure racing	Popular as both an individual and a group activity.
	Driving for pleasure	An easy activity for the aging baby boomer generation.
	Developed/RV camping	Baby boomers are a continued driving force for this growth.
	Kayaking	Cheaper entry points have attracted more participants.
	Visit a dog park	Urban residents continue to demand more of these areas.
	Soccer outdoors	Youth growth is still strong in urban areas.
	BMX biking	X Games popularity may be driving this growth.
	Climbing	Indoor climbing walls have led to an outdoor resurgence.
	Stand up paddling/paddleboarding	A fast growing water sport sweeping the country.
	Triathlon (on- and off-road)	Varying distance events have allowed for growth.
	Off-highway vehicle driving	Post recession growth continues.
	Gardening or landscaping for pleasure	The "grow local" concept is taking hold at many levels.
<b>Stable Demand</b> 	Walk for pleasure	Market saturation does not allow for large growth.
	Running or jogging	Gen Y is replacing the baby boomers for this activity.
	Water parks	Recession may have caused this growth to slow.
	Motorboating	Still easy access in a water-based state.
	Day hiking	Popular with many generations.
	Golf	Time constraints do not allow for growth.
	Tent camping	Continues to be stable, but growth is illusive.
	Snowboarding	May have peaked after 20 years of growth.
	Trail running	A stable niche activity with Gen Y.
	View/photograph wildlife	An easy activity that spans generations.
	Bicycling (road and non-paved)	Popular with many generations – access is still key.
	Snowshoeing	After large growth, this has stabilized.
<b>Decreasing Demand</b> 	Hunting	Continues to struggle with generational loss and private access.
	Inline skating	A large decrease in the last six years, the bottom may be near.
	Skateboarding/skate parks	Gen M is free-skating with longboards.
	Horseback riding on trails	Recession impacts have caused this to decrease with no rebound.
	Softball	Baby boomers continue to leave this sport.
	Downhill skiing	Gen Y does not have the numbers to replace aging baby boomers.

## **Chapter 3 – Outdoor Recreation and Public Health.**

The third goal of the America's Great Outdoors (AGO) Report, "Raise Awareness of the Value and Benefits of America's Outdoors," was developed out of the public's concern that youth are lacking exposure to outdoor education. AGO sets out to partner with Let's Move Outside! to instill lasting values of health and wellness, and environmental conservation in youths.

By examining the component of health and wellness that motivates recreation and by comparing the most popular outdoor activities that yield the greatest health benefits, Chapter 3 lays the groundwork for recreation planners seeking to make outdoor recreation relevant to today's youth and Wisconsinites. Wisconsin, too, should raise public awareness of the physical and mental health benefits of the great outdoors (AGO Recommendation 3.1). Communities can look to the federal government for support of campaigns that demonstrate and advertise outdoor recreation for wellness as well as support of parks and outdoor spaces that facilitate physical activity (AGO Action Item 3.1b).

The built environment plays an important role in our ability to affect public health and wellness (Gordon-Larsen et al. 2000; Frumkin et al. 2004). For example, parks, trails, and sports facilities are key local assets that allow for convenient, safe, and attractive places for people to participate in physical activities of all kinds (Sallis et al. 2006). While public health and wellness are affected by a number of social, economic, and environmental determinants, there is increasing evidence that improving access to outdoor locations favorable for physical activity can act to lower obesity levels and improve health outcomes among target populations (Campbell and Cornelssen 2004; Kelly et al. 2007; Lovasi et al. 2009).

Recreation planning and park design have been shown to affect use. Characteristics and specific features found in parks are important in fostering the use of these public spaces for physical activity. Features in trails and parks (playground equipment, sports facilities, etc.) have been shown to enhance that property's use for physical activity (Kaczynski et al. 2008).

Outdoor recreation encompasses a wide variety of activities, each of which has a different level of physical activity. In many cases, health and wellness outcomes can be improved through participation in activities that require higher levels of physical exertion. Table 3-1 shows recreation activity intensities by appropriate facility type. The higher the MET (metabolic intensity) the higher the energy expenditure by a person doing that activity.

Table 3-1 Recreation Intensities by Appropriate Facility Type

Facility	Activity	MET
Water – Lakes, streams, fishery areas, boat launches, marinas, piers, trout streams, waterfalls, whitewater rafting rivers	Canoeing	7
	Rowing	7
	Scuba diving	7
	Ice skating outdoors	7
	Swimming in lakes, streams, etc.	6
	Waterskiing	6
	Rafting	5
	Snorkeling	5
	Kayaking	5
	Fishing, general, warm water	3
	Sailing	3
	Windsurfing	3
	Surfing	3
	Boating, power boat	2.5
	Ice fishing	2
	View/photograph scenery and wildlife	2
	Visit a waterside	2
	Sightseeing	2
	Boat tours or excursions	2
	Family gathering	1.5
Picnicking	1.5	
Beaches, shoreline	Volleyball, outdoors	8
	Walking for pleasure	3.5
	Fishing, general, warm water	3
	Camping	2.5
	View/photograph scenery and wildlife	2
	Visit a waterside	2
	Sightseeing	2
	Family gathering	1.5
	Picnicking	1.5
Forested land (state parks or natural areas, forest reserves, trust lands, wildlife and wilderness areas)	Rock climbing	9.5
	Orienteering	9
	Mountain biking	8.5
	Mountain climbing	8
	Skiing, cross-country	8
	Snowshoeing	8
	Backpacking	7
	Dog sledding	7
	Hiking, general	6
	Walking for pleasure	3.5
	Geocaching	3.3
	Camping	2.5
	View/photograph scenery and wildlife	2
	Visit a wilderness or primitive area	2
	Sightseeing	2
	Gather mushrooms, berries, etc.	2
	Family gathering	1.5
Picnicking	1.5	

Facility	Activity	MET
Ski hills	Snowshoeing	8
	Sledding	7
	Skiing, downhill	6
	Snowboarding	6
Local parks, parkland	Inline skating	12.5
	Running	9
	Handball outdoors	8
	Bicycling	8
	Volleyball, outdoors	8
	Football	8
	Sledding	7
	Tennis	7
	Racquetball	7
	Soccer	7
	Hiking, general	6
	Basketball	6
	Skateboarding	5
	Softball, or Baseball	5
	Walking for pleasure	3.5
	Disc golf	3
	Visit a dog park to walk a pet	3
	Yard games, e.g., horseshoes	2.5
	View/photograph scenery and wildlife	2
	Family gathering	1.5
	Picnicking	1.5
	Attend outdoor concerts, plays, etc.	1.5
	Attend outdoor sports events	1.5
Trails – single- or multi-use	Inline skating	12.5
	Running	9
	Mountain biking	8.5
	Bicycling	8
	Cross-country skiing	8
	Snowshoeing	8
	Backpacking	7
	Dog sledding	7
	Hiking, general	6
	Horseback riding	4
	Walking for pleasure	3.5
	Snowmobiling	3.5
	Off-road motorcycling	2.5
	Off-road driving with an ATV	2.5
View/photograph scenery and wildlife	2	
Sightseeing	2	
Trails – snow	Snowshoeing	8
	Skiing, cross-country	8
	Dog sledding	7
	Snowmobiling	3.5
	Off-road driving with an ATV	2.5

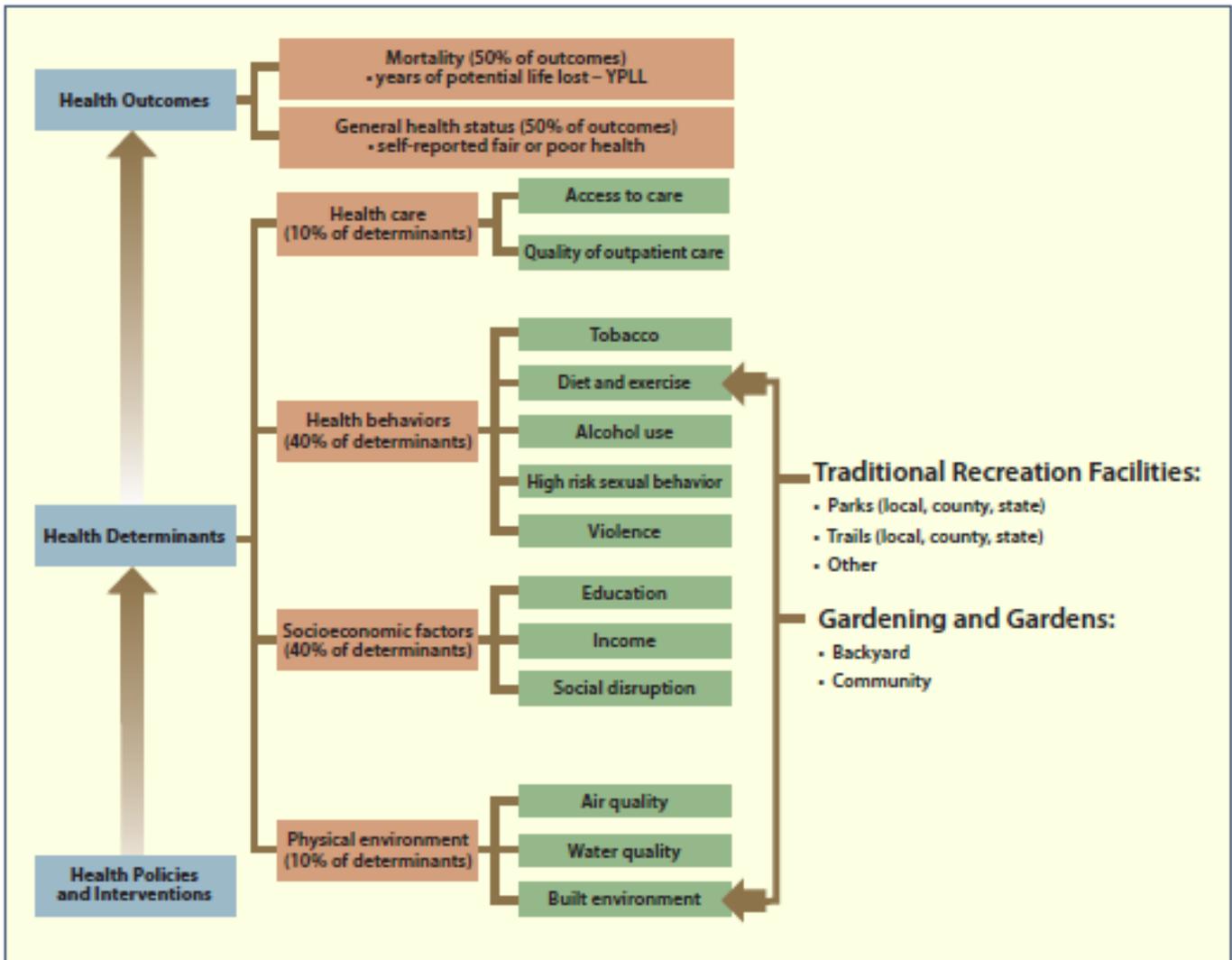
Table 3-1 Recreation Intensities by Appropriate Facility Type (continued)

Facility	Activity	MET
Sports facilities - indoor and outdoor	Football	8
	Volleyball	8
	Handball	7.5
	Soccer	7
	Tennis	7
	Paintball	6
	Basketball	6
	Baseball	5
	Softball	5
	Skateboarding	5
Outdoor ice rinks	Ice hockey outdoors	8
	Ice skating outdoors	7
Public hunting lands	Hunting, big game	6
	Hunting, migratory bird	6
	Hunting, small game	5
Golf courses, driving ranges, resorts, and country clubs	Golf	4.5
Horseback riding stables, facilities, trails	Horseback riding	4
Public outdoor swimming pools	Swimming in an outdoor pool	4
Disc golf courses	Disc golf	3
Dog parks	Visit a dog park to walk a pet	3
ATV parks	Off-road riding with an ATV	2.5
Shooting ranges (archery, guns, etc.)	Target shooting	2.5
Dirt bike/motocross tracks	Off-road motorcycling	2.5
Campgrounds	Camping	2.5
Arboretums	Running	9
	Bicycling	8
	Skiing, cross-country	8
	Snowshoeing	8
	Hiking, general	6
	Geocaching	3.3
	View/photograph scenery and wildlife	2
	Driving for pleasure	2
	Visit nature centers	2
	Sightseeing	2
	Gather mushrooms, berries, etc.	2
	Nature-based educational programs	2
Playgrounds	Basketball	6
	Yard games	2.5
	Picnicking	1.5

Facility	Activity	MET
Lighthouses	View/photograph scenery	2
	Visit historic sites	2
Nature centers	Visit nature centers	2
	Nature-based educational programs	2
Outdoor water/theme parks	Swimming, pool	4
	Visit outdoor theme/water park	2
Zoos	Walking for pleasure	3.5
	View/photograph wildlife	2
	Nature-based educational programs	2
	Visit nature centers	2
Caves	Visiting a cave	2
	View/photograph scenery and wildlife	2
	Visit prehistoric/archeological sites	2

Improving public health outcomes through policy requires an understanding of health determinants (the factors that affect public health and wellness). These determinants include health care, health behaviors, socioeconomic factors, and the physical environment. Health determinants are in turn associated with a variety of behavioral, demographic, and environmental attributes as summarized in Figure 3-2.

**Figure 3-2: Conceptual Relationships Between Local Public Health and Wellness Outcomes**



Source: Adapted from Peppard et al. 2008.

## **Gardening: The Winning Combination of Outdoor Recreation and Public Health Benefits**

Gardening is one of the most popular recreational activities in the United States and provides many benefits, including improved access to fresh produce, increased physical activity, and community-building. A recent recreation participation survey suggests that almost 70% of Wisconsin adults garden or landscape for pleasure. This makes gardening & landscaping the second most popular recreation activity in the state, second only to walking. General gardening results in a MET value of 4.0, categorizing it as a moderate intensity activity.

Gardening activities can be divided into two categories:

1. backyard and
2. community.

Around 90% of gardening takes place in backyard gardens and recent research suggests that 35% of Wisconsin households maintain a backyard garden.

One particularly valuable aspect of gardening as an outdoor activity is its potential to keep an individual engaged frequently over a growing season.

Among other outdoor recreation activities, gardening is relatively unique in its connection to personal nutrition. Only hunting, fishing, and foraging activities have a similarly direct connection to eating habits. More fresh produce means that gardeners are more likely to make home-cooked meals, which are typically lower in salt and sugar, and contain fewer excess calories.

Communities interested in creating a new garden may consider seeking grant money to help start the project. The federal People's Garden Grant Program (PGGP), administered by the U.S. Department of Agriculture, is one possible funding source.

### **Chapter Summary**

In order to encourage greater participation in activities that yield greater health benefits, the following recommendations are offered, sorted by facility type:

**Trails** – Plans should be created for entire corridors. Multi-tread trails should be constructed to avoid conflict between users. For example, walkers and runners can use gravel trails while bikers ride on adjacent paved trails. Signage should indicate the separation of users. **(NCWRPC Note: Gravel trails could be problematic for maintenance, and people may not want them due to dust and mud concerns. WisDOT recommends at least an 8-foot (10-foot preferred) paved multiuse asphalt path).**

**Water** – The DNR should fund and support improved access to lakes, streams, and other bodies of water, as well as facilities that cater to these activities (such as piers, boat launches, rental facilities, etc.). Wisconsin is home to countless lakes and streams, and it is important to ensure access to these amenities.

**Snow** – Non-motorized snow sports were generally ranked as moderate to high intensity and are therefore beneficial to health. Motorized uses, while more popular, have fewer health benefits. Trails should be separated between these two usage types, with certain trails designated for non-motorized uses only. This will make users feel safe and help to increase participation.

**Ice Rinks** – Outdoor rinks cater to ice skating and hockey, both of which are high-intensity activities. Municipalities should involve neighborhood associations and other groups with shoveling and maintenance tasks. The City of Madison started this initiative in 2011, and the program has been successful with active neighborhood groups.

**Sports Facilities** – Organized sports (such as basketball, soccer, and football) are high and moderate intensity activities with good participation levels. Government entities should try to partner with private sports facility providers in order to increase participation while efficiently managing public funds. For example, a municipality may give a sports complex incentives through Tax Increment Financing (TIF) or other means if they are open one night a week to the public.

**Team Sport Leagues** – Some high-intensity team sports are growing in popularity (particularly handball, football, volleyball, and soccer). If open space is available, fields should be created for use by recreation sports leagues.

**Safety** – Feeling safe can be addressed through increased police presence, increased street lighting, traffic safety, and a decrease in the amount of vacant buildings. These changes will make residents feel safer traveling to and from recreation sites, and using parks and open spaces. More people using recreation sites will help to increase physical activity rates of Wisconsin residents. Safety can also be promoted through using bike paths to connect residential areas to local schools, which would provide students with a safe route to walk or bike to school. This is consistent with Wisconsin's Safe Routes To School (SRTS) program, which works to promote healthy lifestyles in young children by giving them options other than cars to get to school. SRTS is funded through the revised federal transportation act – MAP-21.

**Crime Prevention Through Environmental Design (CPTED)** theories contend that law enforcement officers, architects, city planners, landscape and interior designers, and resident volunteers can create a climate of safety in a community right from the start. CPTED's goal is to prevent crime by designing a physical environment that positively influences human behavior. The theory is based on four principles: natural access control, natural surveillance, territoriality, and maintenance. **(Source: National Crime Prevention Council – NCWRPC added.)**

## **Chapter 4 – Access to Outdoor Recreation in Urban Wisconsin.**

In response to rural-to-urban population growth and expansion in counties bordering out-of-state metropolitan areas, Wisconsin needs to launch a new generation of urban parks and green spaces. One of America’s Great Outdoors (AGO) goals, “Establish Great Urban Parks and Community Green Spaces,” was developed out of the public’s demand for outdoor recreation facilities and associated benefits—improved health, community ties, and economy—closer to their home, work, and school.

For urban parks planning insight, Chapter 4 considers various urban recreation barriers and solutions, and analyzes peer-to-peer statistics for 145 municipalities. As AGO encourages use of the Land and Water Conservation Fund to create and enhance urban parks and community green spaces (AGO Recommendation 6.1), Wisconsin can develop new parks in overlooked urban waters and former industrial sites to suit emerging urban recreation activities (AGO Action Items 6.3c and 6.3b). Satisfying Wisconsin’s need to unify park systems, AGO will support local, state, and tribal governments and communities to connect federal parks to urban and neighborhood parks by building community paths and sidewalks (AGO Action Items 6.4b and 6.4a).

### **Theme Overview**

Urban recreation themes developed for this SCORP can also be a useful guide to analyze the benefits and availability of urban parklands and greenway open spaces in Wisconsin. These themes also provide an important framework for future recommendations and should be taken into consideration when planning for urban-based recreation.

#### **THEME: The link between urban parks and public health**

Health agencies at every level of government acknowledge that local facilities in urban areas are important for public health. Studies question the magnitude of the causal connection between park provisions and public health, recognizing the complex nature of the topic.

#### **THEME: Standardized Metrics for Quality, Distance, and Size of Recreation Areas**

Standard metrics for the quality and distribution of urban parklands and greenway open spaces will need to be developed. (**NCWRPC Note:** The DNR already created size metrics in their “Park & Recreation Designs, and Recreation Supply Levels” classification system.)

#### **THEME: Classification of Facilities and Activities**

Just as standardized guidelines for urban recreational facilities will help guide future research and development, so too will a classification scheme for types of facilities and recreational activities. The National Parks and Recreation Association has created a park hierarchy (e.g. mini, neighborhood, community, and special use parks), but other facilities may not fit into these categories (e.g. trails and greenways, water trails, zoos, etc). There is no clear distinction between bicycle and pedestrian facilities that are considered recreational and those that provide transportation and access functions. As new classification systems are developed, it will be important to incorporate new and emerging

recreation activities. Numerous articles allude to new trends in parks. Rooftop gardens and repurposed brownfields are becoming prime locations for outdoor recreational space in cities. For example, Brooklyn's High Line trail was created on an abandoned elevated railroad bed; and a tot park in Wausau was created by razing a factory, but keeping the brick chimney as a focal point. These recent trends of non-traditional facility locations and the rise in popular activities like adventure recreation may require innovative or more nuanced classification schemes.

**THEME: Accommodating Various Demographic Groups**

Related to the above trends, literature repeatedly identifies the importance of catering to the needs of different demographic groups based on age, gender, race, and ethnicity. The preferences of nearby groups should be considered in the design and maintenance of parks and other facilities. Keeping local demographic makeup and associated recreational use patterns in mind should help determine the type and nature of facilities that are provided in a given area.

**THEME: The Importance of Safety**

Safety was a noted consideration in a number of reviewed studies. The safety of a facility and the ability to get to and from the facility safely can play a critical role in determining the level of use for some outdoor recreational facilities like trails and parkways.

**THEME: Aesthetic Appeal and Placement**

Two other factors that can help determine the success of parks and urban recreation facilities are a facility's aesthetic appeal and placement. Level of maintenance and design of a facility both lend to its aesthetic appeal. Aesthetic appeal can either attract participants or turn away potential users. (NCWRPC NOTE: No specifics provided for placement)

**THEME: Financing Urban Parks and Greenways**

While research recognizes the benefits of parks and supports an increase in community recreation facilities, the fact remains that financing these facilities in a sustainable and equitable way is not easy. Creative approaches like public-private partnerships are being employed in some places. The Great Communities Collaborative (2007) discusses a number of possible financing strategies, as well as the strengths and weaknesses of various approaches. Recommendations for improving Wisconsin's urban parks and greenways should be sensitive to the fiscal stress of local governmental units.

**Urban Park and Trail Accessibility**

Recreation that occurs close to home is an important aspect of outdoor recreation that directly affects residents of communities throughout the state.

Walking is by far the most popular outdoor activity in Wisconsin. While much of recreational walking takes place on neighborhood sidewalks, the presence of parks and trails plays a significant role in activities like walking. Research has linked the presence of parks, trails, enjoyable scenery, and other people exercising to increased physical activity (Rosenberger et al. 2005; 2009). These are all environmental factors that are directly or indirectly provided by parks and trails.

Park and trail accessibility can be measured by the percentage of residents that live within walking

distance, which is defined as within ½ mile. Over 70% of Wisconsin residents do not live within a ½-mile walk of a park or trail. Recent data from the CDC point to the fact that Wisconsin is behind the national average in percentage of youth with parks or playgrounds, community centers, and sidewalks or walking paths available in their neighborhoods (USD-HHS 2011).

### **Focus Groups and Expert Observations**

In 2010, a focus group and expert interviews were held to assess urban recreation barriers. From these interactions, the following themes emerged that highlight barriers, as well as opportunities for addressing these barriers. The primary barriers and opportunities are as follows:

- Lack of real and perceived safety from crime and traffic.
  - Create safe spaces by bringing traffic to the park and altering park design so there are no hidden places.
  - Bring foot traffic by offering programming and versatile spaces.
  - Install traffic calming structures on area streets and crosswalks and reduce speed limits.
- Lack of desired facilities and necessary amenities.
  - Create versatile facilities like multipurpose fields and provide basic amenities including unlocked bathrooms and drinking fountains.
  - Rehabilitate or tear down blighted or unsafe infrastructure.
- Lack of connectivity.
  - Increase park connectivity with surrounding communities and other parks via greenways and bike paths.
- Lack of programming.
  - Create programming including walking clubs, which are very popular in urban areas, using neighborhood partnerships.

Programming may also be developed through governmental partnerships and funding strategies. A good example of this is the Center for Resilient Cities (CRC) in Milwaukee. The CRC has a development agreement with Milwaukee County that allows the CRC to oversee final park and recreation design. CRC holds all funds in escrow, and they are able to raise more funds than the city or county because they are a 501(c)(3), meaning that donations to the organization are tax-deductible, the organization is tax-exempt, and CRC projects are eligible for a wider range of grants. In discussions with the CRC, the organization noted that people are often more comfortable donating to a non-profit than the City for specific projects because non-profits are seen as more transparent. The CRC is able to leverage its existing neighborhood connections to build community trust, respond to community desires, and help in the operation of park programming. The County provides money for capital expenditures (such as playground structures or berm removal), and the CRC helps fund the programmatic and operational aspects of a park.

### **Implementation Strategies**

The following implementation strategies have been developed in response to the data presented in this chapter. Adjust these strategies to best meet the goals of individual park systems.

### ***Small Parks, Connectivity, and Conservancy Land***

Further park acquisition and development should be strategic and focus on physical unification of the park system. By developing trails and conservancy land corridors, park systems will be able to improve access and increase recreation offerings in underserved areas. Improved connectivity efforts can also be complimented with the strategic placement of mini parks.

### ***Programs, Specialized Facilities, and Versatile Facilities***

Park programming tailored to meet the needs of local residents can increase park use and improve the image of a park system. It is also important to achieve a balance between providing specialized facilities and increasing park versatility. While specialized facilities are instrumental parts of park systems, individual parks should also strive to improve versatility by, for example, installing multipurpose fields instead of regulation soccer fields.

### ***Partnerships: Public-Public and Public-Private***

Government agencies play a primary role in providing high quality, accessible outdoor recreation in urban areas. Potential areas for intergovernmental partnerships include but are not limited to school districts, water utility departments, and metro area park systems (county parks). Public-private partnership opportunities should be considered in order to improve park system offerings and increase park efficiency.

## **Chapter 5 – Open Space Conservation: Connecting People to Outdoor Recreation Opportunities.**

Reflected in America’s Great Outdoors (AGO) Report, the goals to “Conserve Rural Working Farms, Ranches, and Forests through Partnerships and Incentives” and to “Protect and Renew Rivers and Other Waters” ensure conservation and recreation enjoyment of beloved lands and waters. Wisconsin shares this view by incentivizing landowners to conserve public recreation opportunities on private lands, and prioritizing safe access to waterways.

Through focus groups discussions, Chapter 5 examines open space conservation roles from public lands and the programs that support them to private lands leveraged financially—deemed necessary by stakeholders—for preservation and public recreation access (AGO Recommendation 7.5). AGO supports expanding federal and state partnerships with private landowners through federal programs (AGO Action Item 7.5a), collaborating with local, state, and tribal governments to conserve and restore large landscapes (AGO Action Item 8.1d), and fostering networking among communities to improve access and enjoyment of waterways (AGO Action Item 9.2b).

Recreation lands and facilities are provided by two major groups in Wisconsin – governments and private landowners. The largest public land category is county parks and forests, accounting for 42.7% of all public lands. For private lands, the largest category is open managed forest lands, accounting for 31.8% or over 1.1 million acres.

**Federal** recreation providers in Wisconsin include:

- National Park Service (examples: Apostle Islands, and National Ice Age Trail)
- Fish and Wildlife Service (example: Necedah National Wildlife Refuge)
- Bureau of Land Management (*NCWRPC Note: none in Wisconsin*)
- Forest Service (example: Chequamegon-Nicolet National Forest)
- U.S. Army Corps of Engineers (example: Blackhawk “campground” Park, Mississippi River)

Recreation provided in these areas are generally nature-based and non-destructive like hiking, camping, fishing, hunting, nature study, canoeing, boating, swimming, and similar activities.

**State** recreation resources mimic the federal government, but all exist under one entity – the **Wisconsin Department of Natural Resources**.

- WDNR fisheries
- Natural Areas
- State Forests
- State Parks
- Wildlife Areas
- Wild Rivers
- Other lands

**NCWRPC Note:** the *Board of Commissioners of Public Lands (BCPL)* holds forestland for public education. Nearly all of the School Trust Lands were sold over 100 years ago. The proceeds were used to establish the School Trust Funds, which continue to grow with revenue from unclaimed property, clear proceeds of civil and criminal fees, fines and forfeitures, and timber production on School Trust Lands.

BCPL manages these Funds and the remaining School Trust Lands for the benefit of public school libraries, the University of Wisconsin, and the state’s citizens. See (<http://bcpl.wisconsin.gov/>) and the for details.

All school trust lands are open to the public for hunting, fishing, trapping and other forms of public recreation. Some school trust lands, however, are surrounded by private property and we urge visitors to respect private property rights by requesting permission to cross private lands to access them. On the BCPL website, search for “Maps of BCPL Land by County” to view where School Trust Lands exist.

**NCWRPC Note:** the **Wisconsin Department of Transportation** also owns some land for the purpose of wetland mitigation of highway projects.

### **County Parks and Forests**

All Wisconsin counties have county parks, but not all have county forest land. State legislation requires enrollment of county forest land under the Wisconsin County Forest Law to be open to hunting, camping, hiking, and bird watching. With the exception of a few sensitive areas, there are no lands enrolled under the County Forests Law that are closed to the public. These county forests

provide more than 1,200 campsites and thousand miles of hiking, skiing, and snowmobile trails, as well as public access to hundreds of lakes and streams.

Enrolled county forests represent the state's largest public forest landholding and are extremely important to Wisconsin's forest products industry and economy. Each year they generate from \$25 to \$30 million in timber revenues for the counties and towns in which they are located. Approximately 16,000 jobs and \$4.6 billion in the generation of forest products result from the timber harvested from county forests.

### **Wisconsin Stewardship Program**

Wisconsin has a long and successful history of bipartisan financial support for the conservation of the state's natural resources and the provision of outdoor recreation opportunities (1961 to the present). Stewardship II (FY2011-FY2020) provides \$86 million of bonding authority for this 10-year period to provide funds to:

- Improve visitor amenities at state and local parks;
- Restore wetlands and prairies; and
- Acquire land for trails, natural areas, state and county forests, wildlife habitat, urban green space, state and local parks, river and stream corridors, and flowages and wild lakes.

### **Land and Water Conservation Program**

Congress established this program in 1965 to assure accessibility to quality outdoor recreation resources and "to strengthen the health and vitality of the citizens of the United States" (Public Law 88-578). The LWCF Program provides matching grants to States and local governments for the acquisition and development of public outdoor recreation areas and facilities (as well as funding for shared federal land acquisition and conservation strategies). The program is intended to create and maintain a nationwide legacy of high quality recreation areas and facilities and to stimulate non-federal investments in the protection and maintenance of recreation resources across the United States.

### **School Forests (NCWRPC added.)**

Various school districts local governments, and universities own forestland for outdoor educational purposes. Any city, village, town, or school district who owns forested property can register their forest into the School Forest program, which is run by the DNR and UW-Stevens Point. Once registered, the governmental entity is eligible:

- For free trees and seed from the state forest nurseries;
- For technical assistance for DNR foresters for carrying out tree planting and forest management plans;
- To apply for Wisconsin Environmental Education Board (WEEB) school forest grants; and
- To receive assistance from the Wisconsin School Forest Education Specialist.

Wisconsin school forest statistics (2012)

- 214 public schools - 9 private schools - 7 higher education institutions

Contact each school forest for their specific guidelines to how their land is open for public use.

## **Private Recreation Providers**

### **Managed Forest Law**

The Managed Forest Law (MFL) was enacted in 1985 to replace the Woodland Tax Law and the Forest Crop Law. This is a landowner incentive program to encourage sustainable forestry on private woodland. Enrolled program lands must be managed by the landowner in accordance with the forest management plan written by a certified consulting forester. In exchange for following sound forest management, the landowner pays reduced property taxes.

Lands enrolled under MFL can be designated as open or closed to public recreation. Open designation allows public access to the property for hunting, fishing, hiking, sight-seeing, and cross country skiing without additional permission from landowners. Closed designation gives landowners the right to restrict or permit access to their lands (a higher tax is paid on closed lands).

### **State and Federal Forest Legacy Program**

The Natural Resources Board granted the DNR authority to establish the Forest Legacy Program. The goal of the program is to minimize fragmentation and conversion of significant forested areas to non-forest uses. Under this program the DNR purchases conservation easements to the land, which protects it from non-forest development. Another main goal of the program is to allow public access on these lands where appropriate.

### **Voluntary Public Access Program**

The 2008 Farm Bill established this program that leases qualified property in exchange for opening the land to public uses such as hunting, fishing, trapping, and wildlife observation.

### **Land Trusts**

These organizations permanently protect important resources in their communities from overdevelopment. Most often, the resources under protection have natural, recreational, scenic, historic, or productive value. They are organized as non-profits whose mission is determined by their members and volunteers. Land may be open to the public for specific uses.

**NCWRPC Note:** A large part of this chapter is not summarized because it was based upon 38 people who attended one of six meetings across the state.

The topics missed include:

- Collaborative Approaches to Support and Improve Outdoor Recreation Landscapes
- Collaborative Approaches to Support Outdoor Recreation
- Coordinated Funding and Grants for Outdoor Recreation
- The Role of Education in Aid of Outdoor Recreation

## **Chapter 6 – Wisconsin SCORP Outdoor Recreation Goals and Actions.**

In the collective, cross-country discussion that took place for the America’s Great Outdoors (AGO) Initiative, Americans spoke from their minds and their hearts, and out of that came a clear vision: a future where their children are near safe and clean parks where they can “play, dream, discover, and recreate.” They see a future where everyone shares responsibility for protecting and caring for our natural and cultural heritage, where rural lands are conserved, and public and private lands essential to supporting wildlife and human needs are unified. They see a future where working together to restore and protect rivers and lakes means healthy lives and a healthy economy.

The State of Wisconsin can live up to this vision. The tenth and final theme of the AGO Report, “Make the Federal Government a More Effective Conservation Partner,” was developed out of the public’s plea that the federal government eliminate obstacles created by poor policies and processes that keep Americans from the outdoors. For people to reconnect to the great outdoors, the government at all levels—federal, state, local, and tribal—must improve as a conservation partner to the American public. By creating partnerships, aligning resources, and leveraging funding, government can achieve goals set in outdoor recreation planning.

Overall, the State of Wisconsin strives to align its goals with the AGO, while using AGO resources and assistance to conserve and restore unique lands and waters and to connect its population to the great outdoors. The 2011-2016 Wisconsin SCORP provides an extensive framework for merging state and federal visions.

The goals and actions listed in this chapter represent a summation of targeted elements to encourage the citizens of Wisconsin to enjoy more of the state’s great outdoors. For the most part, these actions take a broad approach to expanding outdoor recreation, with no one person or agency being able to accomplish all goals. The intent of this chapter is to provide a list of common goals and actions so that individuals and organizations working in outdoor recreation in Wisconsin may work together to improve and expand outdoor recreation opportunities in our state.

### **Goal 1: Assess, Understand, and Adapt to Growing Recreation Tourism Demands and Preferences**

Wisconsin’s lands and waters are a natural draw for outdoor recreation for both in-state and out-of-state visitors. The Wisconsin outdoor recreation economy contributes over \$9.7 billion annually while supporting 129,000 jobs. State initiatives such as Travel Green Wisconsin make connections between tourism, business, and the outdoors as important partners. These partnerships need to be maintained and enhanced to keep Wisconsin a leader in regional tourism.

#### **Actions and Recommendations**

1. Understand the recreation and tourism preferences associated with growing market segments.

2. Identify existing and emerging strategies to evaluate appropriate levels and types of service for expanding user groups.
3. Hold an annual forum on outdoor recreation as part of the Wisconsin Governor's Conference on Tourism.
4. Continue collaborations between the Department of Natural Resources and the Department of Tourism as well as other partners to promote outdoor recreation.
5. Continue to promote and expand the Travel Green Wisconsin program for business connections to the outdoors.
6. Maintain funding for tourism marketing to promote high quality outdoor recreation experiences.
7. Acknowledge the potential issues surrounding climate change adaptation with outdoor recreation and tourism.

## **Goal 2: Improve Integration of Outdoor Recreation Interests and Needs in Land Use and Other Relevant Planning Efforts**

One of the primary objectives of a SCORP is to improve the integration between state and local organizations, partners, and other organizations that provide or influence outdoor recreation. The SCORP presents a set of goals and actions that allow organizations to work together toward a common vision of improved outdoor recreation in the state. As recreation continues to place demands on public lands and waters, these partnerships will become even more important. By integrating outdoor recreation interests, decisions on the management of recreation resources and recreation opportunities become more effective, efficient, fair, reasoned, and defensible

### **Actions and Recommendations**

1. Support outdoor recreation access and opportunities on public lands by establishing a State Interagency Council on Outdoor Recreation.
2. Support and align state agency programs and initiatives to promote the creation, expansion, and enhancement of urban parks and community green spaces.
3. Manage state lands and waters within a larger landscape context to conserve and restore ecosystems and watershed health.
4. Encourage regional planning efforts for integrated, cost-effective use of recreation lands and facilities.
5. Provide education and awareness of how recreation uses can impact the natural resources along with actions to reduce those impacts.
6. Promote the collaboration of public and private recreation opportunities through integrated management planning.

## **Goal 3: Continue to Provide and Enhance Public Access to Wisconsin Recreational Lands and Waters**

As recreation continues to place demands on public lands and waters, the lack of public access to these areas has become an increasing concern for many state citizens. In some cases this perception is true; more water/boating access is needed in certain portions of the state. In many cases, however,

public access to recreation resources does exist, but the public is simply not aware of it. Improved and easily accessible maps and signage would aid the public in locating these access points.

### **Actions and Recommendations**

1. Continue to develop a statewide interactive mapping system showing all public lands and water access points within the state.
2. Continue to acquire and develop boating access sites to meet public boating needs.
3. Promote awareness of the location of existing recreation lands, facilities, and opportunities available within a given region.
4. Continue to meet Americans with the Disabilities Act standards for accessibility to outdoor recreation facilities.
5. Support community based efforts to increase access to outdoor recreation.
6. Promote sustainable recreation facility design, construction, and maintenance practices.

### **Goal 4: Conserve Rural Landscapes and Forests through Partnerships and Incentives**

More than 80% of Wisconsin land is held in private ownership. Most of this land is farms and forests, and over 500,000 acres is held in trust by the United States for state Indian tribes. In areas where there is a large component of publicly held land, privately owned lands often provide important wildlife habitat and migration corridors. With so much of the state under private ownership, it is vital that we manage and protect these privately held lands to conserve water resources, ecosystems, wildlife habitat, and natural heritage for generations to come.

### **Actions and Recommendations**

1. Support financial and other incentives that increase access to outdoor recreation activities on or across private lands.
2. Encourage large-scale land conservation partnership projects through economic incentives and technical assistance.
3. Support collaborative landscape conservation through competitive processes, including increases in Land and Water Conservation Fund (LWCF), stewardship funding, and other programs.
4. Continue to support the Wisconsin Working Lands Initiative for habitat conservation and protection.

### **Goal 5: Address Funding Challenges Associated with Managing Wisconsin Outdoor Recreation Resources**

From its early years of establishing state parks, Wisconsin has had an active program of land acquisition. The latest iteration of these programs is the Warren Knowles-Gaylord Nelson 2010 Stewardship Program. Under this program, the State may issue bonds in a total not to exceed \$860 million spread over a 10 year period. The stewardship program targets land acquisition, property development, and local assistance. As Wisconsin recreation has received increasingly less state resources, targeted funding programs have provided vital support to an ever dwindling pool of funds for outdoor park and recreation lands and facilities.

### **Actions and Recommendations**

1. Encourage all local governments to develop park and recreation plans for participation in state and federal cost share programs.
2. Provide more cost share opportunities for local governments to develop and maintain recreational lands and facilities.
3. Provide adequate funding to the Wisconsin State Park System to meet the needs of its 14 million visitors a year.
4. Explore new and innovative funding methods for outdoor park and recreation facilities. These methods may include public/private partnerships or cost sharing among many governmental agencies.
5. Increase revenue generating capabilities for outdoor recreation by continuing to update and improve technologies such as automated fee collection systems.
6. Increase the capacity of public lands friends groups to provide and support recreation facilities.

### **Goal 6: Promote Outdoor Recreation as a Means of Improving Public Health Among Wisconsinites**

The United States as a whole (and Wisconsin is no exception) is in the midst of an overweight and obesity epidemic brought on by increasingly inactive lifestyles coupled with high caloric intakes. This epidemic has created rising health care costs and shortened life expectancies. Outdoor park and recreation areas can provide the type of active recreational opportunities key to reversing this trend. Encouraging Wisconsinites to use available lands and facilities will benefit not only park and recreation areas, but also Wisconsin citizens receiving the health benefits of increased activity.

### **Actions and Recommendations**

1. Develop a “Get Fit with Wisconsin Campaign” for public lands and waters that touts the health benefits of using recreational areas and reaches a wide audience of potential users.
2. Educate the public about the health benefits of moderate and enjoyable physical activities such as walking, biking, nature study, etc.
3. Integrate opportunities and incentives for exercise during the workday—give employees 30 minutes a day for exercise, provide exercise equipment, etc.
4. Start a dialogue between public outdoor recreation providers and health agencies to identify other (non-traditional) funding sources for recreational facilities and development.
5. Continue the “Walk with Walker Program” by encouraging citizens to use state parks, forests, and trails for health and wellness.
6. Promote the mission of the "Governor's Council on Physical Fitness and Health" on informing, promoting and encouraging citizens of Wisconsin to incorporate healthy eating and physical behaviors for a lifetime.

## **Goal 7: Establish Great Urban Parks and Community Green Spaces**

Frederick Law Olmsted, the central architect of Milwaukee's Grand Necklace of Parks, extolled the virtues of outdoor space, especially for urban communities. Today, urban parks and community green spaces play an even more important role as special public places that promote health, provide economic benefits, and nurture democratic values by inviting casual interaction among citizens. Urban parks and community green spaces are essential for providing places for people to recreate outdoors, to find quiet and solitude, and to generally improve their quality of life.

### **Actions and Recommendations**

1. Create and enhance a new generation of safe, clean, accessible, and connected great urban parks and community green spaces.
2. Connect people with urban parks, trails, and community green spaces.
3. Target technical assistance support to communities as they create and enhance urban parks and community green spaces.
4. Continue to provide funding to communities through the Stewardship Program to acquire and develop local park and greenway spaces.
5. Leverage private community foundations and public funding to increase park acquisitions.
6. Provide funding to restore, preserve, and protect historic outdoor facilities for future generations.