

**2001 DRAFTING REQUEST**

**Senate Amendment (SA-SSA1-SB55)**

Received: **06/15/2001**

Received By: **gibson**

Wanted: **Soon**

Identical to LRB:

For: **Senate Democratic Caucus**

By/Representing: **Keckhaver**

This file may be shown to any legislator: **NO**

Drafter: **rkite**

May Contact:

Addl. Drafters: **kuesejt**

Subject: **Nat. Res. - LWSR stewardship**

Extra Copies:

Submit via email: **NO**

Requester's email:

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**Pre Topic:**

SDC:.....Keckhaver - CN2723,

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**Topic:**

Stewardship funding for beach in Grant Park in Milwaukee County

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**Instructions:**

See Attached

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**Drafting History:**

<u>Vers.</u>	<u>Drafted</u>	<u>Reviewed</u>	<u>Typed</u>	<u>Proofed</u>	<u>Submitted</u>	<u>Jacketed</u>	<u>Required</u>
/1	rkite 06/16/2001 kuesejt 06/16/2001	wjackson 06/17/2001	kfollet 06/17/2001	_____	lrb_docadmin 06/17/2001		
				_____			
				_____			

**FE Sent For:**

**<END>**



FE Sent For:

**<END>**

yes

06/14/2001 07:13 PM

**Agency: Natural Resources**

caucus number 2723

duplicate flag:  
duplicate with:

Other reference numbers:	LFB Sum #:
bill number/amendment number:	
LRB draft #	LRB P-draft:

description: Stewardship grant for Grant Park Beach

**other notes**

Description2: Earmark \$648,100 from the Stewardship grant for Grant Park Beach

drafting instructions:

more instructions:

Agency: **Natural Resources**

Number of Amendments: 1

~~MGG/RNTZ~~

RNK

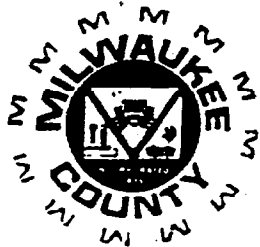
23.09(20)

See 23.197(2)

C N 2723

Subject or Agency	Description	Source / connection	Fiscal effect /positions if known
DNR	Stewardship grant for Grant Park beach	See attached language	

Stewardship



DEPARTMENT OF PARKS, RECREATION AND CULTURE

# Milwaukee County

SUSAN L. BALDWIN  
DIRECTOR

February 27, 2001

Tom Blotz  
Wisconsin Department of Natural Resources – Southeast Region  
2300 N. Dr. Martin Luther King Jr. Drive  
Milwaukee, WI 53212

**SUBJECT: STEWARDSHIP PROGRAM GRANT APPLICATION  
GRANT BEACH REDEVELOPMENT**

Dear Mr. Blotz:

Milwaukee County is pleased to submit the attached grant application for the redevelopment of the beach at Grant Park. If you have any questions regarding our application, please contact Mr. Paul Hathaway, Associate Director of Parks (Facilities). He can be reached at 257-4887. Thank you.

Sincerely,

Susan L. Baldwin  
Director

SLB:bw

Attachment

Cc: County Executive F. Thomas Ament  
Supervisor Linda Ryan  
Dave Gulgowski  
Jim Goulee  
Laurie Albano

PLEASE SUBMIT THIS FORM WITH YOUR PROJECT APPLICATION

Project Sponsor Milwaukee County	Project Name Grant Beach Redevelopment
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**DEVELOPMENT**

Applicant's Ownership <input checked="" type="checkbox"/> Fee Title <input type="checkbox"/> Easement or Lease (Attach Copy)	Entire Park Acreage <u>374</u>	<input type="checkbox"/> Project Site is Undeveloped
	This Development Acreage <u>12</u>	<input type="checkbox"/> Project Site is Partially Developed

- 1. GRANT APPLICATION, Form 8700-191
- 2. RESOLUTION
- 3. PROJECT NARRATIVE. Please explain the project in as much detail as possible.
- 4. PROJECT LOCATION MAP. Map of the community showing location of the park within the community.
- 5. COST ESTIMATE WORKSHEET, Form 8700-14
- 6. BOUNDARY MAP/LEGAL DESCRIPTION. Should show the park boundaries and include a legal description of the property.
- 7. BUILDING PLANS. Should show at least floor plans and elevations, but complete plans are more desirable.
- 8. PERMITS, for wetland disturbance, structures in water, floodplain filling, shoreline alteration, riprap and farmland disturbance.
- 9. CONSTRUCTION SCHEDULE. Please state when you plan to begin construction and when you plan to complete the project.
- 10. SITE MAP. Should show location of existing and proposed development items, utilities and surrounding land uses.

**ACQUISITION** - Before proceeding with an acquisition project, please consult with the district community services specialist to make sure the proper procedures are followed.

Parcel Owner	Acres	Option Expiration Date	Option Amount	Appraised Value		Estimated Relocation Cost	Total Cost
				Land	Improvements		
<b>TOTALS</b>							

- 1. APPLICATION, Form 8700-191
- 2. RESOLUTION
- 3. PROJECT NARRATIVE. Please explain the project in as much detail as possible.
- 4. PROJECT LOCATION MAP. Map of the community showing location of the park within the community.
- 5. BOUNDARY MAP. Should show the outline of the parcel to be acquired and should be drawn to scale.
- 6. LEGAL DESCRIPTION. A metes-and-bounds or other description which clearly defines the property to be acquired.
- 7. JUST COMPENSATION, Form 8700-102. Shows that the landowner has been informed of the appraised value of the property.
- 8. APPRAISAL. If possible, this should be submitted one month or more before the application.
- 9. SITE DEVELOPMENT MAP. Shows all recreation facilities planned for the property to be acquired.
- 10. RELOCATION PLAN. Must be approved by Department of Commerce (608) 264-7822.
- 11. OPTION TO PURCHASE (Optional). Recommended to ensure that the property is available before the grant is approved.
- 12. AGRICULTURAL IMPACT STATEMENT. Needed if parcel is larger than 5 acres and is being used for active farming.

**ELIGIBILITY**

In order to participate in any of the park acquisition and development programs, your community must be covered by a current comprehensive outdoor recreation plan. If you do not have a plan or your plan has expired, please contact the district community services specialist for more information.

**IMPORTANT**

**PLEASE REMEMBER: NO DEVELOPMENT COSTS CAN BE INCURRED, OR LAND PURCHASED, BEFORE YOU HAVE COMPLETED THIS APPLICATION AND HAVE RECEIVED AND SIGNED A PROJECT AGREEMENT.**

**FOR DEPARTMENT USE ONLY:**

APPROVALS AND PERMITS REQUIRED:

STATUS:

ON FILE     PENDING



WISCONSIN'S APPLICATION FOR AIDS FOR THE ACQUISITION AND DEVELOPMENT OF LOCAL PARKS, THE LAND AND WATER CONSERVATION FUND PROGRAM, THE URBAN GREEN SPACE PROGRAM, THE URBAN RIVERS GRANT PROGRAM, THE STREAMBANK PROTECTION AND THE NATIONAL RECREATIONAL TRAILS ACT PROGRAM  
Form 8700-191 (R 1/2000)

NOTE: Use of this form is required by the Department for any application filed pursuant to ss. NR 50.05, 50.06, 50.16 and 50.65, Wis. Adm. Code. The Department will not consider your application unless you complete and submit this application form. Personally identifiable information will only be used in conjunction with the programs listed above.

1. Project Sponsor's Name <b>Milwaukee County Parks Department</b>	2. E-mail Address <b>phathaway@milwcnty.com</b>
3. Street or Route <b>9480 Watertown Plank Road</b>	4. Telephone Number (include area code) <b>414-257-6100</b>
5. Municipality, State, Zip Code <b>Wauwatosa, WI 53226</b>	6. FAX Number (include area code) <b>414-257-6466</b>
7. Project Title <b>Grant Beach Development</b>	8. County <b>Milwaukee</b>

9. Project Description. (IMPORTANT: Provide as much of this information as possible. See enclosed narrative sample.) Attach a narrative to this application form. Describe what local resources have been or will be committed to this project. Describe the physical features of the site, such as topography, drainage, surrounding land uses and the presence of environmental intrusions (overhead powerlines, landfills, etc.). If the project involves the renovation of an existing facility, describe the existing facility and the proposed renovation in detail. Describe how the project will serve the community or its intended users and how the users will gain access to the project site. Describe the availability of financial resources and personnel needed to operate and maintain this project once it is completed. Describe how the project may benefit tourism. **NOTE: Urban Green Space Project only.** Attach a management plan describing how the property will be managed. See Urban Green Space Program information for instructions.

Total Project Cost <b>\$ 1,296,200</b>	Cost Sharing Requested (50% of total project costs) <b>\$ 648,100</b>
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Indicate Source of Local Matching Funds. Include any other state or federal grant or loan programs, or donations involved in this program.  
**Milwaukee County Parks Department 2001 Capital Improvement Budget**

The project sponsor or authorized representative must answer the following questions. Additional information pertaining to any question can be submitted on attached sheets.

- Is this project supported by an approved comprehensive outdoor recreation plan?  Yes  No  
If yes, indicate the title of the plan and page numbers:  
**A Park and Open Space Plan for Milwaukee County - page 38**
- Is your project specifically identified in your local plan by location and facility?  Yes  No  
If yes, indicate page or section number: \_\_\_\_\_
- Does the project implement a recommendation contained in a regional plan of another unit of government?  Yes  No  
If yes, indicate title of the plan and page numbers:  
**Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005  
Page 12 (Tier 1 activities), page 12 (O & M strategy)**
- Do you have an approved parkland dedication ordinance?  Yes  No  
If yes, attach a copy of the resolution of adoption of the ordinance.
- Indicate how land was or will be acquired (Fee simple Acquisition, Donation, Condemnation, etc.) and date of acquisition. (If acquired by condemnation on or after August 1, 1995, project is not eligible for funding.)  
**N/A**
- Was the land to be acquired dedicated to the municipality through a parkland dedication ordinance?  Yes  No
- Will this facility be used extensively by people outside your governmental jurisdiction?  Yes  No  
If yes, describe in attached narrative.
- What is the official 1990 census of your unit of government? **959,275**  
1990 Population

Name of Person Completing This Application <b>Susan L. Baldwin</b>	Title <b>Parks Director</b>
Signature <i>Susan L. Baldwin</i>	Date Signed <b>2/28/01</b>

Please submit one copy of all project documentation.

1 File No.

2 (Journal, )

3 (ITEM NO.) **(STEWARDSHIP GRANT APPLICATION –GRANT BEACH**  
4 **REDEVELOPMENT)**, by recommending adoption of the following:

5 A RESOLUTION

6 WHEREAS, the Parks Department's 2000 Adopted Capital Improvements  
7 Budget included \$50,000 for the preparation of a plan to redevelop the beach at  
8 Grant Park; and

9 WHEREAS, a beach redevelopment plan was approved by the Milwaukee  
10 County Board of Supervisors in May 2000; and

11 WHEREAS, the Parks Department's 2001 Adopted Capital Improvements  
12 Budget contains \$1,296,200 for the implementation of the plan recommendations;  
13 and

14 WHEREAS, the Stewardship Program provides funding assistance both for  
15 land acquisition and park development projects relating to outdoor recreation; and

16 WHEREAS, Stewardship Program grants are awarded on a 50%/50%,  
17 state/local basis; and

18 WHEREAS, the Parks Department is seeking authorization to apply for a  
19 State of Wisconsin Stewardship Program grant for the project; now, therefore

20 BE IT RESOLVED, that the Parks Director is hereby authorized to apply  
21 for a Stewardship Program grant for the redevelopment of the beach at Grant Park;  
22 and

23 BE IT FURTHER RESOLVED, that the Parks Director is authorized to  
24 accept the grant funding and to process all documentation pertaining to the grant  
25 should it be approved by the State of Wisconsin.

26

27 **Fiscal Note**

28 The \$1,296, 200 estimated for the redevelopment of the beach at Grant Park is  
29 included in the Parks Department's 2001 Adopted Capital Improvements Budget.  
30 Stewardship Program grants are awarded on a 50/50 state/local cost-share basis. If  
31 the Parks Department's were to be awarded a grant, up to \$648,100 of the  
32 estimated total project cost would be funded by the State of Wisconsin. Milwaukee  
33 County would be responsible for the balance, or at least \$648,100. The 2001  
34 Adopted Capital Improvements Budget shows this project as a bonded project.  
35 Therefore, County revenue will increase by the amount of the approved grant.

36

37

## **PROJECT NARRATIVE**

Milwaukee County is applying for a grant for the redevelopment of the Grant Park beach. Milwaukee County acquired Grant Park in 1910, and at 381.4 acres is the second largest park in the Milwaukee County system. It is located in the southeast corner of Milwaukee County along the Lake Michigan shoreline, and is easily accessible from S.T.H. 32 and the Oak Creek Parkway. It has been designated as a special regional park due to the fact that it serves the entire County, and that it relies heavily on its natural resource amenities for its recreational value and character. The park provides opportunities for participation in a wide variety of resource-oriented outdoor recreation.

### ***Physical Features of the Site***

The proposed project specifically addresses renovation of the 12 acre beach area within Grant Park. The project area is bordered on the east by Lake Michigan and on the west by 60' to 90' bluffs that overlook the beach area from the Grant Park golf course. The Oak Creek defines the southern border of the beach area. A pedestrian bridge across the Oak Creek connects the beach with the South Milwaukee Yacht Club. The beach area is connected to other park features on the north by a system of hiking trails. The area outside of Grant Park (to the west) is residential.

The location of the beach was originally selected because of the gentle grade of the sandy beach and shallow water, both of which were ideal for bathing. The early included a bathhouse built on the north end of the beach tucked back against the bluff, an access road down to the beach, parking facilities, and a boat-launching ramp.

### ***Existing Conditions***

- **Boat Launch** - Although a popular facility, the boat-launching ramp at the mouth of the Oak Creek has been a perennial maintenance problem for Parks operations staff. Due to shallow water and shifting sands, constant dredging is required. In recent years, lake levels have been low and dredging has begun to undermine the stone jetty. Parks felt that given the problems, it would be wise to develop a more reliable alternative.  
In spring of 2000, a new launching facility at Bender Park (3 miles to the south) was opened by Milwaukee County Parks, at last providing reliable launching facilities to the public. This new facility has been very successful, as it is closer to the popular fishing spots. There were no complaints when the Oak Creek launching facility was not opened for the 2000 season.
- **Berm** - At one point in time a large berm constructed on the beach in an attempt to keep sand out of the launching area. It has proven to be minimally effective and is now considered unattractive and an obstruction of views of the lake.
- **Accessible Fishing Pier** - In 1990, DNR, Dingell-Johnson funds were used to make repairs to the jetty and to provide an accessible walkway and fishing pier on top of the jetty. This facility continues to be used by the general public.
- **Parking facilities** - the existing asphalt parking lot has parking for 235 cars and 32 cars with trailers. Park employees maintaining this facility and local residents feel that that lot is overly large and encourages "drag racing" and other unsafe activities.
- **Bathhouse** - The original bathhouse, built in the 1930's was located several hundred feet north of the parking lot. It was not accessible and the facilities had become outdated. A fire set by vandals destroyed 50% of the building and it was ultimately razed in 1997. Since that time, only porta-johns have been used.

### ***Proposed Improvements***

In 2000, the Parks Department held a series of public meetings with a group of local officials, residents of the Grant Park area and other interested stakeholders. The resulting input and feedback led to the development of a master plan for the redevelopment of the Grant Park beach. The group determined that proposed redevelopment should provide a safe environment that would contain amenities attractive to families. Ease of maintenance and operations were also a high priority.

A new pavilion will be comprised of approximately 1,400 square feet of enclosed space with an additional 450 square feet of covered patio. The desired appearance will be consistent with the existing architectural features in Grant Park. The tentative program for the pavilion includes concessions, office area, lifeguard storage area, public restrooms, showers and changing areas and an outdoor sheltered picnic area.

The pavilion will be situated on a 15,000 square foot concrete terrace with a proposed 18" high seatwall along the east side. This wall will also act as a maintenance edge to keep sand from blowing onto the terrace. The location of the new pavilion will be further south, adjacent to the parking lot. This will allow for easier access, particularly for the disabled, and improved security.

Utility services, including a new sanitary lift station, will need to be provided for the pavilion. A new water service is scheduled to be installed for the Grant Park golf clubhouse in the fall of 2001. Provisions have been made so that the water service for the pavilion can be connected to the new clubhouse service.

Additional amenities will include children's playground equipment, sand volleyball courts, picnic tables, increased turf areas, benches and improved lighting.

Other planned beach improvements include removal of the existing bathhouse foundation walls, modifications to the existing parking lot and walkways and improved landscaping. Additionally, removal of the berm will increase the size of usable beach area and improve views of the lake. The guarded beach area can then be relocated to better relate to the new pavilion, parking and other amenities.

***Describe how the project will serve the community, and how they will gain access to the site***

The play equipment, volleyball nets, and improved access around the site in combination with the amenities provided at the new pavilion (ie: restrooms and water fountains, concessions, etc.) will encourage more people to enjoy the beach. The result will be a broadening of the overall outdoor recreation experience enjoyed by the community. ADA accessibility was considered in all aspects of the re-design process.

The new pavilion will be located closer to the site's main elements such as the parking lot, swimming area, and the fishing pier. The reconstructed walks will further ease of use of the site. The expanded turf areas will permit additional picnicking and will visually enhance the park by incorporating more variety into the landscape.

The Grant Park beach area is accessed from the Grant Park drive via a one-block long asphalt spur. In addition to providing access to the various recreation features within Grant Park, the drive in the vicinity of the beach is also part of the County's popular Oak Leaf Recreational Trail. An enhanced beach area will be a natural draw for persons utilizing the recreational trail.

***Describe the availability of financial resources and personnel needed to operate and maintain the project once it is completed***

Given the large size of the Milwaukee County Park System and its age, and the type of project being proposed (redevelopment as opposed to new development) there is no question that sufficient and experienced field staff will be available to operate and maintain the project once it is completed. In addition, ease of maintenance and operation were high priorities of the beach re-design process.

***Describe how the project might benefit tourism***

Although the redevelopment of the Grant Park Beach may serve tourists, it is not anticipated that the project will significantly increase the number traveling to Milwaukee County.

***Local resources that will be committed to the project***

The estimated cost of the project is \$1,296,200. The \$648,100 local match has been included in the Milwaukee County Parks Department's 2001 Adopted Capital Improvements Budget.

# GRANT BEACH REDEVELOPMENT LOCATION MAP



Lake Michigan

SITE LOCATION

MILWAUKEE COUNTY PARK SYSTEM



EXISTING PARKS

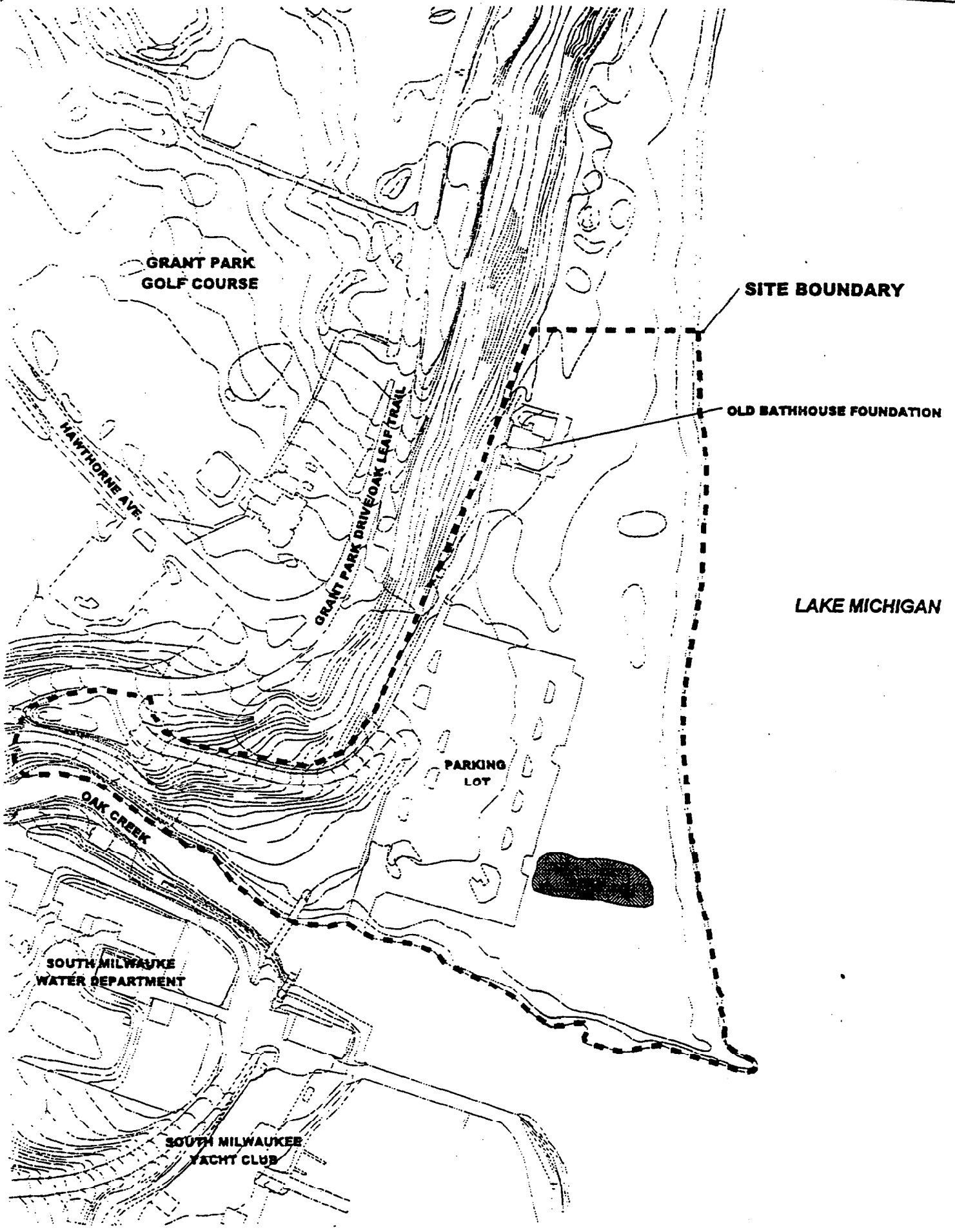


0 0.5 1 1.5 2 2.5  
SCALE IN MILES

INSTRUCTIONS: SEE REVERSE SIDE.

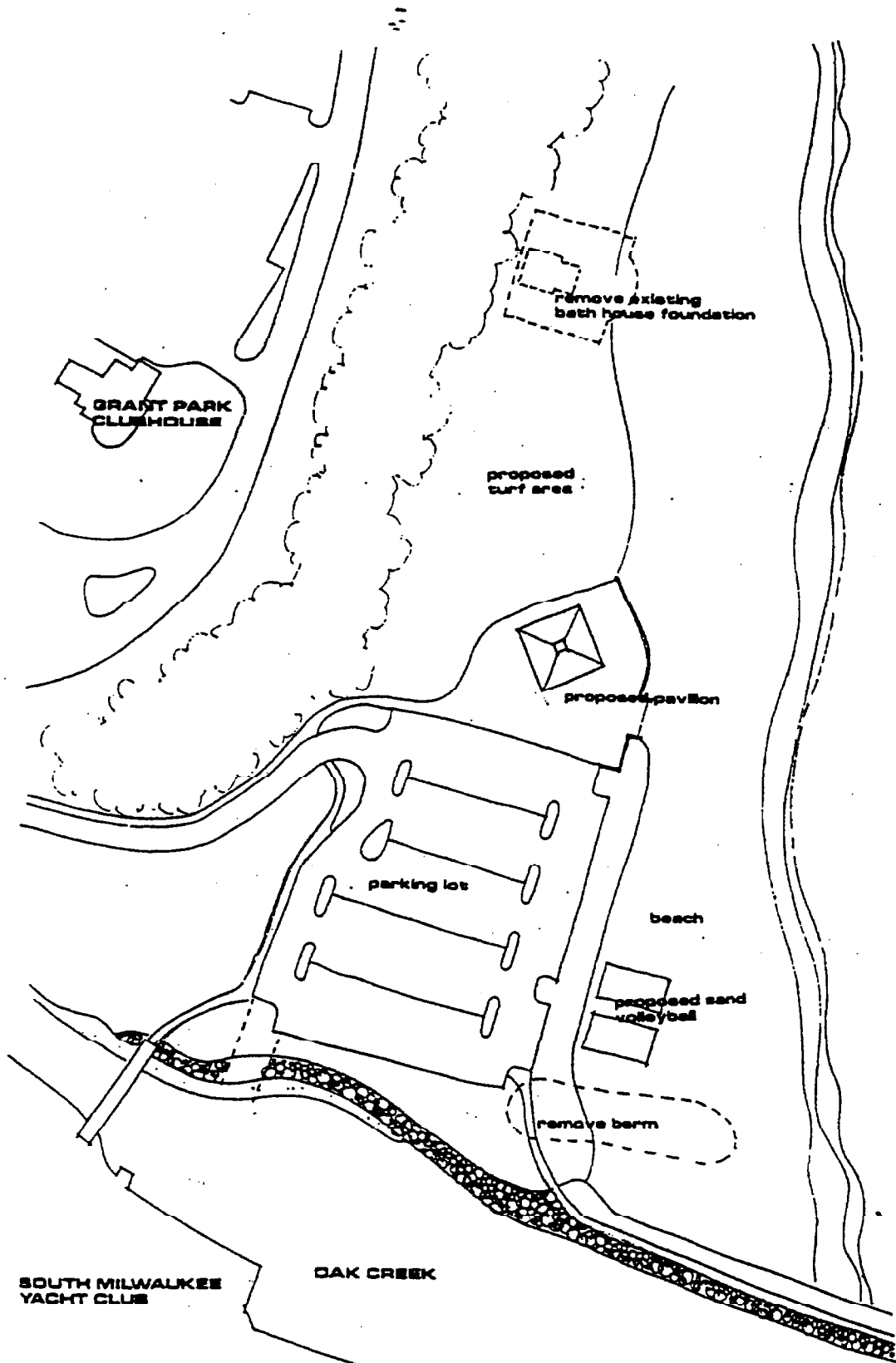
Sheet 1 of 1 County Milwaukee		Project Sponsor and Name Milwaukee County Parks Dept. - Grant Beach Redevelopment		Date	Project Number		I-LEAVE BLANK - DNR USE ONLY	
Prepared By Bill Waldron				2/26/01				
DEVELOPMENT ITEM (SEE BACK OF THIS FORM)	Indicate Contract (C) Force Acct. (F) Donated (D)	Quantity and Unit of Meas.	Component Costs	Estimated Total Item Cost	PROGRESS INFORMATION		Percent Completed	
					Insp. Date - Bill No.			
Construction:								
Mobilization	C	L.S.		60,600				
Install 18" seawall	C	525 L.F.	398.00	209,000				
Pavilion plus outside shower	C	1600 Sq.Ft.	250.00	396,000				
Lift station plus utilities to pavilion	C	L.S.		143,200				
Concrete terrace and walks	C	32,000 Sq.Ft.	3.58	114,700				
Reduce parking and upgrade lot	C	L.S.		30,300				
Lighting	C	Each	4,083.00	24,500				
Landscaping, turf restoration, benches	C	L.S.		60,700				
Play area and sand volleyball area	C	L.S.		42,200				
Services:								
Engineering	C			130,000				
Supervision	F			59,000				
Administration	F			26,000				
TOTAL				1,296,200	TOTAL			TOTAL

**GRANT PARK BEACH SITE MAP (EXISTING)/BOUNDARY MAP**





# PROPOSED SITE DEVELOPMENT PLAN



**STUDY FOR GRANT BEACH MASTER PLAN**

Revised August 4, 2000

**BUILDING PLANS**

DNR Southeast Region staff have indicated that a description of the proposed pavilion is sufficient at this time. That description is contained in the narrative portion of this application.

**PERMITS**

Presently it is not known whether any permits will be required for the project. Milwaukee County intends to hire a consultant to design the project by the middle of April 2001. Part of the consultant scope of services includes the processing of applicable permits.

**CONSTRUCTION SCHEDULE**

Start Date: Fall of 2001  
Complete Date: Spring 2002  
Open to Public: May 1, 2002



State of Wisconsin  
2001 - 2002 LEGISLATURE

LRBb0999/1/1  
RNK. [initials]  
Wlj

D-Note

SDC:.....Keckhaver – CN2723, Stewardship funding for beach in Grant Park  
in Milwaukee County

FOR 2001-03 BUDGET — NOT READY FOR INTRODUCTION

**CAUCUS SENATE AMENDMENT  
TO SENATE SUBSTITUTE AMENDMENT 1,  
TO 2001 SENATE BILL 55**

1 At the locations indicated, amend the substitute amendment as follows:

2 1. Page 451, line 24: after that line insert:

3 “SECTION 1039km. 23.197 (6r) of the statutes is created to read:

4 23.197 (6r) MILWAUKEE COUNTY; BEACH DEVELOPMENT. From the appropriation  
5 under s. 20.866 (2) (ta), the department shall provide \$648,100 to Milwaukee County  
6 to redevelop the beach at Grant Park in Milwaukee County. For purposes of s.  
7 23.0917, moneys provided from the appropriation under s. 20.866 (2) (ta) shall be  
8 treated as moneys obligated from the subprogram for property development and

1 local assistance. *to the state aid provided under this subsection* The requirements for matching contributions under s. 23.09 (20) ✓  
 2 (b) shall apply".

3 (END)

*# Page 1304, line 15 ^ after that line insert (and adjust the appropriate totals accordingly) ^*  
 "Grant Park beach redevelopment - Milwaukee county ↑  
 (FR) 648,100" ○

(End)

DRAFTER'S NOTE  
FROM THE  
LEGISLATIVE REFERENCE BUREAU

50999/ldn  
LRBb0544/ldn  
RNK: ~~WA/ldn~~  
RNK

June 6, 2001

It is possible that a Wisconsin court would find that this amendment is a "private or local law" which, under article IV, section 18, of the Wisconsin Constitution, must be enacted as single-subject legislation. If so, this amendment cannot validly be enacted as part of the budget bill, which clearly encompasses more than one subject. Under *Milwaukee Brewers Baseball Club v. Wisconsin Dept. of Health and Social Services*, 130 Wis. 2d 79, 115 (1986), "a legislative provision which is specific to any person, place, or thing is a private or local law within the meaning of article 4, section 18, unless: 1) the general subject matter of the provision relates to a state responsibility of statewide dimension; and 2) its enactment will have direct and immediate effect on a specific statewide concern or interest." As it is difficult to predict the potential for and outcome of any court action on this amendment, the ~~committee~~ <sup>Caucus</sup> may wish to consider introducing this proposal as a separate bill.

Robin N. Kite  
Legislative Attorney  
Phone: (608) 266-7291  
E-mail: robin.kite@legis.state.wi.us

**DRAFTER'S NOTE  
FROM THE  
LEGISLATIVE REFERENCE BUREAU**

LRBb0999/1dn  
RNK:wlj:kjf

June 17, 2001

It is possible that a Wisconsin court would find that this amendment is a "private or local law" which, under article IV, section 18, of the Wisconsin Constitution, must be enacted as single-subject legislation. If so, this amendment cannot validly be enacted as part of the budget bill, which clearly encompasses more than one subject. Under *Milwaukee Brewers Baseball Club v. Wisconsin Dept. of Health and Social Services*, 130 Wis. 2d 79, 115 (1986), "a legislative provision which is specific to any person, place, or thing is a private or local law within the meaning of article 4, section 18, unless: 1) the general subject matter of the provision relates to a state responsibility of statewide dimension; and 2) its enactment will have direct and immediate effect on a specific statewide concern or interest." As it is difficult to predict the potential for and outcome of any court action on this amendment, the caucus may wish to consider introducing this proposal as a separate bill.

Robin N. Kite  
Legislative Attorney  
Phone: (608) 266-7291  
E-mail: robin.kite@legis.state.wi.us

SDC:.....Keckhaver – CN2723, Stewardship funding for beach in Grant Park  
in Milwaukee County

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9           local assistance. The requirements for matching contributions under s. 23.09 (20)  
10          (b) shall apply to the state aid provided under this subsection.”.

