

Chapter V

OBJECTIVES, PRINCIPLES, AND STANDARDS AND PARK AND OPEN SPACE NEEDS ANALYSIS

INTRODUCTION

Planning is a rational process for formulating objectives and meeting those objectives through the preparation and implementation of plans. Objectives guide the preparation of plans and, when converted to specific measures of plan effectiveness, termed standards, provide the structure for evaluating how well the plan meets planning objectives.

This chapter sets forth the objectives, principles, and standards used in the preparation of this park and open space plan for Washington County and applies the standards to the anticipated year 2010 population to help determine the need for major park sites and such outdoor recreation facilities as golf courses, campgrounds, swimming beaches, lake-access sites, and hiking and biking trails. Needs identified through the application of the standards are addressed in Chapter VI, which sets forth the recommended park and open space plan for Washington County.

OBJECTIVES, PRINCIPLES, AND STANDARDS

The Technical and Citizen Advisory Committee on Regional Park and Open Space Planning, created for the regional park and open space planning program completed in 1977, formulated a set of park and open space preservation, acquisition, and development objectives and accompanying principles and standards. The regional standards were based on standards previously developed by the National Recreation and Park Association. The Advisory Committee compared the national standards to recreational preferences and demands of the Region as determined by surveys of recreation site managers and users, modifying the standards as necessary to meet park and open space demands within the Region.

The objectives, principles, and standards developed for the regional park and open space plan have been further modified to incorporate recent State regulations regarding the provision of boating access to inland lakes. The Washington County Park and Open Space Plan Advisory Committee, upon reviewing the objectives, principles, and standards, agreed that using these objectives, principles, and standards would meet their goals in providing sites and facilities for outdoor recreation and for preserving important natural resource areas in Washington County. The plan objectives are set forth below:

1. To provide an integrated system of public outdoor recreation sites and open space corridors which will afford the resident population of the County adequate

opportunities to participate in a wide range of outdoor recreation activities.

2. To provide outdoor recreation facilities to afford the resident population of the County adequate opportunities to participate in intensive nonresource-oriented outdoor recreation activities.
3. To provide outdoor recreation facilities to afford the resident population of the County adequate opportunities to participate in intensive resource-oriented outdoor recreation activities.
4. To provide outdoor recreation facilities to afford the resident population of the County adequate opportunities to participate in trail-related outdoor recreation activities.
5. To provide access to rivers and major lakes to afford the resident population of the County adequate opportunities to participate in water-based outdoor recreation activities consistent with safe and enjoyable inland lake and river use and the maintenance of good water quality.
6. To preserve sufficient lands in essentially natural, open uses to assure the protection of the underlying and sustaining natural resource base and to enhance the social and economic well-being and environmental quality of the County.
7. To provide for the efficient and economical satisfaction of outdoor recreation and related open space needs, meeting all other objectives at the lowest possible cost.

Each of these objectives, together with its supporting principle and standards, is set forth in Appendix C. Each set of standards serves to facilitate the quantitative application of the objective in plan design and evaluation.

It should be noted that, while the attainment of all objectives is considered desirable to provide the residents of the County with needed opportunities for high-quality recreational experiences, the responsibility for providing the necessary parks, open space lands, and associated recreational facilities is shared among the various levels, units, and agencies of government. Under the adopted regional park and open space plan and the new County plan presented here, the responsibility for the provision of large resource-oriented parks, resource-oriented recreational facilities, and areawide

recreation trails is delegated to the State and County levels of government, while the responsibility for the provision of smaller community and neighborhood parks and associated intensive nonresource-oriented recreational facilities is delegated to local units of government. The protection of important natural resource features, including primary environmental corridors and natural areas, is considered the responsibility of all levels of government.

PARK AND OPEN SPACE NEEDS

Existing and Forecast Population Size and Distribution

The need for outdoor recreation sites and facilities within the County is determined by applying the standards set forth in Appendix C for the size, number, and spatial distribution of public parks and outdoor recreation facilities to the existing and anticipated future resident population levels and distribution within the County and comparing the probable demand for such sites and facilities, as indicated through application of the standards, to the existing supply of recreation sites and facilities.

As noted in Chapter II of this report, the 1995 County population, based on estimates by the Wisconsin Department of Administration, was 106,966 persons. The number of County residents anticipated by the year 2010, used in this analysis of park needs, is 131,500 persons. This population level is based upon the 2010 stage of the forecast developed by the Regional Planning Commission for the year 2020 regional land use plan.

In addition to information on the overall size of the anticipated future population of the County, information on future population distribution is important to a determination of existing and probable future outdoor recreation needs. The regional park and outdoor recreation standards call for a major park to be provided within four miles of residents of urban areas and within 10 miles of residents of rural areas. The planned urban service areas delineated in the adopted year 2010 regional land use plan served as the basis for the identification of planned urban areas within the County. The year 2010 regional land use plan, as it applies to Washington County, is shown on Map 13. Planned urban service areas, which are shown in orange on Map 13, are associated with the Cities of Hartford and West Bend and the Villages of Germantown, Jackson, Kewaskum, Newburg, and Slinger. The unincorporated community of Allenton in the Town of Addison is also a planned urban service area under the year 2010 land use plan.

Per Capita and Accessibility Standards

Two types of standards, per capita standards and accessibility standards,¹ are used to help estimate the number, size, and

distribution of outdoor recreation sites needed to serve the anticipated future population of the County. The per capita standards are intended to help estimate the total number of acres of land needed to satisfy requirements for park and recreational land based on the anticipated future resident population of the County. The accessibility, or service-radius, standards are intended to insure that public parks are spatially distributed in a manner that is convenient and efficient for the population they are intended to serve. It should be recognized that in some situations, while per capita standards may be met, a need may still exist for additional sites or facilities because of the relative inaccessibility or distance of an existing site or facility to some residents of the County.

Standards for Major Park Sites

Per capita and service-area standards for major parks are set forth under Objective No. 1 in Appendix C. Application of the per capita standards for major park sites to the existing 1995 and anticipated year 2010 County population levels indicate the County currently has an adequate amount of major park land to serve the existing and anticipated 2010 resident population. This calculation is based on the acreage of the following major parks: Glacier Hills, Heritage Trails, Homestead Hollow, Ridge Run, and Sandy Knoll parks and the site of the Washington County Golf Course and Family Park, owned by Washington County; Pike Lake State Park, owned by the State of Wisconsin; and Riverside Park, owned by the City of West Bend.

Application of the service-area standards indicates that most residents of rural areas in the County are within the recommended service area of a major park, with the exception of residents of the northwestern portion of the Town of Wayne. Application of the four-mile service radius for urban areas indicates that residents of the Allenton, Jackson, Kewaskum, and Newburg urban areas are located beyond the recommended service area for a major park.

Standards for Resource-Oriented Recreation Facilities

The standards in Objective No. 3 set forth per capita and service-area standards for the provision of such resource-oriented recreational facilities as camping, golfing, picnicking, downhill skiing, and beach swimming. The standards under Objective No. 3 were applied to both the 1995 and anticipated year 2010 County population levels, with the following results:

Campsites: Public campsites in the County are currently provided only at Pike Lake State Park, following the decision to discontinue camping at County parks. Campsites are also available to the public for a fee at the privately owned Lake Lenwood Recreation Park and the Lazy Days, Timber Trail, and Toland Springs campgrounds.

¹The terms "accessibility standards," "service area standards," and "service-radius standards" are used

synonymously in this chapter.

Application of the per capita standard for campsites indicated that there are an inadequate number of campsites to fulfill the need for publicly owned campsites under the standard for both the existing 1995 and anticipated 2010 population; however, the need for additional public campsites is nominal, with 14 additional sites called for under the standard by the year 2010. The need for additional campsites is anticipated to be served by the proposed expansion of the campground at Pike Lake State Park. It should be noted, however, that the Park provides sites for family camping only, and that no public facilities for group camping are provided in the County. The number of existing privately owned sites exceeds the need for such campsites under the standard for both the existing 1995 and anticipated 2010 population.

The standards call for both public and private campsites to be located within 25 miles of each County resident. This standard is met by the existing campgrounds in the County.

Golf Courses: Currently, there are no publicly owned 18-hole regulation golf courses within the County, although a new County-owned golf course in the Town of Hartford is scheduled to open in 1997. There are five privately owned courses with 18 holes or more open to the public: the Hartford Country Club and the Hon-E-Kor, Kettle Hills, Lake Park, and Scenic View golf courses. In addition, there are three smaller, privately owned nine hole golf courses in the County open to the public: Arrowhead Springs Golf Course, Riversbend Golf Course, and West Bend Lakes Golf and Recreation.

Application of the per capita standard for golf courses indicates a need for two public courses and four privately owned courses in the County by the year 2010. The need for privately owned courses is met by the five existing private courses. Following completion of the new Washington County Golf Course, there will be a need under the standards for one additional public course in the County. Application of the recommended 15-mile service radius to the soon-to-be-completed Washington County golf course shows that residents of the northeastern and extreme southeastern portions of the County are located beyond the recommended service area of a public golf course. Application of the recommended service radius to the private courses shows that the entire County is adequately served by private golf courses.

Picnicking: Application of the standard for picnicking facilities indicated the County is currently well-served by existing picnic facilities; however, picnic facilities should be provided at new and newly developing park sites to ensure County residents continue to be well served under 2010 conditions.

Downhill Skiing: There are no existing public ski hills within the County. There are two private ski hills open to the public, the Sunburst Ski Area and Little Switzerland.

Application of the per capita standard for downhill ski areas to both the existing and year 2010 County population calls for one public and one private ski hill within the County. A need thus exists for one public ski hill. The need for private downhill skiing facilities is met by the existing facilities.

The standards call for both a public and private ski hill to be located within 25 miles of each County resident. The service-area standard for private ski hills is met by the existing facilities. A need exists under this standard for a public ski hill.

Swimming Beaches: Currently, publicly owned swimming beaches are provided at the City of West Bend Regner Park, Kewaskum Kiwanis Park, Pike Lake State Park, and at Glacier Hills County Park and Sandy Knoll County Park. Private swimming beaches open to the public on a fee basis are provided at Wally and Bea's on Friess Lake, at Lake Lenwood Recreation Park, and at the Lazy Days Campground.

Application of the standards for swimming beaches indicates that existing publicly owned beaches are adequate to serve the 1995 and the anticipated year 2010 population under the per capita standard, but that residents of the southeastern portion of the County are located beyond the recommended service area of a public swimming beach. The number of private swimming beaches is less than that called for by the standards. Because the private swimming beaches are located near the public beaches, residents of the southeastern portion of the County are not served by either a public or a private swimming beach.

Standards for Trail Facilities

Objective No. 4 sets forth recommended per capita and locational standards for trail activities, including bicycling, hiking, horseback riding, cross-country skiing (ski-touring), marked nature trails, and snowmobiling. Table 20 indicates the number of miles of each type of trail called for under the standards to serve the existing 1995 and anticipated 2010 populations, as well as the number of miles of each type of trail currently provided within the County.

As shown by the information in Table 20, based on the existing standards, there is an adequate supply of hiking, cross-country skiing, nature, and snowmobiling trails within the County to serve both the existing and anticipated 2010 population. A need exists for additional bicycling and horseback trails to serve both the existing and 2010 populations. Upon development of a planned 6.5 mile horseback trail at the Loew Lake Unit of the Kettle Moraine State Forest, the supply of horseback trails in the County will meet the standard for such trails.

Standards for Lake Access

The Wisconsin Department of Natural Resources, in keeping with State Statutes, which seek to assure that all Wisconsin

residents have access to publicly owned inland waters, recently adopted revised rules regarding lake access. Those rules, set forth in Chapter NR 1.91 of the Wisconsin Administrative Code, require public boating-access sites, including boat-launching and parking facilities, to be provided on inland lakes, with the number of parking spaces varying depending on the size of the lake. The Administrative Code requires that launch facilities and at least one car-trailer parking space and a combined total of five car-trailer and automobile parking spaces be provided at boating access sites on lakes 50 acres to 99 acres in size. The number of car-trailer parking spaces increases as the size of the lake increases. One additional parking space, in addition to the minimum specified in the administrative code, must also be provided for use by disabled persons. The regulations also specify a maximum number of parking spaces to be provided, which also varies according to the size of the lake, in recognition that too many boats on a lake may threaten both the safety of lake users and the environmental quality of the lake. Table 21 sets forth the requirements for motorboat access for major lakes in Washington County under the Department rules.

Public boating access fails to meet State requirements at the following 10 major lakes: Bark Lake, Barton Pond, Lake Five, Friess Lake, Green Lake, Little Cedar Lake, Lucas Lake, Pike Lake, Silver Lake, and Lake Twelve. It should be noted that the Town of Hartford provides a public boat launch on Pike Lake, however, no public parking is provided and the fee for parking at a nearby private site exceeds the fee established by the State code. Boat access open to the public is provided at a private site on Friess Lake, although the fee charged also exceeds the fee established by the State code.

Standards for Open Space Preservation

Objective No. 6 calls for the preservation of sufficient high-quality open space lands for protection of important natural resources, including woodlands, wetlands, wildlife habitat areas, major bodies of surface water, floodlands, and shorelands. The preservation of such lands is based upon the location and composition of existing natural resources, rather than the application of development standards. The location and extent of important natural resources, including those encompassed by the primary and secondary environmental corridors and isolated natural resource areas, are described in Chapter II of this report. The environmental corridors and isolated natural resource areas contain many of the best remaining woodlands and wetlands within the County as well as the natural areas and critical species habitat sites recommended for protection in the regional natural areas management plan.² Such areas should be protected in open, natural uses.

²*Documented in SEWRPC Planning Report No. 42, A Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, forthcoming.*

PUBLIC OPINION SURVEY FINDINGS

In addition to the needs analysis conducted in accordance with the park and open space objectives, principles, and standards, the County in 1995 and 1996 conducted two public opinion surveys, a telephone survey of County residents selected at random and a mail survey of residents who had reserved a County park facility during 1994 or 1995. The surveys were intended to gather resident views and preferences related to outdoor recreational activities, the County park system, and protection of natural resources. The surveys and survey results are described in Chapter IV. More than half of residents interviewed as part of the telephone survey indicated an interest in hiking or walking, fishing, picnicking, or beach swimming, which are all activities commonly provided at major parks. The same four activities were also the most commonly mentioned by respondents when they were asked to name recreational activities they had participated in during the year prior to the survey. Washington County parks were mentioned most often as the locations for such activities as cross-country skiing on ungroomed trails, tobogganing and sledding, picnicking, and pleasure driving.

The results of the telephone survey indicated strong support for the provision of major parks and trails and for the preservation of open space lands in Washington County. The mail survey of park users indicated a desire for improving park restrooms. Other suggestions included adding more shelters, providing better park security, improved maintenance, and providing potable water, additional recreational facilities, concession stands, and electrical service for picnic shelters.

SUMMARY

This chapter presents the adopted regional park and open space planning principles, objectives, and standards as they relate to Washington County and identifies existing and probable future park and open space needs within the County. The need for outdoor recreation sites and facilities within the County is determined by applying the standards for the size, number, and spatial distribution of public parks to the anticipated future resident population levels and distribution within the County and comparing the probable future demand for such sites and facilities, as indicated through application of the standards, to the existing supply of recreation sites and facilities.

Two types of standards, per capita standards and accessibility standards, are used to help estimate the number, size, and location of outdoor recreation sites needed to serve the anticipated future population of the County. The per capita standards are intended to help estimate the total number of acres of land needed to satisfy requirements for park and recreational land based on the anticipated future resident population of the County. The accessibility standards are intended to insure that public parks are spatially distributed in a manner that is convenient and efficient for the population

they are intended to serve. It should be recognized that in some situations, while per capita standards may be met, a need may still exist for additional sites or facilities because of the relative inaccessibility or distance from some residents of an existing facility of the County.

Application of the standards for major park sites indicates that there is an adequate amount of land within existing major parks to serve the anticipated year 2010 population. Application of the service-area standard indicates that most residents of rural areas in the County are within the recommended service area of a major park, with the exception of residents of the northwestern portion of the Town of Wayne. Application of the four-mile service radius for urban areas indicates that residents of the Allenton, Jackson, Kewaskum, and Newburg urban areas are outside the recommended service area for a major park.

Application of the standards for resource-oriented recreational facilities indicate a need for additional public campsites, one public golf course in addition to the County golf course scheduled to open in 1997, a public ski hill, and a public swimming beach to serve residents of the southeastern portion of the County. Application of the standards further indicates that the number of existing private golf courses is adequate to meet the anticipated demand under the standards and that all residents of the County are within the recommended service radius of a private golf course.

Application of Wisconsin Department of Natural Resources lake-access requirements would require access for motorboats to be provided to the following 10 major lakes: Bark Lake, Barton Pond, Lake Five, Friess Lake, Green Lake, Little Cedar Lake, Lucas Lake, Pike Lake, Silver Lake, and Lake Twelve.

It is also important to recognize that there are equally important objectives and needs relating to the preservation and protection of important natural resources. The need to protect the natural resources of the County cannot be related to per capita or accessibility requirements, since the achievement of the open space preservation objective is essentially independent of a population level or distribution, but relates, rather, to the location, character, and extent of remaining natural resources. The maintenance of the primary and secondary environmental corridors and isolated natural resource areas in natural, open uses would generally serve to meet open space preservation needs. Such areas contain many of the remaining wetlands and woodlands within the County, and also encompass natural areas and critical species habitat sites.

Table 20

**APPLICATION OF STANDARDS FOR TRAIL ACTIVITIES TO EXISTING 1995
 AND ANTICIPATED 2010 POPULATION IN WASHINGTON COUNTY**

Trail Activity	Existing Quantity of Facility (miles)	Recommended Standard (per 1,000 persons)	Existing 1995 Population ^a		Planned 2010 Population ^b	
			Requirement (miles)	Need (miles)	Requirement (miles)	Need (miles)
Bicycling	4 ^c	.16	17	13	21	17
Hiking	50 ^d	.16	17	--	21	--
Horseback Riding	4 ^e	.05	5	1	7	3
Cross-Country Skiing	26 ^f	.02	2	--	3	--
Nature Trails	3 ^g	.02	2	--	3	--
Snowmobiling	170	.11	10	--	14	--

^aThe 1995 population of Washington County, based on an estimate by the Wisconsin Department of Administration, is 106,966 persons.

^bThe anticipated 2010 Washington County population, based on forecasts prepared by the Regional Planning Commission, is 131,500 persons.

^cIncludes the West Bend Riverfront Trail and the bicycle path between Hartford and Pike Lake State Park.

^dIncludes the Ice Age Trail, trails within existing County parks, and trails within Pike Lake State Park and the Northern Unit of the Kettle Moraine State Forest.

^eIncludes a bridle trail in the Northern Unit of the Kettle Moraine State Forest.

^fIncludes groomed trails in Pike Lake State Park and ungroomed trails in existing County parks.

^gIncludes nature trails at Pike Lake State Park, Lizard Mound County Park, and Glacial Hills County Park.

Source: Washington County, Wisconsin Department of Resources, and SEWRPC.

Table 21
BOAT-ACCESS SITE REQUIREMENTS UNDER THE WISCONSIN
ADMINISTRATIVE CODE^a FOR MAJOR LAKES IN WASHINGTON COUNTY: 1995

Major Lake ^b	Minimum Number of Parking Spaces	Maximum Number of Parking Spaces	Comment
Bark Lake	Combination of five car or car-trailer spaces	Combination of five car or car-trailer spaces	No access provided which meets NR 1.91 requirements
Barton Pond	Combination of five car or car-trailer spaces	Combination of five car or car-trailer spaces	Carry-in access and six car spaces are currently provided by the City of West Bend; WDNR requires at least one car-trailer space and a boat launch
Big Cedar Lake	27 car-trailer spaces	37 car-trailer spaces	Adequate public access (28 car-trailer and two car spaces at WDNR access site and two Town of West Bend access sites)
Druid Lake	Five car-trailer spaces	Eight car-trailer spaces	Adequate public access (Eight car-trailer spaces at Town of Erin access site)
Lake Five	Five car-trailer spaces	Seven car-trailer spaces	No access provided which meets NR 1.91 requirements
Friess Lake	Five car-trailer spaces	Eight car-trailer spaces	No access provided which meets NR 1.91 requirements ^c
Green Lake	Combination of five car or car-trailer spaces	Combination of five car or car-trailer spaces	No access provided which meets NR 1.91 requirements
Little Cedar Lake	Six car-trailer spaces	16 car-trailer spaces	No access provided which meets NR 1.91 requirements
Lucas Lake	Combination of five car or car-trailer spaces	Combination of five car or car-trailer spaces	No access provided which meets NR 1.91 requirements
Pike Lake	17 car-trailer spaces	33 car-trailer spaces	No access provided which meets NR 1.91 requirements ^d
Silver Lake	Five car-trailer spaces	Eight car-trailer spaces	No access provided which meets NR 1.91 requirements
Smith Lake	Combination of five car and car-trailer spaces	Combination of five car and car-trailer spaces	Adequate public access (10 car spaces at Town of Barton access site)
Lake Twelve	Combination of five car and car-trailer spaces	Combination of five car and car-trailer spaces	No access provided which meets NR 1.91 requirements
Wallace Lake	Combination of five car and car-trailer spaces	Combination of five car and car-trailer spaces	Adequate public access (Five car-trailer and 10 car spaces at Town of Trenton access site)

^aPublic boating access standards are set forth in Section NR 1.91 of the Wisconsin Administrative Code.

^bMajor lakes are those having 50 or more acres of surface area.

^cSix car-trailer spaces are provided; however, the fee exceeds the limits set forth in NR 1.91.

^dSeventeen car-trailer spaces are provided; however, the fee exceeds the limits set forth in NR 1.91.

Source: Wisconsin Department of Natural Resources and SEWRPC.