

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 the 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 2020 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 Commission Technical and Citizen Advisory Committee on Regional Park and Open Space Planning, as part of 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, and modified the standards as necessary to meet park and open space demands within the Region.

The regional park and open space preservation objectives, principles, and standards were incorporated directly into the year 2000 Washington County park and open space plan. Those objectives, principles, and standards were reaffirmed in the year 2010 Washington County park and open space plan, and again in this year 2020 Washington County park and open space plan, with certain modifications. These modifications include: the incorporation of the guidelines set forth in Chapter NR 1.91 of the *Wisconsin Administration Code* relating to the standards for boating access; and the addition of a principle and standard for the preservation of natural areas and critical species habitat sites. The plan objectives are set forth below:

1. To provide an integrated system of public general use outdoor recreation sites and related open space areas which will allow the resident population of the County adequate opportunity to participate in a wide range of outdoor recreation activities.

2. To provide sufficient outdoor recreation facilities to allow the resident population of the County adequate opportunity to participate in intensive nonresource-oriented outdoor recreation activities.
3. To provide sufficient outdoor recreation facilities to allow the resident population of the County adequate opportunity to participate in intensive resource-oriented outdoor recreation activities.
4. To provide sufficient outdoor recreation facilities to allow the resident population of the County adequate opportunity to participate in extensive land-based outdoor recreation activities.
5. To provide sufficient access areas to allow the resident population of the County adequate opportunities to participate in extensive water-based outdoor recreation activities on the major inland lakes and rivers which are consistent with enjoyable surface water use and the maintenance of adequate water quality.
6. To preserve sufficient high-quality open-space lands for protection of the underlying and sustaining natural resource base and enhancement of 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 D. Each set of standards serves to facilitate the identification of park and open space needs for 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 herein, the responsibility for the provision of large resource-oriented parks, resource-oriented recreational facilities, and areawide recreation trails is delegated primarily 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 primarily 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 D 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 2000 County population was 117,493 persons. The number of County residents anticipated by the year 2020 based upon forecasts developed by the Regional Planning Commission for the year 2020 regional land use plan would range from 128,800 persons under the adopted regional plan to as high as 150,200 under the high-growth alternative.

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 having a population of 40,000 or greater and within ten miles of residents of smaller

urban areas and rural areas. In order to provide an increased distribution of major parks, the 2010 County park and open space plan applied the four mile service radius to all planned urban areas in Washington County regardless of population size. In order to be consistent with the existing plan, the same application of service radii were used in the development of this plan. The planned urban service areas delineated in the adopted year 2020 regional land use plan served as the basis for the identification of planned urban areas within the County. The year 2020 regional land use plan, as it applies to Washington County, is shown on Map 13. Planned urban service areas, which are divided into four levels of development density 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 2020 land use plan.

Per Capita and Accessibility Standards

Two types of standards—per capita and accessibility standards—are used to help estimate the number and distribution of outdoor recreation sites and facilities 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 and related facility requirements based on the anticipated future resident population of the County.

For purposes of analyzing future park site and future park facility needs, the population level anticipated under the high-growth scenario—150,200 persons—was considered. This recognizes the need to identify and reserve sufficient high-quality sites which may be required under conditions of more rapid population growth through the year 2020, as well as the need to serve the County population beyond the year 2020.

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. It should also be noted that for certain facilities, the accessibility standard for some residents of the County may be met by facilities located in adjacent counties.

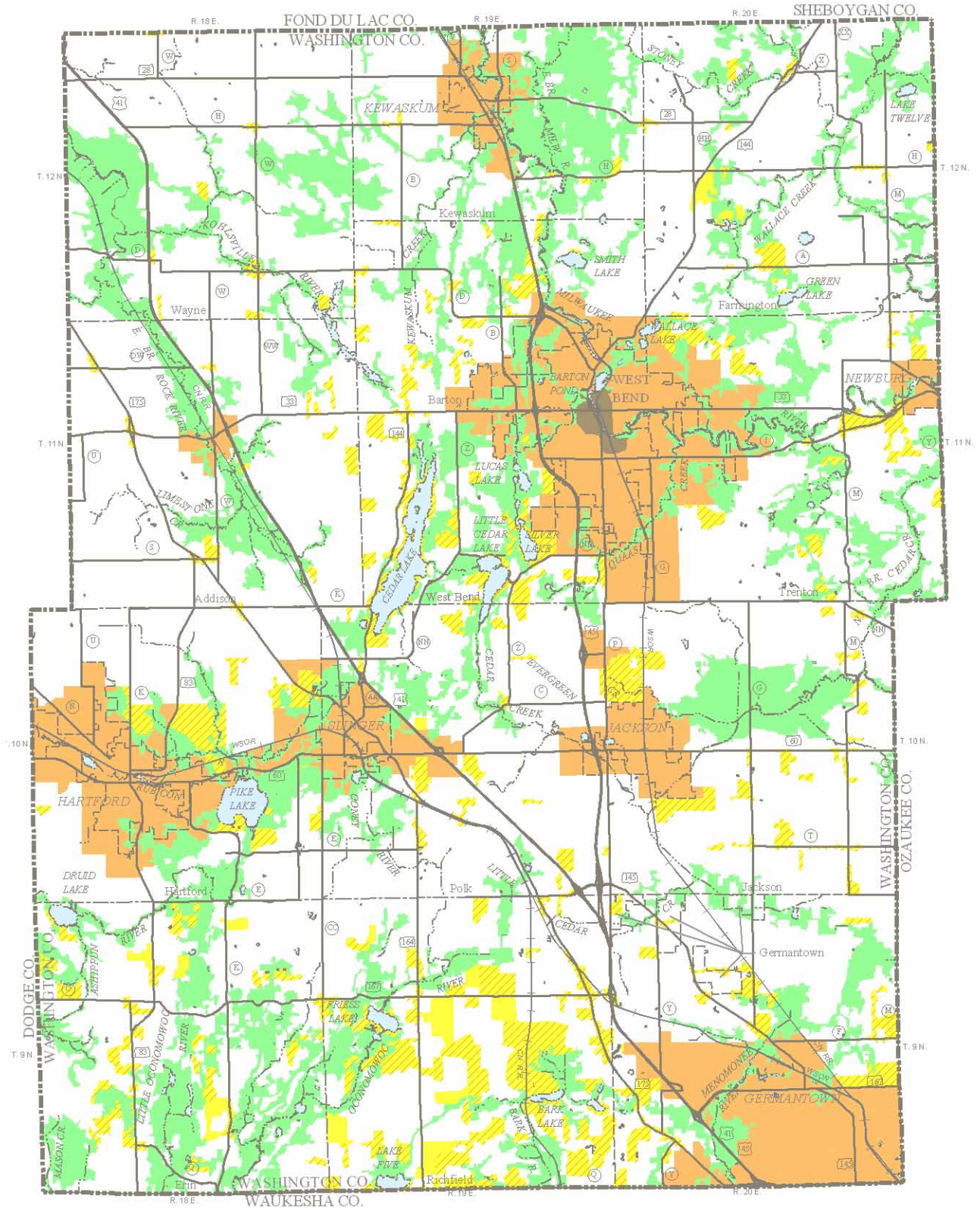
Standards for Major Park Sites

Per capita and service area standards for major parks are set forth under Objective No. 1 in Appendix D. As indicated in Chapter III, major parks are defined as large, publicly owned outdoor recreation sites containing significant natural resource amenities which provide opportunities for resource-oriented activities and which are generally 100 acres or more in size. Application of the per capita standards for major park sites to the existing 2000 and anticipated year 2020 County population levels¹ indicates that no additional park land in major park sites is needed. This calculation is based on the acreage of the following major parks: the Pike Lake Unit of the Kettle Moraine State Forest, owned by the Wisconsin Department of Natural Resources; Ackerman's Grove County Park, Family Park/Washington County Golf Course, Glacier Hills Park, Heritage Trails Park, Homestead Hollow Park, Ridge Run Park, and Sandy Knoll Park owned by Washington County; and Riverside Park, owned by the City of West Bend.

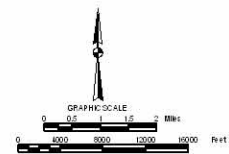
Application of the 10-mile service radius standard indicates that most residents of rural areas in Washington County are within the recommended service area of a major park, with the exception of the northwest portion of the Town of Wayne. Application of the four-mile service radius for urban areas indicates that residents in the urban areas of Allenton, Kewaskum, Newburg, and the southeastern portion of Jackson are located beyond the recommended service area for a major park. It should be noted that the area of Newburg not served by a major

¹*In the balance of this chapter, the determination of future per capita park site and facility needs is based upon the application of the per capita standards to the 150,200 persons anticipated for the year 2020 under the regional land use plan's high growth scenario.*

REGIONAL LAND USE PLAN AS IT PERTAINS TO WASHINGTON COUNTY: 2020



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|---|----------------------------|---|---|
|  | SUBURBAN RESIDENTIAL |  | PRIMARY ENVIRONMENTAL CORRIDOR |
|  | LOW DENSITY RESIDENTIAL |  | AGRICULTURAL, RURAL RESIDENTIAL, AND OTHER OPEN LANDS |
|  | MEDIUM DENSITY RESIDENTIAL |  | SURFACE WATER |
|  | HIGH DENSITY RESIDENTIAL | | |



park in Washington County does fall within the service area of Hawthorne Hills County Park, a major park in Ozaukee County.

Standards for Intensive 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. Separate per capita standards have been established for public and nonpublic facilities. The per capita standards were applied to both the 2000 and anticipated year 2020 County population levels, and need estimates were generally prepared for both public and nonpublic facilities. This recognizes that, even though many nonpublic facilities are not available to the general population, the continued provision of such facilities is important because they do meet a significant portion of the overall demand for these recreation facilities which would otherwise have to be met by the public sector.

Service area standards for campsites, golf courses, picnic areas, downhill skiing and swimming beaches were applied only to public facilities. This recognizes that all residents should have good access to facilities, which, by virtue of their public ownership, are available for use by all.

Campsites

Public campsites in the County are currently provided only at the Pike Lake Unit of the Kettle Moraine State Forest, where there are 32 campsites. There is no camping provided at County parks. Campsites are available to the public (for a fee) at the privately owned Lake Lenwood Recreation Park and the Lazy Days and Timber Trail campgrounds.

Application of the per capita standards for campsites indicates that there is a need for 21 additional publicly owned campsites to serve the anticipated 2020 population. The number of existing privately owned sites exceeds the need for such campsites under the standard for both the existing and anticipated 2020 population. The standards call for public campsites to be located within 25 miles of each County resident. This standard is met by the existing public campground in the County.

Golf Courses

Within the County there is currently one publicly owned 18-hole regulation golf course, Washington County Golf Course. There are six privately owned courses with 18 holes or more open to the public: Hartford Country Club, and the Hon-E-Kor, Kettle Hills, Lake Park, Scenic View golf courses, and Stoneridge Golf Course. In addition, there are three privately owned 9-hole golf courses in the County open to the public, Arrowhead Springs Country Club, Riversbend Golf Club, and West Bend Lakes Golf and Recreation. There are also two privately owned courses with 18 holes not open to the public: Hidden Glen Golf Club and West Bend Country Club.

Application of the per capita standard for golf courses indicates a need for one additional public golf course in the County to serve the anticipated year 2020 population. The need for privately owned golf courses is met by the six existing 18-hole private courses open to the public. Application of the recommended 10-mile service radius to the existing public golf course shows that residents of the eastern, and far northwestern portions of the County are located beyond the recommended service area for a public golf course. The eastern portion of the County does fall within the service area of Hawthorne Hills County Park and Mee-Kwon County Park in Ozaukee County, and Wanaki Golf Course in Waukesha County, which provide public golf courses. It should also be noted that the need for public golf courses in the northwestern portion of the County could be met by existing private golf courses open to the public.

Picnicking

Public picnic areas in the County are currently provided at all nine major parks, Ackerman's Grove County Park, Family Park/Washington County Golf Course, Glacier Hills Park, Heritage Trails Park, Homestead Hollow Park, the Pike Lake Unit of the Kettle Moraine State Forest, Ridge Run Park, Riverside Park, and Sandy Knoll Park.

Application of the per capita standard for picnicking facilities at major parks indicates that a need exists for approximately 40 additional picnic tables at major parks to serve the anticipated year 2020 population. It should be noted, however that picnicking is available at three other County parks: Cedar Lake Wayside, Goeden Park, and Lizard Mound Park. These facilities may serve to meet some of the needs identified in the application of this standard. Application of the recommended 10-mile service radius standard for public picnicking facilities indicates that only residents in the extreme northwestern portion of the County are not adequately served by picnicking facilities within a major park. Part of this portion of the County does fall within the service area of Mauthe Lake Recreation Area within the Kettle Moraine State Forest-Northern Unit in Fond du Lac County and Ledge County Park in Dodge County, which provide public picnic areas.

Downhill Skiing

There are no existing publicly owned ski hills within the County. There are two private ski hills open to the public, the Sunburst and Little Switzerland ski areas.

Application of the per capita standard for downhill ski areas to both the existing and year 2020 County population indicates the need for one public ski hill. The need for private downhill skiing facilities is met by the existing facilities. Provision of one public ski hill would satisfy the public ski hill accessibility standard throughout the County, given the 25-mile service radius attendant to public ski hills. The provision of a public ski hill was deemed unnecessary since existing private downhill skiing facilities adequately serve the County.

Swimming Beaches

Publicly owned swimming beaches are provided at Ackerman's Grove County Park, Glacier Hills Park, Kewaskum Kiwanis Community Park, the Pike Lake Unit of the Kettle Moraine State Forest, Regner Park, Sandy Knoll Park, and Slinger Fireman's Park. Privately owned swimming beaches open to the public on a fee basis are provided at Wally and Bea's, Lake Lenwood Recreation Park, and at the Lazy Days Campground.

Application of the per capita standards for inland swimming beaches indicates that existing publicly and privately owned beaches are adequate to serve both the existing and the anticipated year 2020 population. Application of the recommended 10-mile service radius for public swimming beaches indicates that residents in the extreme southeastern portion of the County are not served by a public swimming beach. This portion of the County does fall within the service area of Menomonee Park in Waukesha County, which provides a public swimming beach.

Standards for Trail Facilities

Objective No. 1 sets forth a standard for the provision by the public sector of sufficient open space lands to accommodate a system of resource-oriented recreation corridors to meet the resident demand for trail-oriented recreation activities. For the purposes of this report, recreation corridors are defined as publicly owned, continuous, linear expanses of land at least 15 miles in length which are located within scenic areas or areas of natural, cultural, or historic interest, and which provide trails marked and maintained for such activities as hiking, biking, riding all terrain vehicles, horseback riding, nature trails, and cross-country skiing.

Objective No. 4 sets forth recommended per capita standards for the aforementioned trail activities in association with recreation corridors. While segments of potential recreation corridors currently exist as part of the Ice Age Trail and the Milwaukee River recreation corridor, neither area meets the aforementioned definition, and therefore does not yet meet the standard for publicly owned recreation corridors in the County. Consequently, trails for the various activities should be provided in conjunction with the acquisition and development of a public recreation corridor system. It should be noted that while recreation corridors 15 miles in length or more are most desirable, the development of trail facilities under 15 miles should also be encouraged to meet local trail needs.

Objective No. 4 includes standards for trails within recreation corridors for hiking, bicycling, horseback riding, nature study, and ski touring. In some cases, particularly in urban areas where they are subject to more intensive use, the trail facilities may be paved. Where they are paved, the trails may also provide opportunities for rollerblading and rollerskiing, as well as opportunities for use by individuals in wheelchairs.

The standards under Objective No. 4 also contain a recommendation for the provision of trails for snowmobiling. Approximately 291 miles of designated trails exist on public lands and on private lands open to the public. This adequately serves both the existing and anticipated 2020 population.

Objective No. 4 also contains a recommendation that each county have a public nature study center. A public nature study center does not currently exist in Washington County. However, a private nature study center, the Riveredge Nature Center, located in Ozaukee County, is open for public use. It should also be noted that Lac Lawrann Conservancy in the City of West Bend provides a place for nature study, but does not function as an interpretive nature study center.

Standards for Lake Access Sites

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, has adopted 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. Minimum public boating access requirements must be met for the Department to provide natural resource enhancement services for a body of water. For example, 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 required 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 22 sets forth the requirements for public boating access for major lakes in Washington County under the Department rules. Public boating access fails to meet State requirements at Bark Lake, Barton Pond, Lake Five, Friess Lake, Green Lake, Lucas Lake, Silver Lake, Smith Lake, Lake Twelve, and Wallace Lake.

The *Administrative Code* also requires that public canoeing access points with parking should be provided on major streams every 10 miles. Major streams in Washington County are the Ashippun River, Cedar Creek, Little Cedar Creek, North Branch Cedar Creek, Coney River, Evergreen Creek, Kewaskum Creek, Kohlsville River, Limestone Creek, Mason Creek, Menomonee River, Milwaukee River, East Branch Milwaukee River, North Branch Milwaukee River, Oconomowoc River, Little Oconomowoc River, Quass Creek, East Branch Rock River, Rubicon River, Silver Creek, Stony Creek, and Wallace Creek. Public canoe access is currently provided at Goeden County Park, Newburg Fireman's Park, River Hill Park, and Riverside Park, along the Milwaukee River. Public canoe access is also provided at the West Bend Canoe Launch in the Milwaukee Riverfront Parkway on Barton Pond, which is already listed in Table 22, and at Centennial Park-Mill Pond on the Rubicon River.

Standards for Open Space Preservation

Objective No. 6 calls for the preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being and environmental quality of the County. These high-quality open space lands include primary environmental corridors, natural areas and critical species habitat sites, and prime agricultural lands. The preservation of such lands is based upon the location and composition of existing natural resources, rather than the application of development standards.

Primary environmental corridors contain many of the best remaining woodlands, wetlands, and wildlife habitat areas within the County. The standard under Objective No. 6 indicates that primary environmental corridors should be preserved in essentially natural, open use. Although not specifically addressed in Objective No. 6, secondary environmental corridors and isolated natural resource areas should be considered for preservation based upon local needs and concerns. While secondary environmental corridors and isolated natural resource areas may serve as an attractive setting for well-planned residential developments, they also can serve as economical drainageways and stormwater detention basins, and can provide needed open space in developing urban areas.

Table 22

**BOAT-ACCESS SITE REQUIREMENTS UNDER THE WISCONSIN
ADMINISTRATIVE CODE^a FOR MAJOR LAKES IN WASHINGTON COUNTY: 2002**

Major Lake ^b	Minimum Number of Parking Spaces ^c	Maximum Number of Parking Spaces	Comment
Bark Lake	Combination of five car and car-trailer spaces	Five car-trailer spaces	No access provided which meets NR 1.91 requirements
Barton Pond	Combination of five car and car-trailer spaces	Five car-trailer spaces	Inadequate public access (Carry-in access and 6 car spaces are currently provided by the City of West Bend)
Big Cedar Laked	27 car-trailer spaces	37 car-trailer spaces	Adequate public access (37 car-trailer spaces at Big Cedar Lake Protection and Rehabilitation District/WDNR access site, and three car trailer spaces at Town of West Bend access site)
Little Cedar Lake	Eight car-trailer spaces	16 car-trailer spaces	Adequate public access (17 car-trailer spaces at Washington County access site)
Druid Lake	Five car-trailer spaces	Eight car-trailer spaces	Adequate public access (5 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
Green Lake	Combination of five car and car-trailer spaces	Five car-trailer spaces	Inadequate public access (Three car-trailer spaces at Town of Farmington access site)
Lucas Lake	Combination of five car and car-trailer spaces	Five car-trailer spaces	No access provided which meets NR 1.91 requirements
Pike Laked	17 car-trailer spaces	33 car-trailer spaces	Adequate public access (18 car-trailer spaces at private access site with WDNR lease agreement)
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	Five car-trailer spaces	Inadequate public access (Three car-trailer spaces at Town of Barton access site)
Lake Twelve	Combination of five car and car-trailer spaces	Five car-trailer spaces	No access provided which meets NR 1.91 requirements
Wallace Lake	Combination of five car and car-trailer spaces	Five car-trailer spaces	Inadequate public access (Three car-trailer 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.

^cOne additional parking space for handicapped individuals must be provided.

^dThere are additional publicly owned boat access sites that do not provide parking, and therefore do not meet NR 1.91 requirements.

Source: Wisconsin Department of Natural Resources and SEWRPC.

Natural areas and critical species habitat sites contain rare, threatened, and endangered animal and plant species within the County. The standard under Objective No. 6 indicates that natural areas and critical species habitat sites should be preserved and managed to maintain their natural value.

Prime agricultural lands are lands best suited for the production of food and fiber. In addition to their agricultural value, such lands supply significant wildlife habitat. The standard under Objective No. 6 indicates that prime agricultural lands should be preserved to the extent practicable for agricultural use.

SUMMARY

This chapter presents a set of park and open space planning objectives, principles, and standards for 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 and outdoor recreation facilities 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 and accessibility standards, are used to help estimate the number and location of outdoor recreation sites and facilities needed to serve the anticipated future population of the County.

For purposes of analyzing future park site and future park facility needs, the population level anticipated under the high-growth scenario for the year 2020—150,200 persons—was considered. This recognizes the need to identify and reserve sufficient high-quality sites which may be required under conditions of more rapid population growth through the year 2020, as well as the need to serve the County population beyond the year 2020. The findings of the recreation site and facility needs analysis are summarized below:

1. Application of the per capita standard for major park sites indicates that no additional park land in major park sites is needed in the County. Application of the 10-mile service radius for rural areas indicates that residents in the northwest portion of the Town of Wayne are located beyond the recommended service area for a major park. Application of the four-mile service radius for urban areas indicates that residents in the urban areas of Allenton, Kewaskum, Newburg, and the southeastern portion of Jackson are located beyond the recommended service area for a major park.
2. Application of the standards for resource-oriented recreational facilities indicate a need for: additional publicly owned campsites; an additional public golf course; additional picnicking facilities at major parks; a public ski hill; and an additional publicly owned swimming beach.
3. Application of the standards for trails within recreation corridors indicates that existing public recreation corridors do not currently meet the need for recreation trail facilities in Washington County. A need exists for hiking, biking, horseback riding, nature study, and ski touring trails in conjunction with the acquisition and development of a public recreation corridor system.
4. Application of Wisconsin Department of Natural Resources lake access standards would require that access facilities be provided or expanded at Bark Lake, Barton Pond, Lake Five, Friess Lake, Green Lake, Lucas Lake, Silver Lake, Smith Lake, Lake Twelve, and Wallace Lake.
5. The County park and open space plan objectives also address open space preservation needs. 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. Standards under Objective No. 6 indicate that primary environmental corridors and natural areas and critical species habitat sites should be preserved for natural uses, while prime agricultural lands should be preserved to the extent practicable for agricultural use.