

RESOLUTION 08-17

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**RESOLUTION ADOPTING THE 2017 PARK AND OPEN SPACE PLAN**

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**WHEREAS**, Section 27.13 of the Wisconsin State Statutes declares that towns may provide and maintain parks, parkways, boulevards, or pleasure drives pursuant to the provisions, which grant park authority to cities; and

**WHEREAS**, Section 60.66 of the Wisconsin State Statutes further provides that a town may provide for a park commission of seven members appointed by the Town Board. The powers of the commission will be to lay out, maintain and improve parks and open spaces, and to accept or acquire property for park purposes; and

**WHEREAS**, the State requires that the Town update its Comprehensive Outdoor Recreation Plan, or community-wide Park and Open Space Plan, every five years to maintain eligibility for grant funding and to assure that park and recreational planning is kept up to date; and

**WHEREAS**, the Park Committee has worked closely with Town staff to update the Town's 2010 Park and Open Space Plan and has forwarded said document to the Town Board for review and action; and

**NOW, THEREFORE, BE IT RESOLVED** that the Town Board of the Town of Lisbon hereby adopts the 2017 Park and Open Space Plan.

**BE IT FURTHER RESOLVED**, that the 2017 Park and Open Space Plan shall replace the 2010 Park and Open Space Plan.



**PASSED AND ADOPTED** by the Town Board of the Town of Lisbon, Waukesha County, Wisconsin this 26<sup>th</sup> day of June, 2017.

TOWN BOARD, TOWN OF LISBON  
WAUKESHA COUNTY, WISCONSIN

BY:   
JOSEPH OSTERMAN, Chairman

BY: \_\_\_\_\_  
VACANT, Supervisor

BY:   
MARC MOONEN, Supervisor

BY:   
LINDA BEAL, Supervisor

BY:   
REBECCA PLOTECHER, Supervisor

ATTEST:

BY:   
Gina C. Gresch, MMC/WCMC  
Lisbon Town Clerk



A  
LONG RANGE PLAN  
FOR  
PARKS AND OPEN SPACES

**Town of Lisbon Park Committee  
Waukesha County, Wisconsin**

**A LONG RANGE PLAN FOR PARKS AND OPEN SPACE  
TOWN of LISBON  
WAUKESHA COUNTY, WISCONSIN**

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A LONG RANGE PLAN FOR PARKS AND OPEN SPACE  
TOWN of LISBON  
WAUKESHA COUNTY, WISCONSIN

**PREFACE**

The Lisbon Parks Committee is proud to deliver the Parks Long Range Plan for the Town of Lisbon. In addition to a general discussion of the Town of Lisbon and a brief overview of recommended design standards, it contains a list of Capital Projects that the Park Committee plans to accomplish with Town Board approval. The document also includes a forecasted budget and impact fee recommendations. The Plan contains a set of guidelines that helped develop the Capital Projects and provides guidance when decisions are required. Possibly most importantly, the Plan reiterates the Mission Statement for the Park Department.

The respective departments of the Town all have mission statements, and the system works well at those levels; committees making decisions that they believe will help them achieve their goals as stated in their Long Range Plans, and all departments looking to the Town Board for resources and guidance.

The Highway, Fire, and Park Departments appropriately do whatever they can to serve the constituents by accomplishing the tasks in their Long Range Plans. The Park Department's goals emphasize the value of green space and recreational areas, and these are well documented. Like any other Town department, Parks has been charged with addressing a given set of community-based needs. Together, the Departments serve the community, each addressing specific needs of the community as spelled out in their respective Long Range Plans.

But the Town's government is not merely the collection of the Departments. A central governing body is needed to guide the Departments' activities and to allocate resources to the Departments. There is simply not enough money or resources to do all things that all departments want to do. The Departments often are competing for limited resources. In many cases, the Town must decide which actions are to be taken. In those situations, the Town must weigh the demands of individual departments, look to its own Mission Statement for strategic guidance and resolve conflicts in a way that serves the Community best. At a minimum, each Department should be able to plead its case to the Board before decisions are made. Ideally, Departments can develop their long range plans cooperatively so as to minimize conflicts and reduce the need for Town Board intervention.

The Park Department and Committee is working together with other Town Departments and with the Town Board to better serve the community.

# 1. BASIC INFORMATION AND INVENTORY

## **1.1 INTRODUCTION**

As the population within the Town of Lisbon increases, the pressures for active and passive recreation and open space have become more apparent. The growing population requires active park areas to satisfy their recreational needs under a supervised or non-supervised program. An emphasis is being placed on family-oriented recreation both passive and active.

Faced with these increased demands the Town of Lisbon Park Committee drafted this Long Range Plan to provide for the future needs of area residents. This plan will serve both as an inventory for what exists and as a guide for future acquisitions and development. Standards are given to aid in the evaluation of present conditions and to assist in the development of future plans.

## **1.2 GENERAL CHARACTERISTICS OF THE TOWN**

The Town of Lisbon is located in the north-central part of Waukesha County about 20 miles west of the City of Milwaukee. Present land area is approximately 26 square miles with major population density in sections 12 and 13 along the easterly part of the Town. Completely surrounded by the Town is the Village of Sussex. Major thoroughfares such as State Trunk Highway 164 and 74, County Trunk Highways K, JK, Q, V, and VV, and collector roads service all sectors of the Town. An Official Map specifies wide rights-of-way for all of these major traffic carriers. Located in the northerly part of the Town are the headwaters of the Bark River and extensive conservancy type land along both sides of the river.

## **1.3 POPULATION**

Demands for parks and open space are directly related to existing and projected population figures. Standards for recreational facilities are based on population. Since the Town is considered as unincorporated, incorporated municipalities can annex lands from the Town. Consequently, the present area can be reduced in the future. Annexations, however, generally do not include a significantly high enough number of people so as to affect the Town's population projections. In addition, the Town of Lisbon and the Village of Sussex have a border agreement that locks in the borders and allows planning to be done on a more stable foundation.

Following are population and population projections for the Town of Lisbon.

<u>YEAR</u>	<u>CENSUS OR PROJECTION</u>
2020	10,820
2025	11,340
2030	11,790

Planning for parks and open space will be based on the population projection for the year 2020. The Town of Lisbon Park Committee planning is guided by a regional standard of 12.5 acres per 1000 population for play lots, neighborhood parks and community parks, in aggregate. Based on this criterion alone the Town has enough park land to meet its projected short term needs. Additionally, Park Committee planning is guided by service radius standards. The service radius is 1/4 mile for play lots (tot lots) and 1 mile for neighborhood parks. Service gaps exist based upon the classification and service radii of the existing parks. Play lot and neighborhood park deficiencies exist primarily in the southwest and north central areas of the Town.

To meet the service radius standard our overall plan calls for the creation of play lots in the southwest, northeast, and northwest areas of the town as land development continues. As the Town grows, the demand for baseball diamonds and soccer fields will increase creating a need for additional neighborhood parks. The area is growing and the Park Committee feels that the Town should acquire land now in order to preserve it for the future.

## 1.4 EXISTING INVENTORY OF PARK FACILITIES

MAP



A: Lisbon Town Hall Park	W234 N8676 Woodside Road, Lisbon WI 53089
B: Stone Family Park	W224N7975 Plainview Parkway, Lisbon WI 53089 (Corner of Plainview Parkway and Plainview Road)
C: Stoney Halquist Park	W238N5279 Parkview Drive, Lisbon WI 53089 (Hwy K, West of Quarry Road)
D: Fred Keller Field	N72W24958 Good Hope Road, Lisbon WI 53089 (Good Hope Road @ Hillside Road)
E: Lisbon Oaks Parks	W268N7098 Woodland Oaks Dr, Lisbon WI 53089 Located in the Woodland Oaks Subdivision (Corner of Woodland Oaks Drive and Meadow Wood Lane)
F: Lisbon Community Park	N78W26970 Bartlett Parkway, Hartland WI 53029 (Oakwood Road & Lake Five Road)

DESCRIPTION OF FACILITIES AT EACH PARK

	A	B	C	D	E	F	G	
	Town Hall Park	Stone Family Park	Stoney Halquist Park	Fred Keller Field	Lisbon Oaks Park	Community Park	Plainview Parkway and other Areas	Town Totals
Acreeage less municipal building green space	6 Park 3 Town	10 Park	10 Park	4 Park 6 Town	10 Park	123 Park	17	163 Park 26 Town
Wood Fiber Play Areas	1	1	1	No	1	1		5
Large Play Structures	1	1	1	No		1		4
Small Play Structures	1		1	No	1	1		4
Accessible Play Equipment (ADA)	Yes	Yes	No	No	Yes	Yes		4
Swings Adult/Toddler	Yes	Yes	Yes	No	yes	yes		5
Slides	2	2	3	No		4		11
Sand Boxes	1		1	No	1	1		4
Climbers	1	1	1	No	1	2		6
Picnic Areas	1	1	2	No	2	5		11
Restroom Stations	Yes	Yes	Yes	Yes	Yes	Yes	No	
Drinking Water	No	No	No	No	No	Yes	No	
Parking Lots	Yes	Yes	Yes	Yes	Yes	Yes	No	
Picnic Open Air Shelters	Capacity 90	No	Capacity 12	No	Capacity 12	Capacity 90 Capacity 42 Capacity 30	No	6
Electricity	Yes	No	No	No	No	Yes		
River Access/Piers	No	No	No	No	No	Yes		1
Softball/Baseball Diamonds	1	1	1	1	1			5
Grass Softball Fields Only						2		2
Sport Field Bleachers	1	1	1	1	2			6
Picnic tables	18	2	4	0	4	35		63
Soccer Fields	No	No	No	No	1 Field	1 Field		2
Football Practice Fields	yes	yes	yes	No	Yes	Yes		5
Tennis Courts	No	No	No	No	No	No		0
Volleyball Courts	1	No	No	No	1	1		3
Hiking Trails	No	No	No	No	No	3		3
X-Country Ski Trails	No	No	No	No	No	2		2
Sledding Hills	No	No	No	1-small	No	1-Small 1-Large		3
Ice Skating Rinks	No	No	No	No	No	1-Large		1
Snow Mobile Trail Access	No	No	No	No	No	Yes		

Total Acres of Park Land = 189

A total of 207 acres of open green spaces (parks, municipal grounds, cemetery, and open green spaces) are maintained by the Park Department.

## 1.5 PARK CLASSIFICATIONS

Following are combined classifications of parks as stated in the "Park and Parkway Plan for Waukesha County" and "Planning the Modern City".

**PLAYLOTS:** Intensively developed areas intended primarily for the play of children up to 5 years old. Located in a definable neighborhood unit away from major thoroughfares. Simple, safe play apparatus. Passive sitting area 2,500 to 10,000 square feet of area. Service radius not over 1/4 mile.

**NEIGHBORHOOD PARKS:** "Walk to" playgrounds. Park for day-to-day use of developed facilities and naturalistic areas of neighborhood significance. Located in a definable neighborhood, adjacent to an elementary school, if feasible. Playground, junior playfields, and family recreation. Minimum size of 6 acres. Service radius of 1 mile in suburban areas.

**PLAYFIELD:** Intensive use area of sub-community significance with minimum development of organized field activities for youths and adults. Isolated from residential property and adjacent to or in conjunction with high school developments. Includes youth and adult field recreation activities and events and programs with spectator interest of Sub-community significance. Minimum size of 10 acres. Service radius of 3 miles in suburban communities.

**COMMUNITY PARK:** A park with specially developed facilities and naturalistic areas of community significance. Site should include significant naturalistic areas such as woods, water and interesting topography. Playfield and other active recreation, social and special activities, events, and programs of neighborhood community significance. Minimum area of 30 acres. Service area would be the entire Town of Lisbon although standards state 1-1/2 to 2-1/2 miles.

**METROPOLITAN PARK:** Countywide use park with specially developed facilities and areas of natural environment of metropolitan significance. Preferably includes portions of streams, rivers, and lakeshores. Recreation, social, nature and special activities, events and programs of neighborhood, community and metropolitan significance. Minimum size of 100 acres. Service radius of 3 to 4 miles.

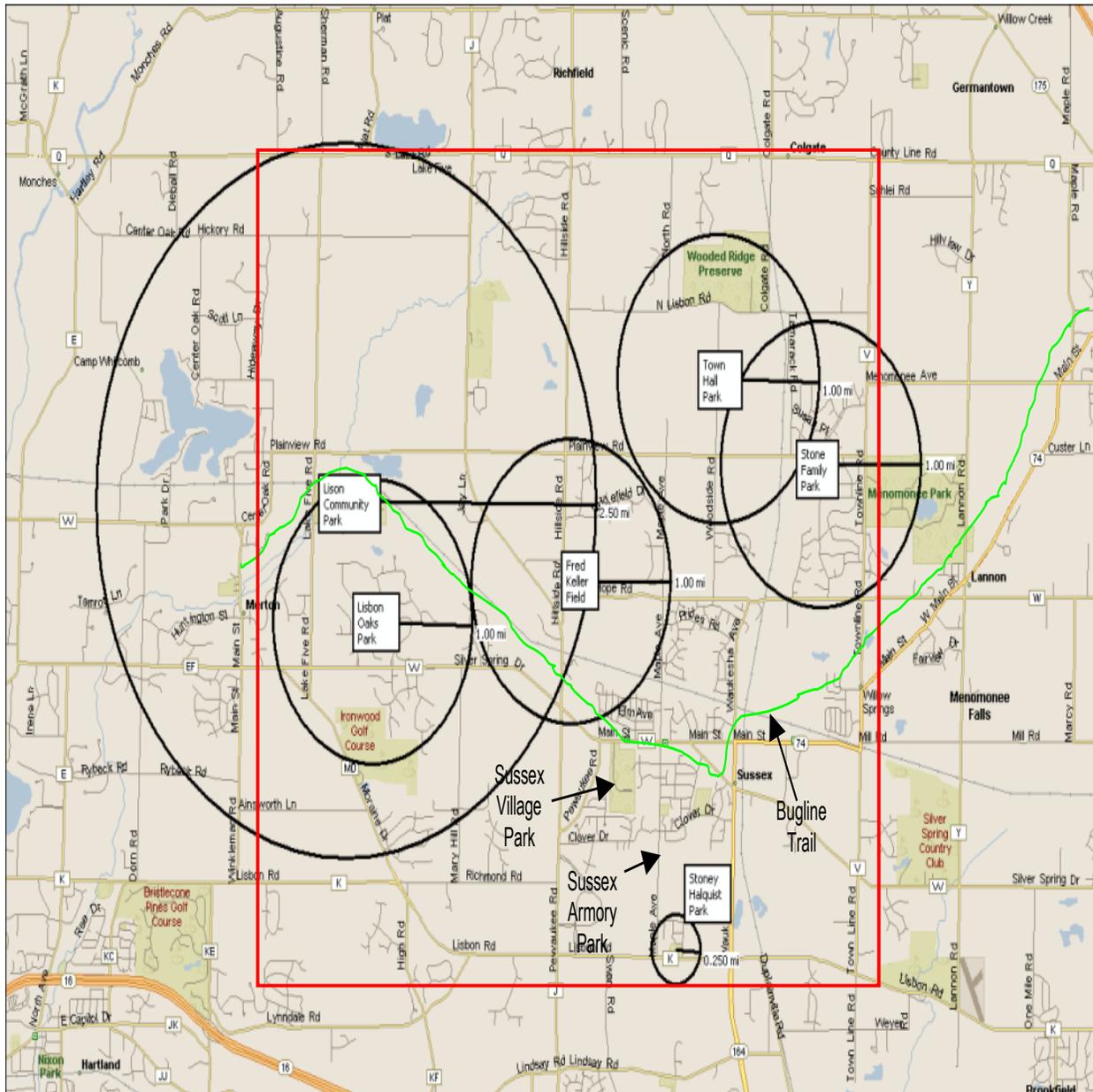
**REGIONAL PARK:** An extensive area of unique, natural or man-influenced environment with regional significance. Distributed throughout the region where areas of exceptional natural beauty exist near areas of population density. Activities of regional significance compatible to the preservation of the natural environment. Can contain nodes of active recreation. Minimum size is 250 acres. Service radius is the region.

**SPECIAL PARK OR RECREATION AREA.** Supplemental or special recreation activity areas, either passive or active, of any unique significance. No specific standards as to location, size, or service area.

**PARKWAY:** Linear Park lands of natural environment usually following stream and river alignments and lakeshores. Service drive, water, and nature oriented activities of various significance compatible to the preservation of the natural environment. Entails the acquisition and preservation of the floodplains, major streams, and environmental corridors for public recreation purposes. No size or service radius standards apply.

## 1.6 AREAS SERVICED BY LISBON PARKS

Based on their size and facilities, parks and play areas are intended to serve a particular area. The recommended service radius for each type of park is described in the preceding section. Based on those descriptions, Lisbon has one *community* park (Lisbon Community Park) and five *neighborhood* parks (Lisbon Oaks, Fred Keller Field, Town Hall, Stoney C. Halquist and Stone Family). Below is a map depicting the service areas for the Lisbon Parks. Development of the park system should closely match the manner in which the Town is developed in order to serve the residents. **Service gaps exist. See the Land Use Plan overlay.**



## 1.7 OTHER FACILITIES IN THE AREA

### 1. EXISTING LAND AREAS IN PRIVATE FACILITIES

<u>PRIVATE FACILITY</u>	<u>LAND AREA (Approximate)</u>
Ausblick Ski Club	23 acres
Menomonee Falls Rod/Gun Club	34 acres
<u>Sherwood Forest Bowmen</u>	<u>26 acres</u>
Total	83 acres

### 2. COUNTY OWNED LANDS FOR RECREATIONAL AND PARK USE

Ryan/McKerrow equestrian park is located in the southwest corner of the Town and provides horse trails and natural habitat.

The "Bugline Trail" is an abandoned railroad right-of-way that extends from Menomonee Falls, through the Village of Sussex, through the Town of Lisbon, runs along the north side of Lisbon Community Park, and into the Town of Merton.

### 3. OTHER PRIVATE OR PUBLICLY OWNED FACILITIES AVAILABLE

Arrowhead High School has a pool and tennis courts that are available to residents of the Town of Lisbon

Sussex Hamilton High School has tennis courts that are available to residents of the Town of Lisbon

Songbird Hills Golf Course

Ironwood Golf Club

The Fairways of Woodside Golf Course

Menomonee Park

## **2. GUIDING PRINCIPLES**

### **2.1 MISSION STATEMENT FOR LISBON PARK COMMITTEE**

The Town of Lisbon's Park Committee is committed to strengthening the community by maintaining and expanding the town's green space and safe recreation equipment in a way that meets citizens' needs and is fiscally responsible.

### **2.2 MISSION OF THE TOWN PARK FORESTRY PROGRAM**

1. To provide shade trees around existing play equipment and newly installed equipment as needed.
2. To provide buffers/screening of deciduous, conifers and shrubs to separate housing and roads from park areas.
3. To maintain all ornamental trees throughout the town's park system.
4. To manage a forestry program that maintains safe and well-defined recreational trails/pathways throughout the town's park system.
5. To maintain the ornamental shrubs and conifers planting beds by all park entrances signs.
6. To re-introduce native trees and shrubs into park areas.
7. To actively pursue grant money to facilitate the park projects.
8. To establish a tree inventory program.
9. To educate park staff on current safety forestry operations.
10. Help educate the public on pest and disease control of native ornamental trees and shrubs in our region.
11. To control and reduce exotic and invasive plant species.

## 2.3 SERVICE GAP ANALYSIS

In general, it is recommended that 12.5 acres per 1000 population be used as a standard for play lots, neighborhood parks and community parks. It is beneficial to be guided by certain standards so that the overall program can be evaluated. Therefore, the following minimum standards should serve as a general guide.

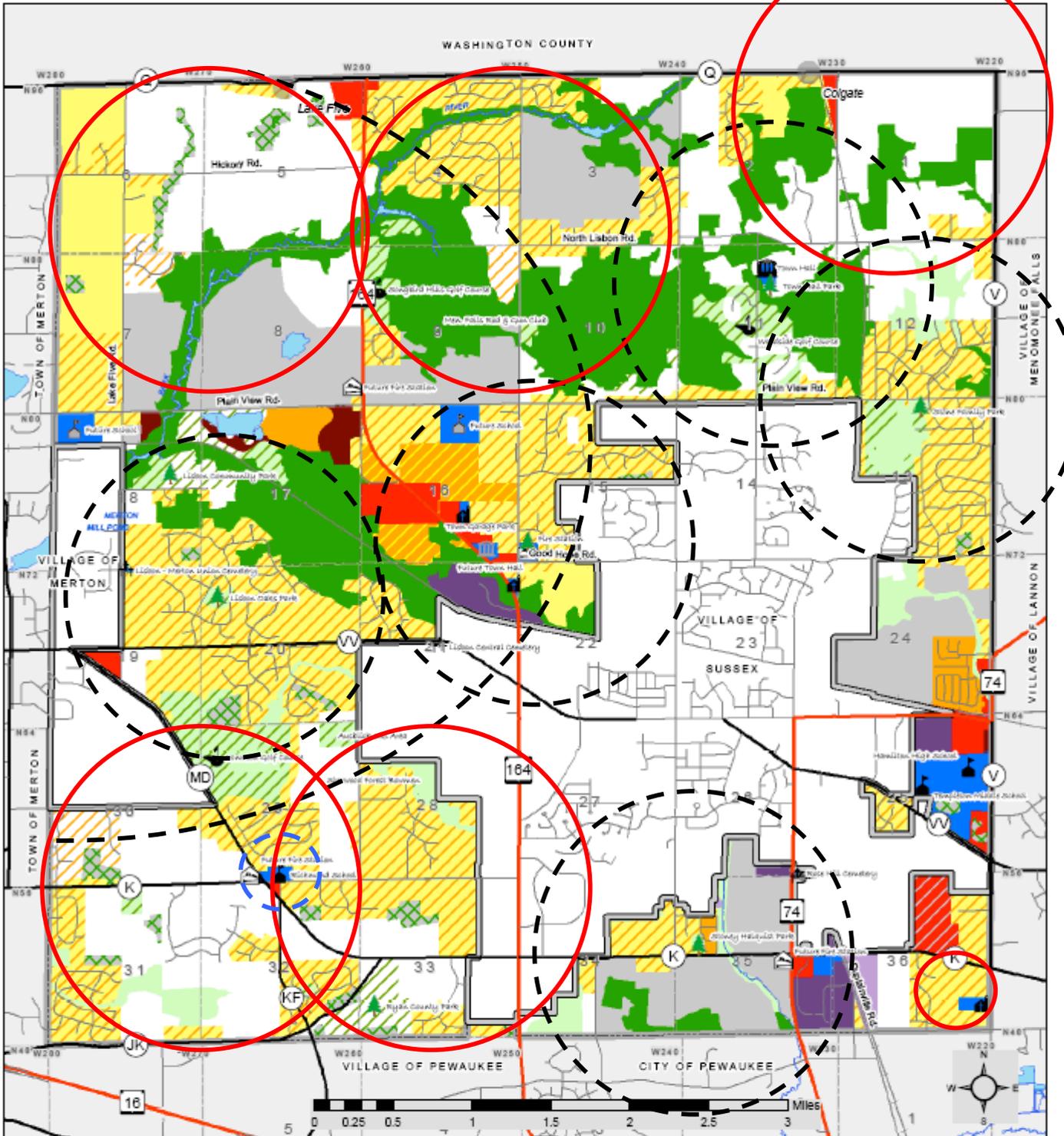
<u>Facility</u>	<u>Minimum Standard</u>	<u>Service Radius</u>	<u>2017 Inventory</u>	<u>2025 Requirements</u>	<u>Notes</u>	<u>Action Plan Ref # See next sec.</u>
Ball Diamonds	.53 for every 1,000 population	1.0 mi	5 diamonds, 2 grass fields	1 diamond	League requests continue to grow with the population	1, 9
Restroom Stations	1 for every neighborhood or community park	6	8	Add 1- 2	If new parkland is acquired. Upgrade LCP to flushable.	8,9
Playground Equipment	1/4 to 1/2 acre for each neighborhood or community park.	5	6	Add 1 for each new parkland.	If new subdivision add small playground system for ages 2-12.	6, 9
Picnic Areas	6.35 tables per 1,000 population		50 tables	65 tables		9
	@ 0.07acres/table		4.0 ac.	5.25 ac.		
Recreation Building	1 for every 20,000 population	Whole Town	0	1	Not needed at this time	1
Shelter	1 for every neighborhood or community park.		6	0	Add another in new park land if acquired.	4, 9
Swimming Pool	1 for every 20,000 population		0	0	Pool at Arrowhead High School is available to Town residents	-
Ice Rinks	.15 for every 1,000 population	0.5 mi	1*	0	Lisbon Community Park	-
Sledding Hills	1 in every park where topography permits.		2	0	Lisbon Community Park, Fred Keller Park	-
Tennis Courts	1 for every 5,000 population		0	0	Courts at High Schools are available to Town residents.	-
Volleyball Courts	1 for every neighborhood or community park.		3	0	Add 1 more if we add new park land	2, 9
Fishing Piers	1 per community		1	0	Lisbon Community Park	-
Soccer Fields	.69 per 1,000 population	1.0 mi.	1	1	Will review based upon league requests	1, 9
Trail Systems	1 for every 3,000 population		4	0	The Bug line is available to Town residents.	3, 5
Shaded rest areas with seating	1 in every park where topography permits.		8	Only if park land is added	To be placed in high traffic areas of parkways	1,3,8,9
Note: Refer to section III of this plan for the action plans referenced by the numbers in the table.						

### 3. ACTION PLAN

#### **3.1 RECOMMENDATIONS & LAND USE PLAN OVERLAY**

1. Additional sport field or recreational building needs should be monitored annually and acted upon to meet the needs of the local rec/sport programs for, girls, boys, and adult programs.
2. Additional volleyball courts should be constructed in neighborhood parks if needed.
3. Connector walking/ biking, trail systems should be improved were feasible throughout the town.
4. Construction of a shelter at Stone Family Park, if requested by area residents, and after needs assessment is conducted.
5. The headwaters of the Bark River are in the northerly part of the Town. Extensive land areas lie within the floodplain and natural recharge basin of this river. These lands combine with some abutting higher land can provide paths for hiking and cross-country skiing. Preservation of these lands as open space is essential and extremely beneficial. Lisbon Park Dept should continue to work with Waukesha County.
6. The Town of Lisbon should continue its program of providing play equipment and other facilities that are accessible to the physically challenged. Lisbon has a handicapped population that exceeds the national average.
7. No regional parks are planned for the Town. These needs are adequately met by the facilities listed elsewhere in this document.
8. Park land needs are shown on the overlay of the Town Land Use Plan in this section. The black circles are existing facilities and the red circles show areas where service gaps exist based upon the service radii criteria.
9. Based upon the population and housing projections from the Town's land use plan, and the standards as set forth in this report, the Town of Lisbon should adjust park impact fees, per ordinance 7.09A, to cover the acquisition costs of open land areas as identified on the land use map in this plan, and to offset the cost of developing those lands into active and passive recreation areas. See also the section entitled "Impact Fee Projection".

# RECOMMENDED LAND USE PLAN TOWN OF LISBON



**LAND USE PLAN CATEGORIES**

High Density Residential	Suburban I Density Residential	Other Open Lands To Be Preserved	Recreational	Commercial (Special Use)	Landfill
Medium Density Residential	Suburban II Density Residential	Prime Agricultural	Isolated Natural Resource Area	Transportation, Comm. & Utilities	Industrial
Low - Medium Density Residential	Rural Density Res., Other Ag. and Open Lands	Primary Environmental Corridor	Commercial	Governmental & Institutional	Extractive
Low Density Urban Residential	Urban Reserve	Secondary Environmental Corridor	Commercial (Office)	Boundary Agreement Area	

Prepared by the Waukesha County Department of Parks and Land Use August 2008

**TOWN OF LISBON**

### 3.2 PROJECTED COSTS FOR IMPACT FEES

According to the adopted Lisbon Land Use Plan, the moderate growth population projections show a population increase from 2010 population of 10,157 to 11,790 by 2030.

Service gaps exist where facilities fall short of requirements within the limits of the service radius criteria. The Town should consider purchasing land now at a lower cost to preserve it for future recreational needs.

#### **Projected Costs for New Park**

Land Acquisition 6 acres @ \$30,000 per acre = \$ 180,000  
Estimated Development = \$ 155,800  
Totals = \$ 335,800

The identified need for 2 additional parks with amenities yields an estimated cost by today's standards of \$ 671,600.

In addition, existing facilities will require certain upgrades in order to meet future needs dictated by population growth projections. The Park Committee has identified high priority upgrades and estimates that \$ 767,438 will be required over a 10 year period to meet the projected needs.

The Park Committee feels that the Town Board should act to implement forward thinking long range funding plans. The Planning Commission has the power to require land developers to make certain concessions, such as tot lots and greenspace, before granting approval on projects. In addition to these developer concessions, impact fees appear to be an equitable way of providing funding for park and greenspace facility growth required to meet the needs of the future population.

The combination of concessions and impact fees would create a fund that, when used according to a carefully developed plan, will substantially reduce the need to fund from the general tax assessment.

The figures developed in this plan do not assume any inflation for the cost of land, equipment, and installation.