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**PARK AND OPEN SPACE PLAN
EXECUTIVE SUMMARY**

April 2020

Washington County Park and Open Space Plan 2035 Executive Summary

Adopted by Washington County Board of Supervisors
April 21, 2020

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Washington County Park and Open Space Plan

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Washington County Park and Open Space Plan Executive Summary

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The Plan as a Guide

The Washington County Park and Open Space Plan (the Plan) was developed with the primary focus of ensuring that the Washington County Park and Trail System is sustainable, well-maintained, safe, improved and strategically expanded in a financially responsible manner, and improves quality of life for the citizens and visitors of Washington County.

Recommendations within this Plan use updated information related to land use, population levels and distribution, anticipated growth and development, and natural resources to determine priority park and open space acquisition and development opportunities. This updated Plan further intends to maintain County eligibility to apply for and receive Federal and State aids in partial support of the acquisition and development of park and open space sites and facilities.

The recommendations in the Plan are based on the public's will, resulting in desired recreational and nature-based opportunities. Through survey and public input opportunities, it is showcased that the Washington County Park and Trail System is held in high regard by the residents of Washington County. This Plan analyzes existing opportunities and provides a roadmap of where and how Washington County should expand recreational and nature-based choices to heighten benefits experienced by the public, capitalize on economic returns from parks and open spaces and continue to improve quality of life in Washington County.

Alignment with Washington County Vision, Mission, and Strategic Goals

The Vision and Goals and Practices for this Plan align with the Vision, Mission, and Strategic Goals for County government, notably in the emphasis on quality of life, safety, and good governance:

County Vision

Washington County strives to cultivate its rich heritage, vibrant economy and attractive communities through the distinct values that define us.

County Mission

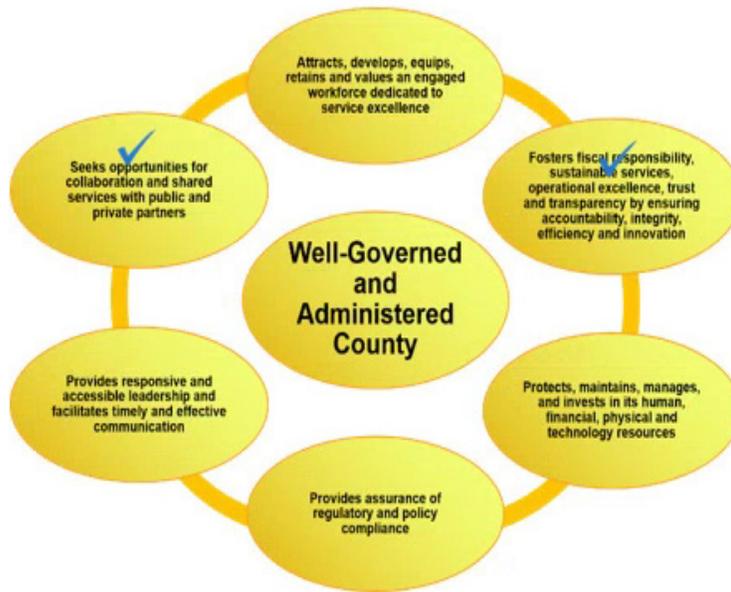
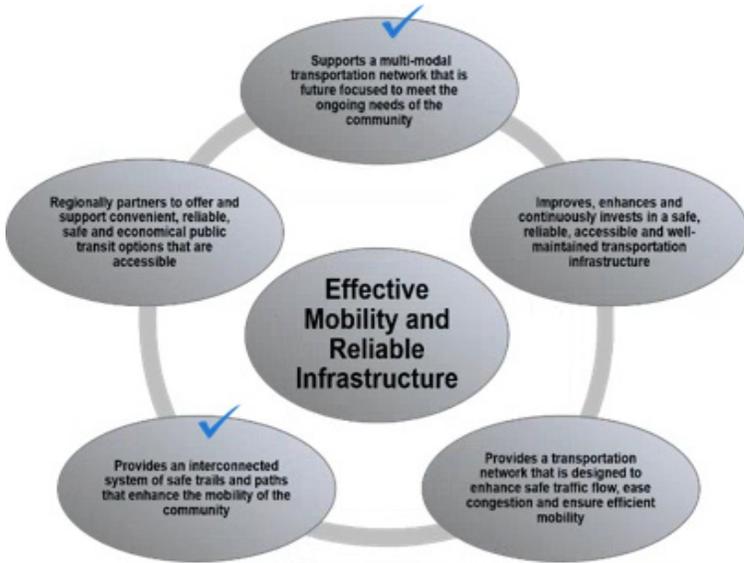
We create an environment for residents and businesses to enjoy our authentic quality of life through a well-governed and administered county dedicated to safe and secure communities; economic growth and vitality; effective mobility and reliable infrastructure; and access to basic needs.

County Goals and Practices

In 2015, the County Board established five strategic goals for County programs and services:

- Well-Governed and Administered County
- A Safe and Secure Community
- Economic Growth and Vitality
- Effective Mobility and Reliable Infrastructure
- Access to Basic Needs

Each goal is supported by a set of practices designed to achieve that goal. The goals and practices are shown in the following charts on page 2. Practices that align with this Plan are marked with green check marks.



Planning Process

The development of this Park and Open Space Plan involved four basic stages. The Plan compiled inventories to determine what exists and what is lacking, conducted public outreach to create a vision for the future, developed strategies and actions, and formulated a roadmap for implementation to fulfill the public's needs.

Park and Open Space Plan Technical Advisory Commission

This report was prepared under the guidance of the Washington County Park and Open Space Plan Technical Advisory Commission (the Commission). The Commission was established to guide the preparation of the Plan, review Plan chapters, and identify recommendations for Plan goals, objectives and actions. A complete membership list of the Commission is provided on the inside front cover of this summary. The Commission's recommendations were sent to the Washington County Public Works Committee and the Washington County Board of Supervisors for their consideration.



Public Opinion and Survey Results

A series of public outreach efforts and three primary surveys were conducted to gather public opinion and ensure that implementation of this park and open space plan is truly reflective of the wants and needs of Washington County residents. After utilizing numerous methods of collecting public comment from various demographic groups, results were analyzed and common themes emerged.

Public Outreach

The County's public outreach efforts included:

- UWM Telephone Survey
- UWM Mail Survey
- Eisenbahn State Trail User Survey
- 2014 County Visioning Workshops
- 2013 Park System Online Survey
- 2019 Park and Trail Amenity Survey



A written survey was distributed at the general public visioning workshop

Key Findings of Public Surveys, Workshops and Events

There were 12 key findings that emerged when analyzing the results of the numerous public outreach surveys, workshops and events:

- **Park and Trail Utilization** - Residents of Washington County utilize the County Parks and Trail System.
- **Most Popular Destinations** - The Eisenbahn State Trail, Sandy Knoll County Park, and Glacier Hills County Park are the three most frequently visited sites within the Washington County Park and Trail System.
- **Quality of the County Parks and Trails** - The public is satisfied with the Washington County Park and Trail System.
- **Most Popular Activities Currently Offered** - Activities such as fishing, hiking, walking, and running are the most popular activities enjoyed within the Washington County Park and Trail system.
- **County-wide Trail System** - The public wants more trails similar to the Eisenbahn State Trail that connect population centers, major parks, points of interest and existing trails in adjacent counties.
- **Additional Amenities and Activities** - The public wants additional activities/amenities including nature-based playgrounds, a nature center, additional bike trails, lookout towers, camping, kayak/canoe launching docks, informational nature trail signage, fishing docks, dog parks, mountain bike trails, and groomed cross-country ski trails.
- **Future Investments** - Open space should be preserved for future generations and doing so is a good use of public funds.
- **Future Land Acquisition** - The County should focus on nature-based parks, acquiring land that preserves important natural resources and acquiring property adjacent to existing county parks and in areas where there are currently no county parks nearby.
- **Benefits of Parks** - Parks and trails improve quality of life and results in better physical and mental health.
- **Lake and Waterway Access** - The County should focus on providing lake access and opportunities for fishing.
- **Shelter Reservations and Amenities** - The County should provide flush restrooms, running water and electricity to more shelters.
- **Communication** - Park users prefer to obtain information about the County Park and Trail System through a mailed newsletter or postcard but their preferred method of reserving a park shelter was to reserve it online.



Inventory Findings

Introduction

The proper formulation of a park and open space plan necessitates the collection and collation of data related to existing demographic and economic characteristics, existing land uses, and natural resources. Such data provides an important basis for determining the need for additional park and open space sites and facilities, and for designing a plan to meet those needs.



Demographics

As of 2019, it was estimated by the Wisconsin Department of Administration that 137,637 residents lived in Washington County. Looking forward to 2050, it is projected that Washington County's population will rise to 180,830 residents.

Existing Parks and Open Space Sites

Park and open space sites are established through simple fee ownership or through protective easements. Through simple fee ownership, 390 park and open space sites have been established in the County, covering 28,327 acres. Coupled with an additional 76 easements encompassing 3,382 acres, there were 466 park and open space sites encompassing 31, 709 acres in Washington County.

Park and Open Space Sites in Washington County

Method of Establishment	Number of Sites	Total Acres
Fee Simple Ownership		
Washington County (2019)	14	1,377
State of Wisconsin (2017)	38	13,311
Conservation Organizations	67	3,282
Local Governments and Public School Districts	159	3,595
Commercial and Organizational	112	6,762
Subtotal	390	28,327



Kettle Moraine Interlobate Moraine



Ackerman's Grove County Park in the Town of Polk

Park, Outdoor Recreation, and Open Space Sites Owned by Washington County: 2019

Major Parks

1	Ackerman's Grove County Park	Town of Polk	64
2/3	Washington County Golf Course / Family Park	Town of Hartford	264/15
4	Glacier Hills County Park	Village of Richfield	139
5	Heritage Trails County Park	Town of Polk	234
6	Homestead Hollow County Park	Village of Germantown	104
7	Sandy Knoll County Park	Town of Trenton	262
Subtotal – 6 Sites			1,082

Other Park and Outdoor Recreation Sites

8	Goeden County Park	Town of Trenton	4
9	Henschke Hillside Lake Access	Town of West Bend	9
10	Joseph P. Marx Woods and Nature Preserve	Town of Hartford	40
11	Leonard J. Yahr County Park	Town of Farmington	38
12	Lizard Mound County Park *	Town of Farmington	32
13	Isadore and Lorraine Spaeth County Park	Town of Jackson	20
Subtotal – 6 Sites			143

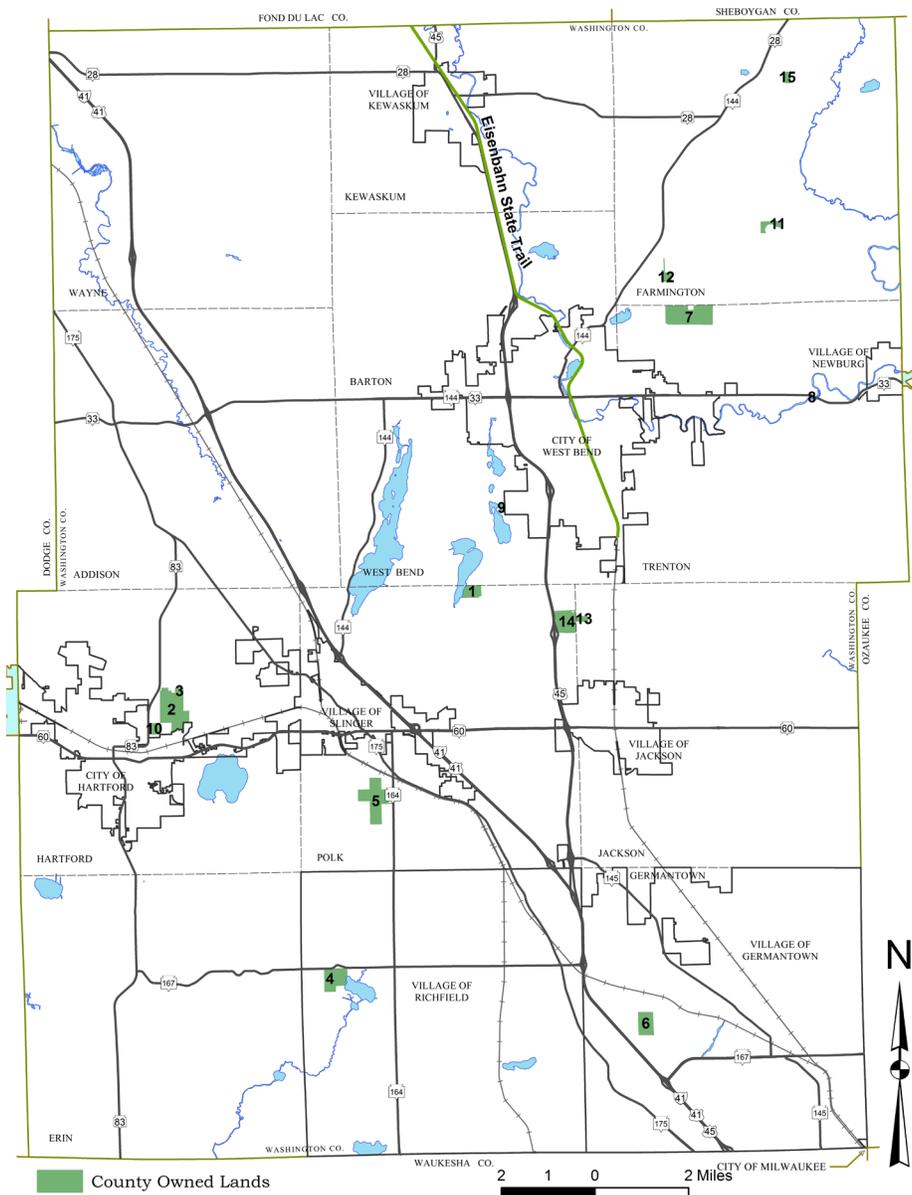
Special Outdoor Recreation and Other Open Space Sites

14	Washington County Fair Park	Town of Polk	130
15	Mitigation Site	Town of Farmington	22
Subtotal – 2 Sites			152

Total – 14 Sites

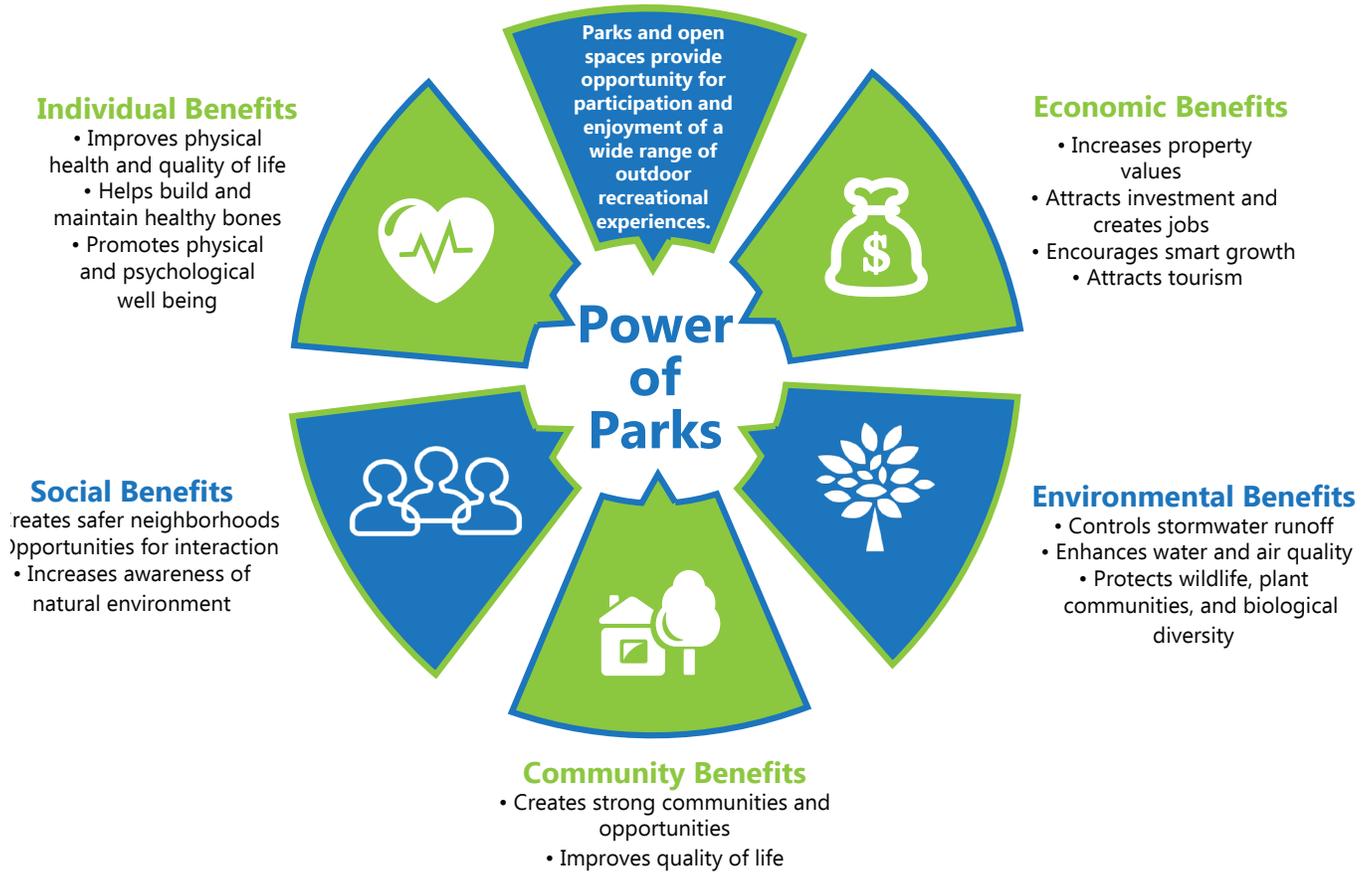
1,377

* NOTE - In February 2020 the Washington County Board adopted a resolution to convey Lizard Mound to the State of Wisconsin for anticipated ownership by the Milwaukee Audubon Society."



Benefits of Parks, Trails, and Open Spaces

Parks, trails, and open spaces improve our physical and psychological health, strengthen pride in our communities, and make our County and neighborhoods more attractive places to live and work. Overwhelming evidence demonstrates the social, community, environmental, individual and economic benefits that parks, trails, and open spaces bring to a community and its residents. Some benefits are easily quantifiable while many are not. This section summarizes some of the benefits afforded by the parks, trails, and open spaces that are proven to be used and valued by residents, visitors, and local communities of Washington County.



Parks and trails play a major role in economic growth by:

- significantly increasing property values
- attracting and retaining businesses
- attracting and retaining a talented workforce
- revitalizing cities and communities
- boosting the tourism industry
- creating jobs
- increasing tax revenues

Needs Analysis

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.

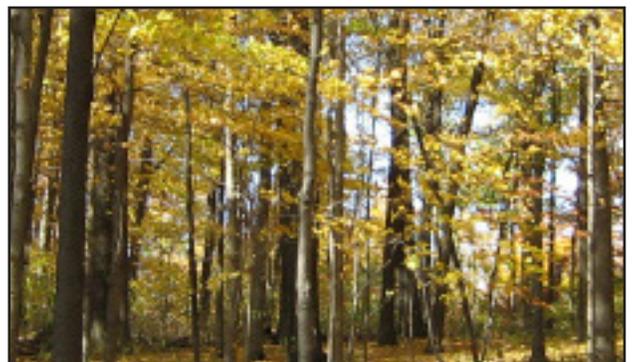
The need for outdoor recreation sites and facilities within the County is determined by applying standards for the size, number, and spatial distribution of public parks and outdoor recreation facilities to the existing and anticipated future resident population levels and distribution within the County, 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.



Every 5 years, the Wisconsin Department of Natural Resources prepares a Statewide Comprehensive Outdoor Recreation Plan (SCORP) for the State of Wisconsin. The plan identifies existing conditions and current issues regarding recreation in the state, and provides goals and recommendations based on data and projected trends.

2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan(SCORP)

Demand Status	Activity
Increasing 	Bicycling Canoeing/Kayaking Use of picnic and beach areas Target Archery Bird and wildlife watching
Steady 	Dog walking on trails Hiking, walking and running on trails Fishing Nature photography Gathering berries, mushrooms, etc. Swimming in lakes, ponds, etc.
Decreasing 	Cross-country skiing Trapping Snowmobiling Horseback riding Hunting



Needs Analysis (Continued)

In an effort to achieve financial independence and fiscal sustainability of the County Parks and Trails System, on June 13, 2017, Washington County Board of Supervisors adopted the Washington County Parks and Trails Fiscal Sustainability Plan. The plan is intended to guide the future direction of the County Parks and Trails operations to reduce the property tax levy funding by over \$600,000 by the start of the 2021 budget. The Sustainability Plan is updated annually. A key component of the Parks Fiscal Sustainability Plan is the identification and establishment of a hierarchy of County park properties. The designation as a priority park, special use park, or non-priority park property helps determine the future of each property as it relates to development, maintenance allocation, planning, amenity replacement schedules, etc.

2019 Park, Trail and Property Classification with Updates

	Park/Property/Trail	Status
Priority Parks	Eisenbahn State Trails Ackerman's Grove Park Glacier Hills Park Heritage Trails Park Homestead Hollow Park Leonard J Yahr Park Sandy Knoll Park	User Fee '18 User Fee '18 User Fee '18 User Fee '18 User Fee '18 User Fee '18
Special Use Parks	Family Park Goeden Park Henschke Hillside Lake Access Lizard Mound Park Spaeth Park	Pending Approval to Sell '19 Reduced Maintenance '19 Launch Fee '01 Evaluating Transfer '19 Reduced Maintenance '19
Priority Non-Parks	Cedar Lake Wayside Marx Woods Nature Preserve Indeveloped Erin Property Undeveloped Tomah Property	Divested Interest '19 For Sale '18 Sold '18 Sold '18



Recommendations

The Park and Open Space Plan for Washington County consist of eight sections that set forth recommendations. The eight sections include countywide open space preservation element, countywide outdoor recreation element, lake and river access, County bikeway and trail network, accessibility, stewardship, maintenance and organizational improvements.

Recommended Open Space Preservation Element

The open space preservation element consists of four major components:

- Preservation of primary environmental corridors and isolated natural resource areas
- Preservation of natural areas, critical species habitat sites, and geological areas in accordance with the recommendations set forth in the regional natural areas protection and management plan
- Protection of open space lands located within established State project boundaries
- Protection of farmland preservation areas as defined by the Washington County Farmland Preservation Plan

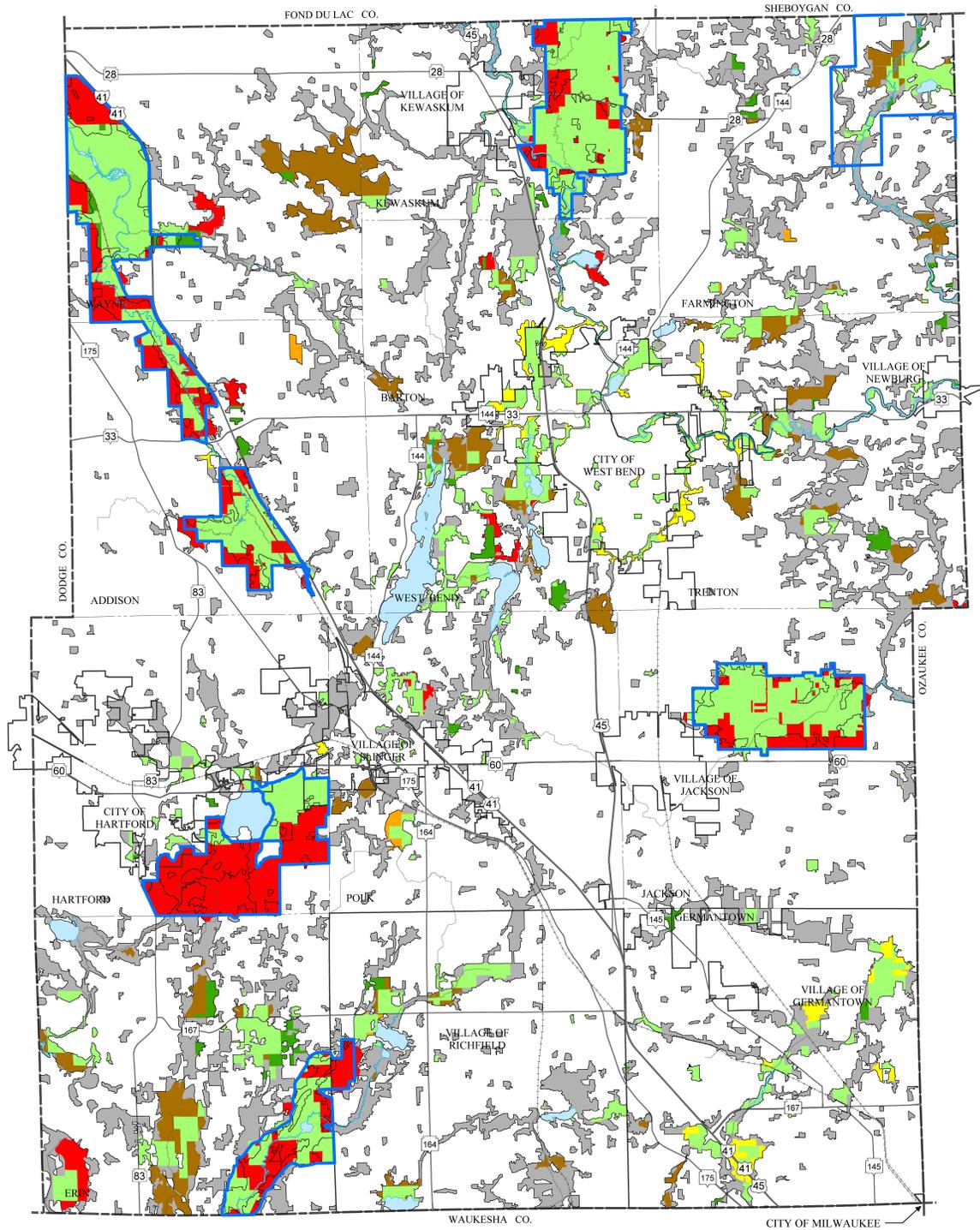
It is recommended that a total of 70,115 acres of open space lands, or about 25 percent of Washington County, be protected through a combination of public or nonprofit conservation organization ownership,¹ through conservation easements, or through the application of protective zoning. These 70,115 acres include primary environmental corridors, isolated natural resource areas, and areas outside corridors but within Wisconsin Department of Natural Resources (WDNR) project boundaries. Virtually all natural areas and critical species habitat sites recommended to be preserved are contained within the primary environmental corridors or the isolated natural resource areas.

It is recommended that an additional 14,960 acres, or about 21 percent of proposed open space lands, be acquired by public agencies or nonprofit conservation organizations for natural resource protection preservation purposes or for public park or trail use. The estimated cost of acquiring such lands is about \$78.9 million.



¹ Public ownership includes lands owned by a state, county, or local unit of government, school districts, or other public districts.

OPEN SPACE PRESERVATION ELEMENT



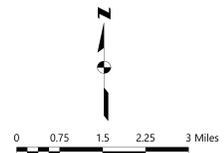
Existing Public Interest Ownership of Open Space Lands Within Primary Environmental Corridors and Isolated Natural Resource Areas

- Federal, State, County, Local, NonProfit Conservation Organization, School or Other Public District, or Compatible Private Outdoor Recreation or Open Space Sites
- Lands Under Conservation Easement
- Primary Environmental Corridors and Isolated Natural Resource Areas
- Surface Water

Proposed Public Interest Ownership of Open Space Lands

- State
- County
- City, Village, Town, or Special Purpose District
- Nonprofit Conservation Organization
- Open Space Lands to be Protected by Public Land Use Regulation
- Wisconsin Department of Natural Resources Project Area

Source: SEWRPC



A summary of the existing and proposed public and nonprofit conservation organization ownership of open space lands, and associated acquisition costs, is presented below. It is recommended that Washington County acquire 212 acres of open space lands, about 1.4 percent of proposed open space lands to be acquired.

**PROPOSED OWNERSHIP OF OPEN SPACE LANDS UNDER
THE PARK AND OPEN SPACE PLAN FOR WASHINGTON COUNTY ^a**

Ownership	Existing ^b (acres)	Plan (acres)	Planned Change (acres)	Estimated Acquisition Cost ^c
State of Wisconsin.....	12,704	20,868	8,164	\$ 46,331,100
Washington County ^d	600	812	212	1,659,000
Local Government ^e	2,641	3,961	1,320	6,265,000
Nonprofit Conservation Organization.....	1,220	6,484	5,264	24,653,900
Compatible Private Recreation Use	2,793	2,793	--	--
State of Wisconsin and Nonprofit Conservation Organization Easements.....	1,324	1,324	--	--
Total	21,282	36,242	14,960	\$ 78,909,000

NOTE: Cost estimates are expressed in 2019 dollars.

^aIncludes 2015 primary environmental corridors, 2015 isolated natural resource areas, and lands within a Wisconsin Department of Natural Resources project boundary. These figures do not include associated surface water areas.

^bIncludes existing ownership in 2019.

^cUnit costs used to estimate acquisition costs were \$3,000 per acre of wetlands, \$10,000 per acre of woodlands, and \$7,000 per acre of agricultural and other open lands. As noted in the text, the protection of these areas could be accomplished through conservation easements, conservation subdivisions, donations, and purchase/transfer of development rights.

These costs are based on purchasing all recommended land for parks and open spaces. The acquisition of all land is unlikely to occur before the plan year 2035 since acquisitions occur only on a willing seller-willing buyer basis, only when funds are available and all past major land acquisitions by Washington County have been subsidized by state and federal grants, which are not always available.

^dPlanned acres and estimated acquisition costs include primary environmental corridors for Lizard Mound, Leonard J. Yahr, Heritage Trails, Glacier Hills and Proposed Site A. In February 2020 the Washington County board adopted a resolution to convey Lizard Mound to the State of Wisconsin for anticipated ownership by the Milwaukee Audubon Society.

^eIncludes cities, villages, towns, school districts, and lake and sanitary districts.

Source: Washington County and SEWRPC

Recommended County Park and Outdoor Recreation Element

The outdoor recreation sites recommended under the County Park and Open Space Plan are shown below. The sites and facilities proposed to be provided include major parks and resource-oriented recreational facilities. The recommendations are based on the needs identified from the application of the per capita and accessibility standards and intended to meet the need for such sites and facilities in the County through the year 2035.

Major Parks

As part of the guiding principles of the County Park and Trail System, strategic park acquisitions and expansions of priority parks are recommended to advance the sustainability of the park and trail system and add to the quality of life for County residents. It is recommended that Washington County acquire additional land and provide additional facilities at Glacier Hills, Heritage Trails, and Leonard J. Yahr County parks. It is recommended that Washington County provide one new major park in the County; a 120-acre park in the northwestern portion of the County.

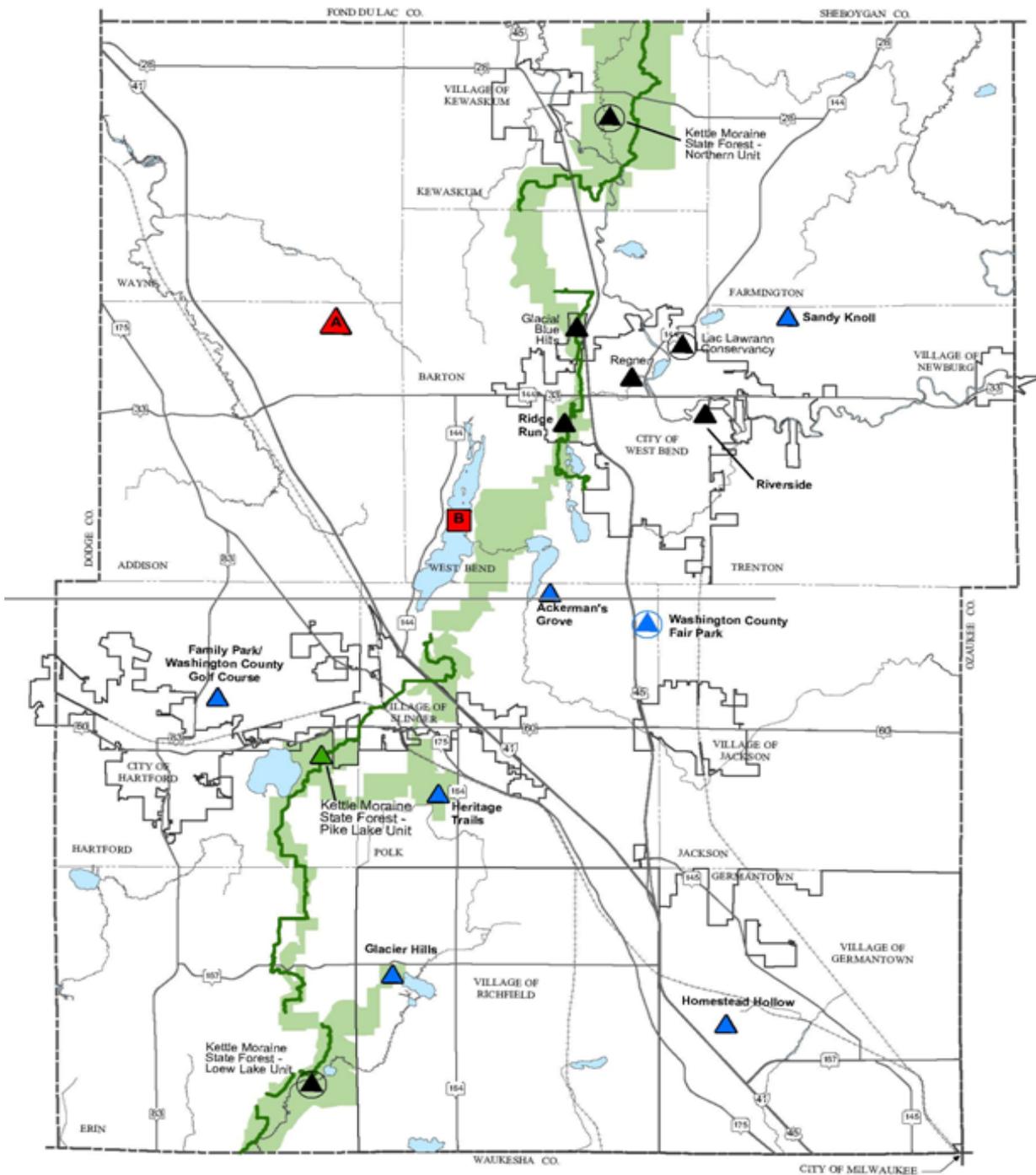
Recommendations for land acquisition and outdoor recreational facilities at the major parks include:

- **Pike Lake Unit of the Kettle Moraine State Forest**

The Pike Lake Unit of the Kettle Moraine State Forest presently consists of 777 acres, and abuts the Village of Slinger on the east and the City of Hartford on the west, a portion of the unit lies within the City. Under the 2009 Pike Lake Master Plan, the project's proposed acquisition boundary which would expand the State Forest to 3,540 acres would contain significant areas of wetland, agricultural land, and the remaining undeveloped shoreline on Pike Lake. There are also plans to construct 30 new campsites with electrical access, group camping sites, an accessible cabin that will meet ADA Standards, a boat launch for motorized boats and an education center.



OUTDOOR RECREATION ELEMENT



Major Parks

- ▲ State
- ▲ County
- ▲ Local
- ▲ Proposed Other County

Other Parks and Outdoor Recreation Sites

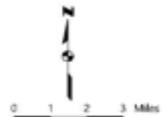
- Proposed County
- ▲ Special Outdoor Recreation Site
- ▲ Washington County Fair Park

Recreation Corridors

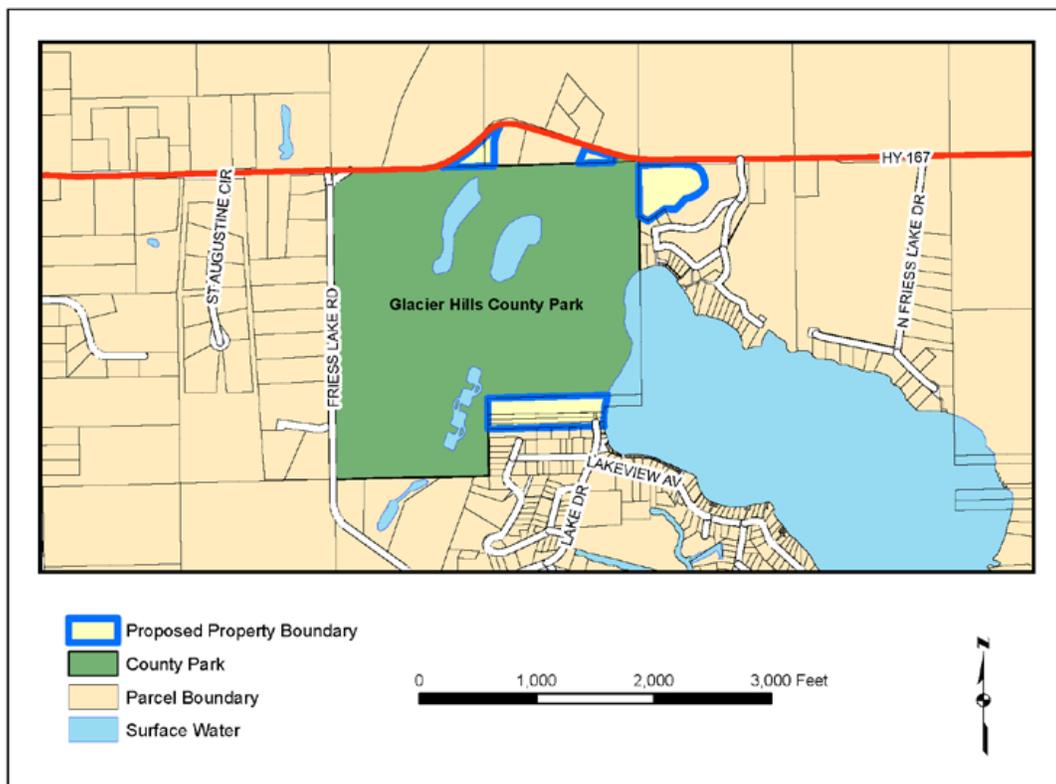
- Existing Ice Age Trail
- Ice Age Trail Corridor

Notes: The Ice Age Trail corridor is an area within which the Ice Age Trail may pass in the future, based on a 1995 planning process. Only willing landowners participate in the completion of the Ice Age Trail.

Source: Ice Age Trail Alliance, Washington County, and SEWRPC

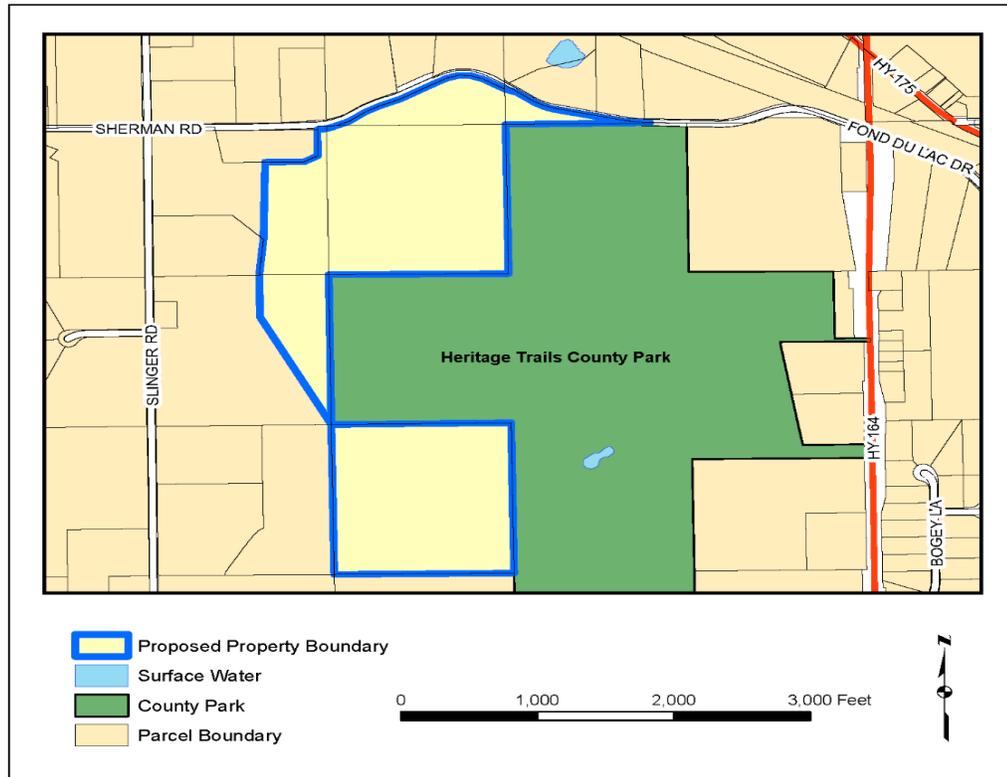


- Ackerman's Grove County Park**
 Ackerman's Grove County Park presently consists of 67 acres, located in the Town of Polk and is designated a priority park. It is recommended that the County provide overnight cabins, a lookout tower and a large multi-use event venue space.
- Family Park/Washington County Golf Course**
 Family Park/Washington County Golf Course presently consists of 283 acres and is located in the Town of Hartford. Family Park is designated a special use park. There are no recommendations for additional land acquisition or facility development. Family Park is pending approval for sale.
- Glacier Hills County Park**
 Glacier Hills Park, located in the Town of Richfield, presently consists of 140 acres and is designated a Priority County Park. Under the plan, it is recommended that the County acquire an additional 15 acres north and south of the park. To the north, it is recommended that the County preserve the Glacier Hills Park Bogs and Upland Woods and maintain in its natural state. It is also recommended that the County acquire additional land southeast of the park with substantial financial assistance from other organizations and /or government entities to expand lakefront recreational opportunities including a boat launch, beach, sand volleyball court and an event space. The plan recommends that the County improve lakefront amenities including ADA accessible access, swimming area with piers and a fishing pier. Other additional amenities include a lookout tower, amphitheater, playground upgrade and updated trail signage and maps.



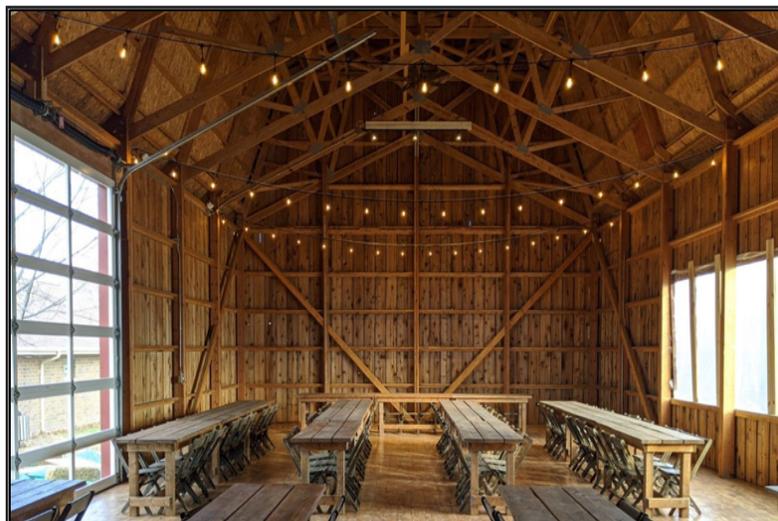
- Heritage Trails County Park**

Heritage Trails Park presently consists of 234 acres and is located in the Town of Polk and is designated a priority park. It is recommended that the County acquire an additional 109 acres of land, which would protect the Heritage Trails Bog Natural Area (NA-3) and adjacent primary environmental corridor. It is recommended that the County provide an upgraded restroom, large formal shelter, update trail signage and maps, expand the disc golf course and provide additional hiking trails, boardwalk and mountain bike trails.



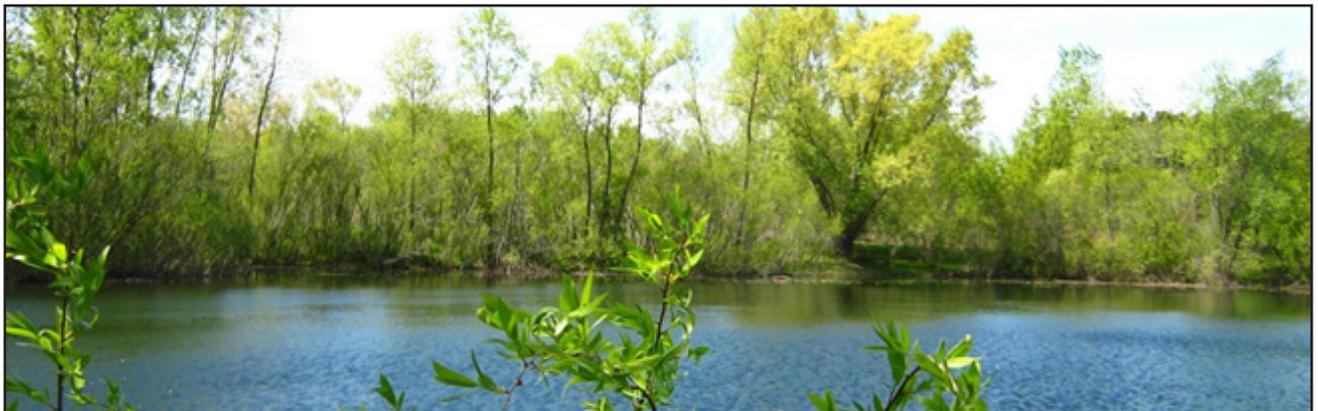
- Homestead Hollow County Park**

Homestead Hollow Park, located in the Village of Germantown, consists of 105 acres and is designated a priority park. It is recommended that the County complete the renovation of the reservable barn and enclosed picnic shelters, upgrade the playground, update trail signage and maps, provide a rental house/lodge.



Homestead Hollow Barn

- Sandy Knoll County Park**
Sandy Knoll Park presently consists of 257 acres, located in the Town of Trenton and is designated a priority park. The plan does not recommend any additional land acquisition. The plan recommends that the County expand the disc golf course, update trail signage and maps and provide tent and camping cabin overnight camping.
- Ridge Run Park**
Ridge Run Park presently consists of 148 acres and is located in the City and Town of West Bend. It is recommended under the plan that the City of West Bend acquire an additional 25 acres, which would protect the remainder of the Silver Creek Marsh Natural Area (NA-3) and adjacent primary environmental corridor. The plan recommends that the City provide additional formal picnic areas and shelters, develop an all abilities playground, improve existing trails, provide nature trails and improve vehicular circulation into and within the park.
- Regner Park**
Regner Park presently consists of 80 acres, and is located in the City of West Bend. It is recommended under the Plan that the City of West Bend rehabilitate the Camp Lodge, remodel the bathhouse as a rental facility and improve the baseball diamond.
- Riverside Park**
Riverside Park presently consists of 99 acres and is located in the City of West Bend. It is recommended under the Plan that the City of West Bend upgrade the electrical and explore the development of an entertainment area.
- Glacier Blue Hills Park**
Glacier Blue Hills Park presently consists of 209 acres and is located in the City of West Bend. The Plan does not recommend any additional land acquisition or facility development.
- Proposed County Park A**
It is recommended that the County acquire a new 120-acre park site in the northwest portion of the County, which would include the St. Anthony Beech Woods Natural Area (NA-2). The plan recommends that the County provide formal picnic areas and necessary support facilities, a playground, playfields and nature trails.

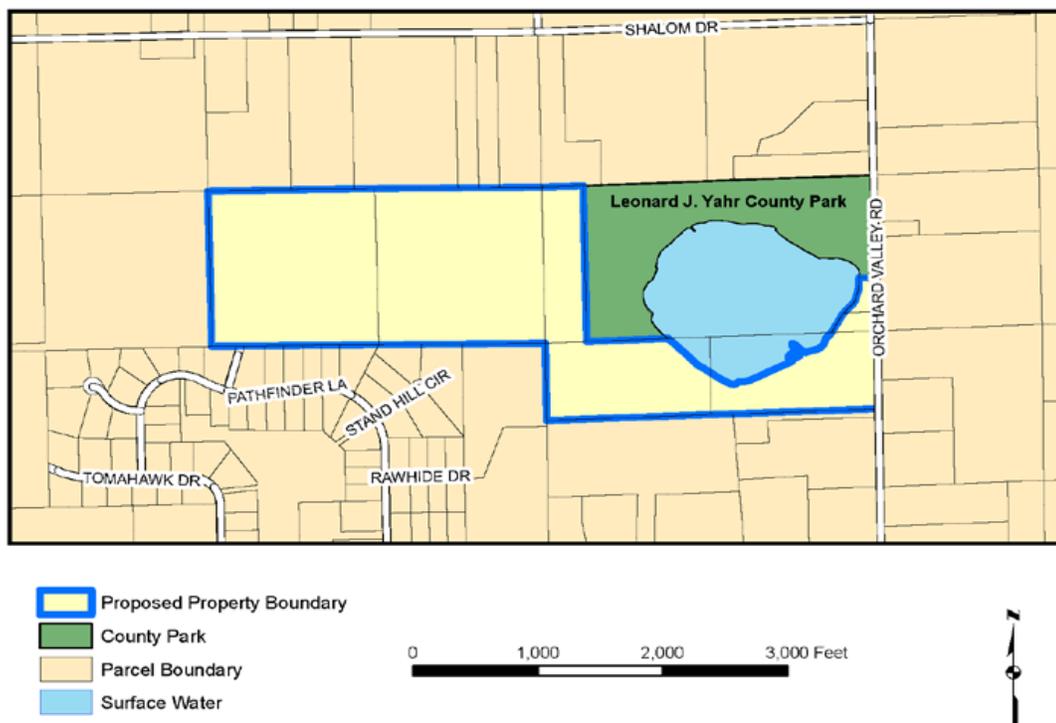


Homestead Hollow County Park

Other County Park and Outdoor Recreation Sites

In addition to the six major parks owned by the County, six other park and outdoor recreation sites were owned by Washington County in 2019. The following are recommendations for the six other park and outdoor recreation sites owned by Washington County:

- **Joseph P. Marx Woods Nature Preserve Complex**
Joseph P. Marx Woods Nature Preserve Complex presently consists of 40 acres, located in the Town of Hartford and is currently for sale. The plan does not recommend any additional land acquisition or facility development.
- **Lizard Mound County Park²**
Lizard Mound Park consists of 31 acres, located in the Town of Farmington and is designated a special use park. It is recommended that the County acquire an additional six acres of land at Lizard Mound Park, which would protect the remainder of Lizard Mounds Woods Natural Area (NA-3) and two additional effigy mounds adjacent to the east boundary of the park.
- **Leonard J. Yahr County Park**
Leonard J. Yahr Park presently consists of 38 acres, located in the Town of Farmington and is designated a priority park. It is recommended that the County acquire an additional 90 acres west of the property to provide additional recreational opportunities including tent camping. The plan also recommends that County acquire an additional 44 acres south of the property to provide multi-use event venue space, tent and camping cabin camping, and an ADA accessible paved lake trail.



² On February 12, 2020, the Washington County Board of Supervisors adopted a resolution to convey Lizard Mound County Park, formerly Lizard Mound State Park to the State of Wisconsin for anticipated ownership and continued stewardship by the Milwaukee Audubon Society.

The plan does not recommend any additional land acquisitions or facility developments for the following special use parks: Goeden Park, Henschke Hillside Lake Access and Isadore and Lorraine Spaeth Park. Goeden Park, Henschke Hillside Lake Access and Spaeth Park are located along or near planned bikeway and trail network facilities. It is recommended that the County consider additional appropriate facilities at these sites at such time that planned bike trails are constructed.

It is recommended that the County acquire and develop one new Other County Park and Outdoor Recreation Site.

- **Proposed County Park B**

It is recommended that the County acquire a new park site on Big Cedar Lake. The plan recommends that the County provide formal picnic areas, playground, fishing pier, swimming beach and necessary support facilities.

Other County Acquisition Recommendations

In addition to the land acquisition recommendations identified above for existing and proposed County Parks, the following is recommended:

At such time that private outdoor recreation areas (as identified in Appendix B of the Plan) are for sale, Washington County should consider, on a case by case basis, possible acquisition or partnership potential with other local governments or non-profit conservation organizations provided an acceptable return on investment (ROI) is feasible.

At such time that non-metallic mining sites are ready for reclamation or sale, Washington County should consider, on a case by case basis, the possible acquisition or partnership potential with other local governments or non-profit conservation organizations provided an acceptable return on investment (ROI) is feasible.



Homestead Hollow County Park

ESTIMATED ACQUISITION AND DEVELOPMENT COSTS FOR COUNTY PARKS

County Park	Proposed Acq. (ac)	Acquisition Cost ^d	Proposed Facility Development	Development Cost	Total Cost
Ackerman's Grove	--	--	Camping Cabins Campground (10 Cabins) Convert Shelter to Overnight Cabin Lookout Tower (70-foot Wooden) Large Enclosed Venue	\$ 100,000 25,000 450,000 1,000,000	\$ 1,575,000
Glacier Hills Park	15	..a,c	Lookout Tower (70-foot Wooden) Amphitheater Stage on Sled Hill Improve Lakefront Access (ADA) (Paved Trail) Fishing pier (80-foot Pier) Improved Swimming Area with Piers Playground Upgrade Update Trail Signage and Maps Mountain Bike Trails (2-3 Miles) Renovate Bar and House Improve or Relocate Boat Launch Improve or Relocate Beach Volleyball Court	450,000 65,000 80,000 50,000 50,000 80,000 2,000 60,000 200,000 70,000 30,000 5,000	1,142,000
Heritage Trails Park	109	84,300 ^a	Mountain Bike Trails (6-10 Miles) Restrooms (Vaulted or Flush) Additional Hiking Trails/Boardwalk (Near and Through Natural Area Bog) Large Shelter Disc Golf Course Expansion (18 Holes) Update Trail Signage and Maps	200,000 150,000 25,000 125,000 20,000 2,000	606,300
Homestead Hollow Park	--	--	Rental House/ Lodge Playground Upgrade Improve Picnic Shelters Update Trail Signage and Maps	850,000 80,000 10,000 2,000	942,000
Leonard Yahr Park	134	713,600 ^a	Beach Expansion Boat Dock Campground (35 Tent Sites) Tent and Camping Cabin Campground/Resort (20 Cabins and 2-5 Group Campsites) Large Enclosed Venue ADA Paved Lake Trail (One-Half Mile)	30,000 35,000 300,000 250,000 1,000,000 90,000	2,418,600
Sandy Knoll Park	--	--	Disc Golf Course Expansion (Nine Holes) Tent and Camping Cabin Campground/Resort (20 Cabins and 2-5 Group Campsites) Update Trail Signage and Maps	10,000 250,000 2,000	262,000
Proposed Site A ^b (St. Anthony Woods)	120	322,200 ^a	Develop Trails (5-10 Miles Hiking) Picnic Area and Shelter Access Road Playground	70,000 75,000 25,000 80,000	572,200
Proposed Site B ^b (Big Cedar Lake)	10	125,000	Picnic Area and Shelter Access Road Playground Swimming Area with Beach Fishing Pier	75,000 25,000 80,000 50,000 50,000	405,000
Total - Eight Sites	388^c	\$ 1,245,100^c	--	\$ 6,678,000	\$ 7,923,100^c

NOTE: Cost estimates are expressed in 2019 dollars. The County has approved conveyance of Lizard Mound Park to the State of Wisconsin.

^aSite includes primary environmental corridor lands. Only the proposed acquisition costs of lands outside of corridor lands are reflected on this table. The proposed acquisition costs of lands within corridor lands are included in the Washington County portion of Table 6.1.

^bLetter corresponds to designation on Map 6.5.

^cThe total proposed acres and acquisition cost does not include the 17 acres of residential, commercial or transportation land use portions of the proposed acquisitions including Heritage Trails, Leonard J. Yahr, Proposed Site A and Glacier Hills.

^dThe acquisition cost only includes those lands outside of open space/primary environmental corridors. Acquisition costs for open space/primary environmental corridors is outlined in Table 6.1.

Source: Washington County and SEWRPC.

Lake and River Access

Boat access sites, both public and nonpublic, provide opportunities for individuals who do not own land contiguous to a body of water to participate in such water related recreation activities as motor boating, water skiing, fishing, and canoeing/kayaking.

- It is recommended that public boat access sites at Lake Five and Lucas Lake be expanded or acquired and developed as appropriate by the Wisconsin Department of Natural Resources.
- It is recommended that a public boat access site at Barton Pond be developed as appropriate by the City of West Bend.
- It is recommended that public canoe/kayak access points with parking should be provided on major streams every 10 miles in Washington County.
- As lakeshore property, either developed or undeveloped, becomes available in the years ahead, Washington County, local government or non-profit conservation organization should evaluate the recreational potential and partnership capacity for acquisition.



County Bikeway and Trail Network

The *Washington County Bikeway & Trail Network Plan*, adopted by the County Board on June 12, 2019 will help guide the County as it makes investments in bikeways and trail corridors. At full build-out, there will be 348 miles of bikeway and trails including 72 miles of trails, 81 miles of side paths, and 195 miles of on-street treatments such as marked bike routes, bike lanes and paved shoulders. The plan identifies seven priority corridors that when built will create a nearly continuous “all ages and abilities” network of bikeways and trails across the County.

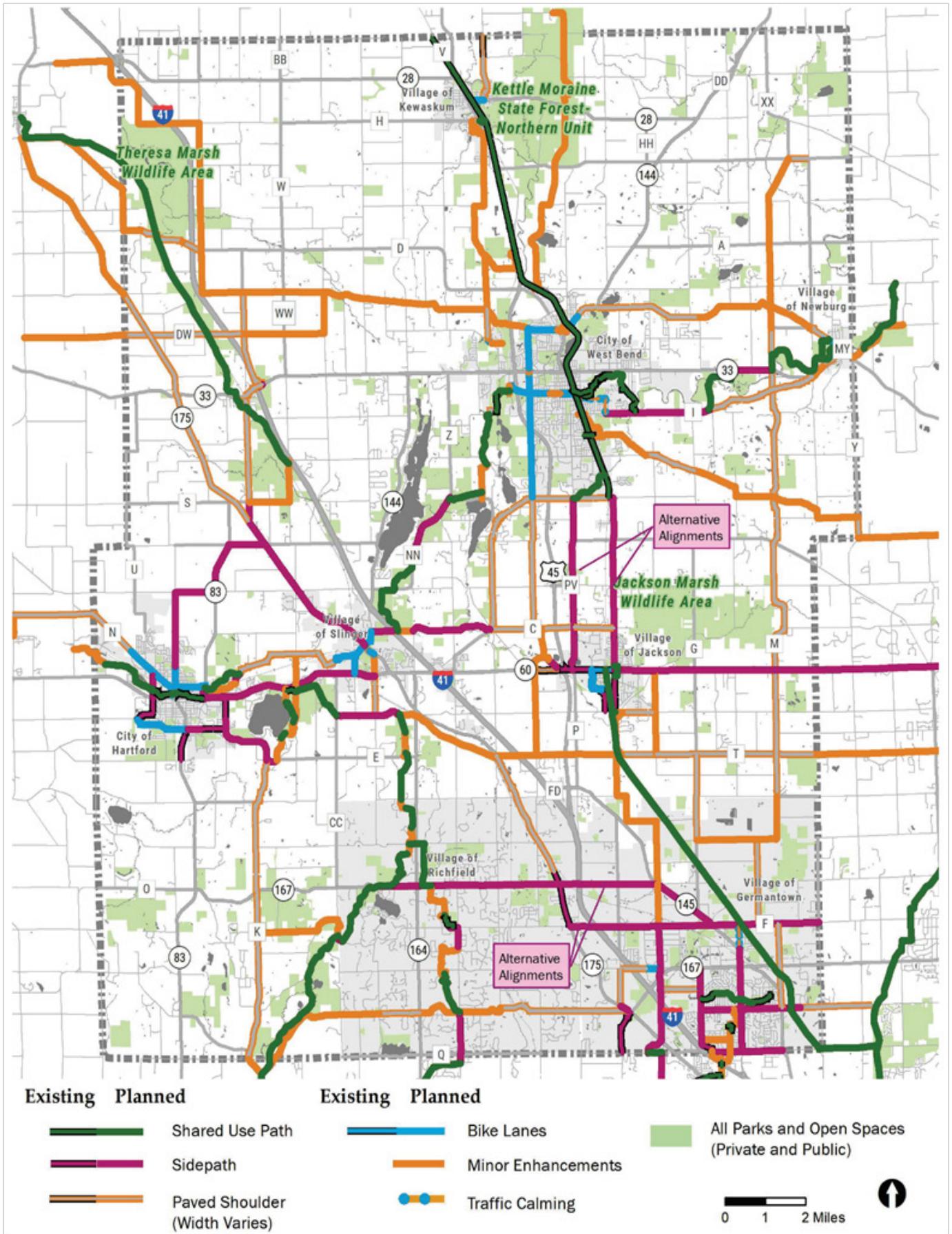
In addition to the adopted recommendations outlined the Bikeway & Trail Network Plan:

- It is recommended that a trail connection be planned between Sandy Knoll County Park and Leonard J. Yahr County Park. A side path or bike lane should be constructed as County highways and town roads are reconstructed.
- It is recommended that at such time that State Highway 33 and County Highway M intersection is planned for reconstruction, a safe bike and pedestrian crossing is designed to connect Goeden County Park to Priority Corridor #3.
- It is recommended that at such time Priority Corridor #2 is constructed along County Highway P, appropriate facilities are considered for Isadore and Lorraine Spaeth County Park.



Eisenbahn State Trail

RECOMMENDED BIKEWAY AND TRAIL NETWORK



Accessibility

The Americans with Disabilities Act of 1990 was passed prior to the purchase and development of four Washington County Parks and Facilities (Leonard J Yahr County Park, Ackerman's Grove County Park, Henschke Hillside Lake Access, and the Eisenbahn State Trail). These four parks and facilities were developed and designed utilizing ADA Standards and are therefore generally more ADA accessible than older County Parks (Glacier Hills, Heritage Trails, Sandy Knoll, and Homestead Hollow). Older parks were developed prior to enacted ADA Standards.

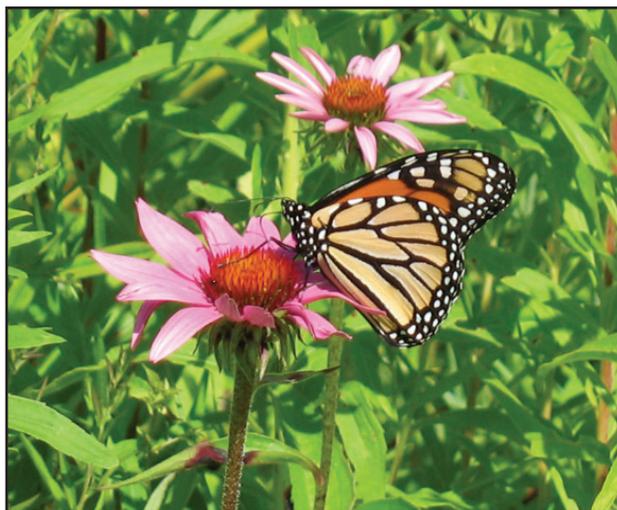
All development projects and renovations completed in the County parks since 2010 have followed the new 2010 ADA Standards for Accessible Design. Renovations of older facilities to ADA Standards are gradual due to budgeting challenges. The Park and Open Space Plan outlines County Park facility and amenity compliance to ADA Standards and presents a proposed renovation schedule.

Stewardship

Invasive species are the greatest stewardship challenge within the park system and are especially daunting in parks like Homestead Hollow where 84% of the land was farmed in 1941 except for the 17 acres of forested wetlands.

Outside of Glacier Hills, the only natural area management occurring has been in the restored prairies and open grasslands which are being burned or mowed to suppress weeds and woody vegetation growth. Natural management plans are currently being developed for each of the County parks. It is recommended that the following stewardship efforts be implemented:

- Park System Operational & Maintenance Plan (currently being developed)
- Natural Resource Management & Restoration Plan for each park
- Natural resource management intern to lead small seasonal crew (implemented in 2019)
- Washington County Parks Volunteer Plan that identifies volunteer opportunities and volunteer sources to assist with stewardship efforts in the parks (currently being developed)



Maintenance

Preventative maintenance schedules and long term planning will be critical for the continued upkeep of the existing and planned facilities and infrastructure. The Park and Trail System is currently developing an Operational & Maintenance Plan which will outline natural resource management and facility and infrastructure operation and maintenance.

As new amenities are added, additional staffing resources will be vital in keeping expected levels of maintenance. The use of volunteers and specialized part-time employees is becoming key to park operations as maintenance levels increase. Contracting private businesses and consultants are also becoming more prevalent. Collaborative partnerships with private businesses will continue to be explored for maintenance opportunities.



Organizational Improvements

The success of Washington County's Park and Open Space Plan will be rooted in our ability as an organization to implement recommendations herein. In doing so, it's important to acknowledge the organization's intent to deliver the environment necessary for success. It is recommended that the County continue to:

- Foster an evolving and adaptive workforce
- Facilitate public engagement that delivers an understanding of the highest priorities of our residents
- Create an environment for strong intergovernmental relations and public-private partnerships
- Brand development and marketing
- Evaluate park user fee
- Pursue sponsorships and naming rights
- Master plan priority parks

Plan Implementation

The responsibility for implementing the park and open space plan rests primarily with the Washington County Public Works Committee. The recommended park and open space plan presented in this chapter recommends Washington County:

- 1) Acquire additional land and develop additional facilities at three existing park sites—Glacier Hills Park, Heritage Trails Park and Leonard J. Yahr Park
- 2) Develop additional facilities at three existing park sites—Ackerman’s Grove Park, Homestead Hollow Park, and Sandy Knoll Park
- 3) Acquire and develop two proposed new County parks

The associated costs for the acquisition and development of County park and open space sites, as set forth below, are estimated at about \$10.5 million. This amount distributed over the 15-year planning implementation period would approximate an expenditure of about \$700,000 per year.

SUMMARY OF PROPOSED PARK AND OPEN SPACE LAND ACQUISITION AND DEVELOPMENT COSTS UNDER THE RECOMMENDED WASHINGTON COUNTY PARK AND OPEN SPACE PLAN

	Acres	Total Cost
Acquisition Costs of Open Space Lands ^{a,b}	212	\$ 1,659,000.00
Acquisition Costs of Park Lands Outside Open Space ^c	166	\$ 1,245,100.00
Acquisition Costs of Residential / Commercial / Transportation Land Use Portions ^d	17	\$ 930,000.00
Proposed Development Costs ^e		\$ 6,678,000.00
Total	395	\$ 10,512,100.00

NOTE: Cost estimates are expressed in 2019 dollars.

^aIncludes 2015 primary environmental corridors, 2015 isolated natural resource areas, and lands within a Wisconsin Department of Natural Resources project boundary. These figures do not include associated surface water areas. Acquisition costs are detailed in Table 6.1.

^bUnit costs used to estimate acquisition costs were \$3,000 per acre of wetlands, \$10,000 per acre of woodlands, and \$7,000 per acre of agricultural and other open lands. As noted in the text, the protection of these areas could be accomplished through conservation easements, conservation subdivisions, donations, and purchase/transfer of development rights.

These costs are based on purchasing all recommended land for parks and open spaces. The acquisition of all land is unlikely to occur before the plan year 2035 since acquisitions occur only on a willing seller-willing buyer basis, only when funds are available and all past major land acquisitions by Washington County have been subsidized by state and federal grants, which are not always available.

^cOnly the proposed acquisition costs of lands outside of primary environmental corridor lands are reflected in this cost. Acquisition costs are detailed in Table 6.4..

^dThe 17 acres of residential, commercial or transportation land use portions of the proposed acquisitions include areas at Heritage Trails, Leonard J. Yahr, Proposed Site A and Glacier Hills. Acquisition costs for these land uses are widely variable. Estimates were based on assessed value and a recent appraisal.

^eProposed development costs are outlined in Table 6.4.

Source: Washington County and SEWRPC

In 2017, the County Board adopted the *Washington County Parks and Trails Fiscal Sustainability Plan* in response to the Strategic Priorities which named parks fiscal sustainability a priority and included the goal of making the County Parks and Trails System independent of the property tax levy. The plan is intended to guide the future direction of the County Parks and Trails operations to reduce the property tax levy funding by over \$600,000 by the start of the 2021 budget.

In 2018, the County established a Park Enterprise Fund for the Parks and Trails System. Enterprise revenues come from a variety of sources including park entrance fees, shelter reservations, VRBO rentals, sponsorships, naming rights and earnings from special events. In addition, proceeds from the sale of county park land are also part of the Park Enterprise Fund. It is anticipated that starting in 2021, all park operations and maintenance including staffing will be paid from the Park Enterprise Fund. As future projects are approved for implementation, all land acquisitions, facility development and associated maintenance costs would be paid from the Park Enterprise Fund. This innovative financing structure demands critical planning and determining a positive return on investment analysis for proposed facility developments and land acquisitions prior to seeking financial approvals and serves as the primary funding source for parks although other funding sources could be considered such as grants, private contributions, borrowing or the use of general tax dollars.

It is recommended that the County continue efforts in refining and implementing sustainability measures:

- Continue to seek out creative and innovative long-term and stable funding sources
- Continuing to establish collaborative partnerships between county, federal, state and local governments, businesses and non-profit organizations
- Continue the annual refinement of the Parks and Trails Fiscal Sustainability Plan identifying fiscal objectives and potential revenue streams
- Continue to evaluate park maintenance procedures and operations for efficiencies
- Continue to evaluate the park property designations refining the focus of the park and trail system

Preservation and Acquisition Considerations

It is the intent of the plan that all land acquisitions occur on a willing-seller, willing-buyer basis and that landowners receive fair market value for their property. Each transaction should follow the Wisconsin Department of Natural Resources acquisition procedures, which include an appraisal by the Department for all acquisitions undertaken by governmental units using Department grants.

While preserving park and open space land often consists of the purchase of fee-simple interest, there are other methods available to preserve and protect land such as protective zoning districts, overlay districts, conservation subdivisions, density bonus incentives, conservation easements, donations, and purchase/transfer of development rights.

Thank you to all who contributed to this plan
and to our
Washington County Board of Supervisors!