



RECEIVED

May 16, 2022

Municipal Boundary Review
Wisconsin Dept. of Admin.

Submission in Support of the Incorporation of the Town of Lisbon

Prepared For:
Town of Lisbon, Waukesha County, Wisconsin

Submitted: May 16, 2022

Table of Contents

Introduction	3
Section 1(a): Characteristics of the Territory (Homogeneity and Compactness)	14
1. Introduction	15
2. Regional Context	15
3. Natural Resources	19
Introduction	19
Watersheds	19
Ground Water Resources.....	22
Geology and Topography	26
Soil Conditions	30
4. Built Environment	33
Introduction	33
Existing Ordinances	34
Land Use Trends.....	43
Transportation	54
Excerpts from Land Use Plans.....	57
Excerpts from Utilities Plans	69
Existing or Closed Solid Waste Landfills.....	79
Boundaries of Proposed Incorporation.....	79
5. Socio-Economic Activity	79
Introduction	79
Community Businesses	80
Cohesion and Unity	91
Section 1(b): Territory Beyond the Core	107
1. Introduction	108
2. Population	108
3. Land Suitable for Development	110
Section 2(a): Tax Revenue.....	113
1. Introduction	114
2. Town Services	114
3. Proposed Budget.....	121

Revenues	126
Expenditures	126
Assets and Liabilities	127
Proposed Village Budget	129
4. Five-Year History of Equalized Value and Estimated Current Equalized Value	129
5. Town Financial Reports.....	130
6. Special Purpose Districts	130
7. Intergovernmental Agreements	131
8. Capital Facility Needs	132
Section 2(b): Level of Services.....	134
Section 2(c): Impact on the Remainder of the Town.....	135
Section 2(d): Impact on the Metropolitan Community	136

Introduction

The Town of Lisbon has, for decades, been one of the fastest growing towns in Waukesha County, a county, that as a whole, has seen incredible urbanization during this period. Within the past 25 years this urbanization has spawned the incorporation of the Towns of Pewaukee, Summit, Vernon and Waukesha.

Through the significant and mindful efforts of the Town of Lisbon, the Town has now developed to a state that unquestionably satisfies all criteria of Wis. stats. §66.0207. This has not been the case in the past. As the Board is quite aware, the Town has twice before petitioned for incorporation, in 1979 and 2011. In its 1979 Determination, the Board found that the Town was deficient in 4 of the 6 criteria under Wis. stats. §66.0207. In 2011, the Board determined that 3 of the 6 were not met: Compactness & Homogeneity, Territory Beyond the Core and Impact on the Metropolitan Community. In the 2011 Determination of the Incorporation Board, in addressing these findings, the Board noted:

1). Compactness & Homogeneity – Not Met. This standard requires the petitioned territory to be sufficiently compact and uniform to function as a city or village. Factors include existing natural boundaries such as rivers and topography, existing political boundaries, the current and potential transportation network, employment, business, social, and recreational opportunities.

The proposed Village of Lisbon is not compact but instead fragmented into four distinct areas by existing natural, physical, and political boundaries. Especially problematic is Map 8, Area 3 which consists of numerous Town islands that are pinched between Sussex, Lannon, Menomonee Falls, and Pewaukee and cut off from other parts of the proposed Village of Lisbon not only physically but also in terms of schools, transportation, and social and economic patterns. Lisbon does have a boundary agreement with Sussex that will transfer a few problematic Town islands. However, the agreement does not transfer enough in terms of compactness and homogeneity because most of the problematic islands will remain in Lisbon even after full implementation of the agreement.

Lisbon does appear to have a distinct social identity. However, the strongest connection is between Lisbon and Sussex. The two communities are so intertwined socially, physically, economically, and in all other ways that the Board has difficulty in considering them separately.

2). Territory Beyond the Core –Not Met. This standard requires that the territory beyond the most densely populated square mile shall have the potential for residential or other land use development on a substantial scale within the next three years.

The amount of territory considered under the standard is subject to dispute. Petitioners provided an estimate of developable acres, Intervenor provided their own estimate, Waukesha County provided an estimate, and the Town of Lisbon staff offered an additional two estimates of *their* own. These estimates vary by thousands of acres. After extensive analysis, the Board finds that approximately 5,500 acres of vacant developable territory lies within the proposed village.

The Board examines past development trends, population projections, infrastructure, and plans to determine the likely potential for future urban development. Given Lisbon's recent growth rate, moderate forecast population growth, and comprehensive plan that calls for minimal growth and continued rural living, the Board does not see the potential, or desire, for substantial urban development within the next three years.

6). Impact on the Metropolitan Community – Not met. This standard requires a finding that the proposed village will not harm the metropolitan region. Lisbon has shown itself to be a good citizen with its intergovernmental and service sharing agreements with its municipal neighbors. Most of Lisbon's municipal neighbors submitted resolutions supporting this incorporation. Two neighbors remained neutral, and three neighbors are opposed. While residents and staff of both communities cooperate, conflict clearly exists at an institutional and elected official level. The metropolitan impact standard is directed toward official, institutional-type cooperation between governmental units. Because of the current level of conflict and the expressed desire to function independently from their neighbors and the County, the Board has concerns that incorporating Lisbon will hinder resolving regional problems.

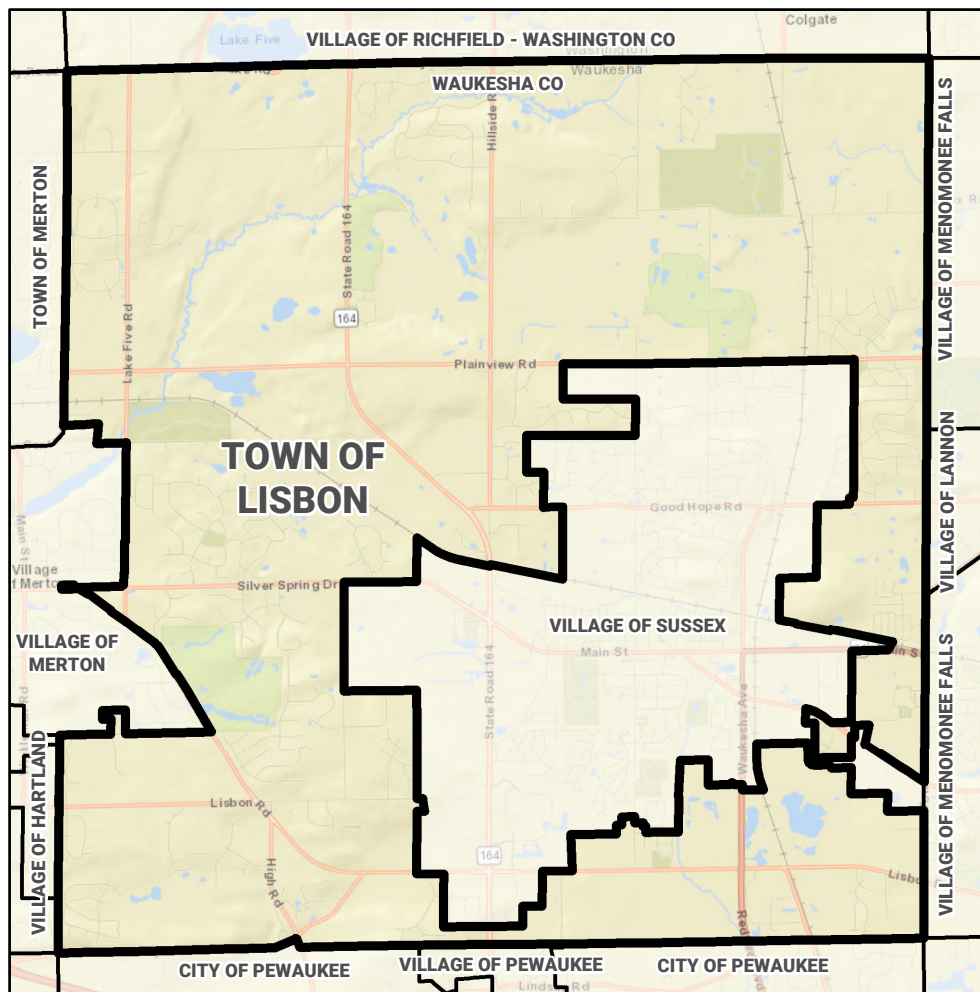
Cooperation between area municipalities is particularly problematic with in Map 8, Area 3, the area of the proposed village that consists of fragmented Town islands and isolated areas in southeastern Lisbon. Incorporation would result in freezing these problems in perpetuity.

The Town has heeded the 2011 observations of the Board and, between direct action by the Town and operation of economic forces affecting growth and development, each of the concerns raised in the Board's 2011 Determination have been addressed.



Compactness & Homogeneity. The Board's concerns related to homogeneity and compactness prompted the Town to work closely with the Village of Sussex to negotiate, prepare and present a Cooperative Boundary Agreement to the Department, a process that consumed many years at great political strife for the Town's elected officials. This Cooperative Boundary Agreement was approved on April 26, 2022 (a copy of which can be found at https://doa.wi.gov/DIR/V_Sussex-T_Lisbon_Cooperative_Plan_Determination.pdf). Therein, the Department stated:

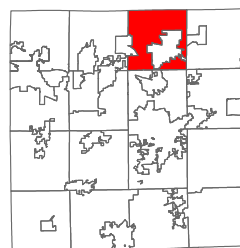
Exhibit H, which shows the boundaries between the Communities following the territory transfers, indicates how these boundaries are made more compact and homogenous because of this Cooperative Plan. For example, numerous jagged and uneven areas of Town territory will be transferred to Sussex. Some irregular areas do remain, however generally the boundaries between Sussex and Lisbon will become more compact and homogenous because of this Cooperative Plan. As a result, the Department finds that the standard in s. 66.0307(5)(c)5., Wis. Stats. is met. (*Cooperative Boundary Plan Determination at p. 6*).

While the Department's approval addressed most of the issues attendant to irregular boundaries with Sussex (and dispelled any concern that these would exist in perpetuity), it admittedly did not eliminate the other concerns raised in the 2011 Board Determination. Therein, the Board noted the existence of four distinct areas within the Town created by existing natural, physical, and political boundaries. This will not change through the incorporation of the Town. However, the Board has been called upon in the past to analyze very similar circumstances, and has opted to adopt a holistic approach, looking at all factors of §66.0207, and, where it was apparent that, as a whole, the criteria were met, and as a result determined that this individual factor was not determinative of the whole. The most relevant example of the Board's expression of this holistic approach was the Board's 1998 Determination on the Incorporation of the Town of Pewaukee, Lisbon's immediate neighbor to the south. Pewaukee, even more than Lisbon, was faced with distinct areas separated not only by a "hole in the doughnut" (Village of Pewaukee in the former, Village of Sussex in the latter), but by the presence of Pewaukee Lake as depicted on their respective maps.

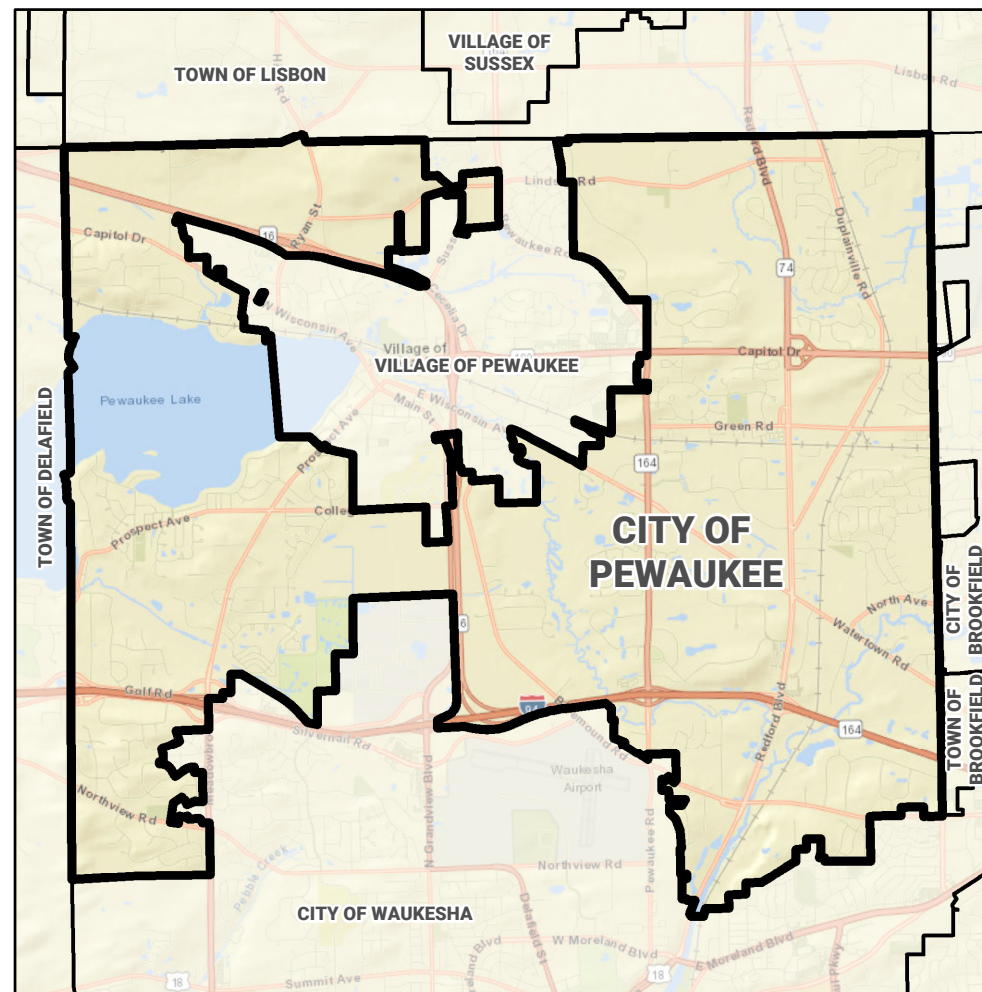


TOWN OF LISBON BOUNDARY



-  Town of Lisbon Municipal Boundary
-  Other Municipal Boundaries

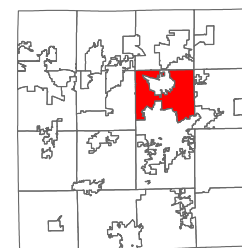


WAUKESHA COUNTY



CITY OF PEWAUKEE BOUNDARY

-  City of Pewaukee Municipal Boundary
-  Other Municipal Boundaries



WAUKESHA COUNTY

Pewaukee, like Lisbon had for years been planning for and implementing policies to achieve incorporation, having filed incorporation petitions in 1972, 1988 and 1991 before the approved petition of 1998. The Board recognized the significant work Pewaukee employed to address the previous Board denials and in particular the Cooperative Boundary Plan with the City of Waukesha that shifted lands from the Town to Waukesha (analogous to the present petition). In an informative explanation to this holistic analysis, the Board's Determination stated:

STANDARD TO BE APPLIED

"The entire territory of the proposed village or city shall be reasonably homogenous and compact, taking into consideration natural boundaries, natural drainage basin, soil conditions, present and potential transportation facilities, previous political boundaries, boundaries of school districts, shopping and social customs. An isolated municipality shall have a reasonably developed community center, including some or all of such features as retail stores, churches, post office, telecommunications exchange and similar centers of community activity." Wis. Stats, sec. 66.016 (l)(a)

The Department believes that it may be informative for the reader to briefly characterize the way in which courts have interpreted the incorporation review requirements, particularly with respect to standard 1(a), for which the leading case is Pleasant Prairie v. Department of Local Affairs & Development (108 Wis. 2d 465, 322, NW 2d 486 (Ct. App. 1982); affirmed, 113 Wis. 2d 327,334, NW 2d 893 (1983)).

Pleasant Prairie is clear regarding the allowable flexibility in factors to be considered in determining homogeneity and compactness. "... [Homogeneity has a meaning apart and in addition to the factors listed [in s. 66.016 (l)(a)] ...]" (113 Wis. 2d 327, 337). Other characteristics, in addition to those specifically listed, may, therefore, be considered. For example, Pleasant Prairie specifically allowed consideration of land-use patterns, population density, employment patterns, recreation and health care customs.

Pleasant Prairie also clarifies that the incorporation statute mandates reasonable standards in regard to homogeneity and compactness,"...and other applicable criteria. If those characteristics which are required by sec. 66.016 (l)(a), Stats., are not met sufficiently to result in a finding of reasonable homogeneity and compactness, findings in respect to the requirements of sec. 66.016 (l)(b) (territory beyond the core), and the public interest considerations of sec. 66.016(2) become irrelevant"(emphasis added). (Ibid., at 341).

Therefore, flexibility primarily applies to consideration of *additional* non-enumerated factors, rather than flexibility in elimination, removal or reduction of an enumerated factor below some acceptable reasonable level.

The facts surrounding each incorporation petition are different. However, in each case and for each requirement, the reviewer must be able to state that, even though the "situation" presented may not be entirely perfect (there may be some boundary, street circulation problems, or no health care facilities or telephone exchange), *when taken as a whole*, the facts support a finding of homogeneity and compactness. Prior Department determinations describe in detail reasons for finding whether or not an incorporation criterion is met or not met.

In the 1991 Town of Pewaukee incorporation determination the Department found that:

...the wetlands and associated soils located in the west 1/4 of section 16 and the southeast 1/2 of section 17 together with the current boundaries of the city and the village serve to almost divide the Town into two parts. In addition, Lake Pewaukee physically separates those parts of sections 4-8 proposed for incorporation, from the remainder of the town. These natural characteristics effectively split the town into three parts, preventing a finding of compactness.

The Department's primary concern was the isolation of sections 29, 31, 32, and 33, from the remainder of the town due to wetlands and associated soils in conjunction with haphazard municipal boundaries resulting from s. 66.021, Wis. Stats., annexation petitions filed with, and accepted by, the City of Waukesha. Isolated areas in sections 29, 31, 32, and 33, will be transferred to the City of Waukesha pursuant to the aforementioned Cooperative Boundary Agreement (Attachment 2) approved by the Department in March of 1998.

Under terms of the Cooperative Boundary Agreement, town lands in the aforesaid sections, and parts of sections 26, 27, and 28, will be transferred to the City by the year 2007. The wetlands that serve as a natural divide within the town, have been integrated into the Town's land use plan and the Town considers them a desirable feature ("Memorandum in support of...", page 4).

The remaining concern regarding the separation of sections 4-8 from the remainder of the town by Lake Pewaukee and the Village of Pewaukee is deemed to be adequately addressed by intermunicipal service agreements in force between the Village of Pewaukee and the Town of Pewaukee, and which will remain in force following incorporation. (These are discussed in Attachment 1, the primary agreement between the village and the town, and also in a letter prepared by the village at the request of the Department, dated December 9, 1998, and submitted with this Determination as Attachment 3.)

Lastly, the importance of the "Development Plan for Waukesha County Wisconsin" cannot be overemphasized, as this Waukesha County Board- approved land use plan resulted from the careful integration of town and village/city land

use plans, with the economic, social, and physiological resources of the county. Map 85, page 345, of the "Development Plan..." illustrates that much of the remaining open space in these 4 sections is considered to be either recreational, institutional, or primary environmental corridor lands, and thus subject to minimal change from the status quo. With incorporation and the passage of time, the socio-economic (situs) linkages of this area will no doubt sort themselves out, and ss. 66.30, 66.027, and 66.023, Wis. Stats., agreements are available to be used to transfer territory at the behest and approval of the prospective city and the village, without consultation with the state once the town achieves home rule powers.

The other persuasive factor which serves to minimize the functional separation of the aforementioned sections from the central part of the Town of Pewaukee are the high levels of service -that are very unusual for a township to provide- that extend to these sections. Local town ordinances and other supporting information provided by the town in the "Memorandum in Support of Incorporation...(May 28, 1998)", especially Exhibits D, E, and F therein, exemplify the detail and quality level of these services. That these services are provided in conjunction with the Village of Pewaukee minimizes any negative effect such physical separation might otherwise create.

Therefore the Department determines that Standard 1(a), is met. (*Pewaukee Incorporation Determination at p.4- 6*).

Like its neighbor, the Town has worked diligently to address irregularities created by past annexations. It has wetlands and other natural features that serve as natural divides. These have been integrated into the Town's Land Use Plan. All other prior concerns have been addressed by inter-municipal service agreements.

Standard 1(a), is met.

Territory Beyond the Core

The Board's 2011 Determination came on the heels of the 2008-2010 economic downturn that devastated development across Wisconsin. The Board was forced to analyze this §66.0207 criteria and make future predictions based on the recent development environment. Fortunately for the Town, the development environment changed drastically after this recession concluded in 2012.

The Board stated in its Determination that of the remaining 5,500 vacant developable lands existent at that time, it did not "see the potential, or desire, for substantial urban development within the next three years." The Board was correct that this acreage was not built out in its entirety by 2014. However, contrary to predictions at that time, very substantial development has occurred since that time and is certain to continue. Of the 5,500 acres available, between the

residential, commercial and industrial development that has been constructed to date and approved for the future, there are 2,459.3 acres remaining in the Town available for future development. During this same period, Lisbon's population growth far surpassed expectations. The Comprehensive Development Plan for the Town of Lisbon - 2035, adopted in 2009, projected a 2035 population of 10,770 for the Town; the 2021 population is already 10,731. Based on the development experience post-recession, there is no doubt that the development of these lands will occur in the near future.

The Board has carefully examined the "Territory Beyond the Core" benchmark in past Determinations in the context of what vacant developable lands would exist post incorporation. Under this rubric, the Town of Lisbon has the least acreage of land available for development in comparison. Consider:

- **Mount Pleasant**

In Table 8: Existing Land Use in Mount Pleasant, the area proposed for incorporation included agricultural lands totaling 13,513 acres or 60.1% of the total area for incorporation. The Board stated:

Despite the extensive remaining agricultural lands, given the remaining territory that is zoned for urbanization (or which soon will be given the pending sewer service area amendment), Mount Pleasant clearly has the potential for substantial development within the next three years. This is apparent even from Mount Pleasant's existing Master Plan, and more so from the existing sewer service area and the proposed 4.2 square mile addition. This situation, where admittedly several square miles will remain in agriculture for the foreseeable future, is somewhat analogous to Pewaukee City (1998), in which nearly a whole township incorporated with Department approval, despite the presence of several square miles of agricultural lands. In both cases (Pewaukee and Mount Pleasant), the kind of development (planned and serviced consistent with enforceable regional plans and intergovernmental agreements), time frame and scale all matter. In addition, the Department considered whether what might be construed as "excess" acreage was possibly amenable to transfer to some other jurisdiction, and no situation provided reasonable opportunities for wholesale land transfers without creating problematic coordinated governance and land use guidance issues. (*Mt. Pleasant Incorporation Determination at p. 52*).

- **Menasha (Fox Crossing)**

The territory for incorporation included 1,132 acres of agricultural lands, primarily located in the northwest part of the territory. These lands represent roughly 19% of the total area. The Board concluded that these lands comprising only 19% of

the territory to be incorporated “is considered to be developed.” (*Mt. Pleasant Incorporation Determination at p. 23*).

- **Greenville**

The Board had previously rejected a petition for incorporation for the entire Town of Greenville but suggested that a revised incorporation might meet the statutory requirements if some of the agricultural territory be removed. Greenville complied, and in the Board’s 2020 Determination concluded:

The proposed village has substantial wetland acreage that is appropriate for waiver. Approximately 1,404 acres of wetlands are located within the territory, along with 93 acres of surface water, amounting to a total of 1,501 acres appropriate for waiver. Remaining developable lands consist of 3,098 acres of farmland and 996 acres of other open lands, amounting to 4,095 total acres subject to the statutory standard. This total is significantly less than the 11,594 acres subject to the standard in the Department’s previous Determination, a 65% reduction due to excluding the rural west side territory. (*Mt. Pleasant Incorporation Determination at p. 9*).

Lisbon has far and away exceeded these benchmarks. There are roughly 2,450 acres of vacant lands that can be developed within the town. This relates to about 14% of the area of the prospective village (compared to 18% of Fox Valley). This area is substantially smaller than Mt. Pleasant (13,513 acres) and Greenville (4,095 acres).

Standard 1(b), is met.

Impact on the Metropolitan Community

There has been a sea change in the Metropolitan Community in the past 10 years. Lisbon has recognized that it need not be a hinderance to the solution to metropolitan problems, but that it can be a vibrant partner to the Metropolitan Community. Indeed, as village, it will be the third largest village in terms of assessed value, behind only its two neighbors Menomonee Falls and Sussex. Recognizing that this larger community interest aligns with its own interests, after decades of fighting with the Village of Sussex, Lisbon reached out in an earnest effort to understand, address and agree to terms to meet Sussex’s legitimate interests, culminating in the 2022 Cooperative Boundary Agreement that, once and for all, eliminates all negative impacts upon the Metropolitan Community.

Lisbon’s experience is virtually identical, once again, to the experience Pewaukee faced some 20 years ago. The Board reflected on this very topic in the 1998 Determination. In deciding that Pewaukee met the Impact Standard, it remarked:

The Department determined in 1991 that this standard was not met. The Department stated:

“...irregular boundaries, in the northwest and particularly in the southwest corner of town hinder effective service delivery and the resolution of environmental problems, and preclude the City of Waukesha from effectively serving a territory which it is most likely prepared to serve, lying as it does within the City of Waukesha Sewer Service Area.”

The irregular boundaries in the southwest corner of the town will be eliminated when areas in sections 29 through 32 are transferred to the City of Waukesha pursuant to the terms contained in the Cooperative Boundary Agreement.

The Village of Pewaukee and town have been previously characterized by the Department as having irregular boundaries (admittedly by prior agreement - see Attachment 1) in the town's northwest corner. However, there is cooperation between the Town and Village of Pewaukee through inter-municipal service agreements, which provide joint fire and rescue, water safety patrol, and parks and recreation. Water and sanitation services are provided by either the Pewaukee Sanitary District #3 or the Lake Pewaukee Sanitary District. (See the list of existing intergovernmental service agreements between the town and village that are itemized on page 8 of Attachment 3.) And, as previously noted, the “Development Plan for Waukesha County...” harmonizes these issues within a broader policy framework in a manner that was not present in 1991.

Land transfers to the City of Waukesha outlined in the Cooperative Boundary Agreement approved in March of 1998, and intergovernmental territorial and service agreements with the Village of Pewaukee have eliminated concerns of the Department regarding any potential negative impacts upon the metropolitan community.

In addition, the example provided by the Department's Determination approving the incorporation of part of the Town of Weston, Marathon County, (Marathon County Circuit Court Case No. 93-CV-371, approved by the Department on October 31, 1995) is instructive because it is directly comparable to the circumstances of this incorporation petition. In *Weston* (the Determination of the Department was not appealed by the intervenors), the Department commented extensively on the “contributions to regional quality of life made by the town of Weston, and the presumption that such contributions will continue in the future.” (*Weston* Determination, pages 77-78.) We also alluded to institution-building and a degree of intergovernmental cooperation that was unusual, in the experience of the Department. In a similar vein, the Town of Pewaukee and City of Waukesha Cooperative Boundary Agreement, and Exhibits D-F in the “Memorandum in

support of Incorporation...,” plus ongoing intergovernmental cooperation relating to sewer service and other issues involving the City of Brookfield, all contribute to a similar finding in this situation.

Therefore, the Department determines that Standard 2(d), is met.

The similarities between the Lisbon initiatives and Pewaukee’s are uncanny. Both Towns finally realized that it was necessary to work with, rather than against its neighbors to help their neighbors realize their logical growth needs. Both worked out regional service agreements to benefit not only their own taxpayers but those of all partner communities. In recognition of these efforts, in Appendix V you will find Resolutions adopted by the Villages of Sussex, Hartland, Merton, Pewaukee, Lannon and Richfield and the Town of Merton. We have been advised that an approving resolution will be received by the Village of Menomonee Falls shortly. The City of Pewaukee is not opposed in any manner. The entire Metropolitan Community has recognized that there is nothing but a positive impact on the community.

Standard 2(c), is met.

Section 1(a): Characteristics of the Territory (Homogeneity and Compactness)

66.0207(1)(a) Characteristics of territory.

“The entire territory of the proposed village or city shall be reasonably homogeneous and compact, taking into consideration natural boundaries, natural drainage basin, soil conditions, present and potential transportation facilities, previous political boundaries, boundaries of school districts, shopping and social customs.”

1. Introduction

The natural resources, built environment, and socio-economic activities within the Town of Lisbon all contribute to the distinct character of Lisbon.

The Town contains unique natural resources and environmental features, including environmental corridors, topography, geology, ground water recharge areas that set it apart from surrounding communities. Residents' concern for protecting these resources has led to managed development policies that accommodate substantial amounts of housing, businesses, and recreational opportunities that are compatible with and protects these resources. Socio-economic activity in Lisbon reflects the unique natural features and built environment of the Town, as well as its location within the metropolitan community. With thoughtful planning and management, the Town of Lisbon has grown into a municipality that provides a full range of high-quality services to all residents and businesses within its boundaries in a cost-effective manner.

2. Regional Context

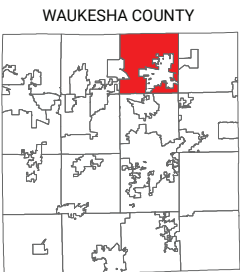
The Town of Lisbon is within the metro Milwaukee area as shown on Map 1. Lisbon is within the Milwaukee Urbanized Area, in the northeast quadrant of Waukesha County, the second most populous county in the metro area, in a portion of the County that is highly developed.

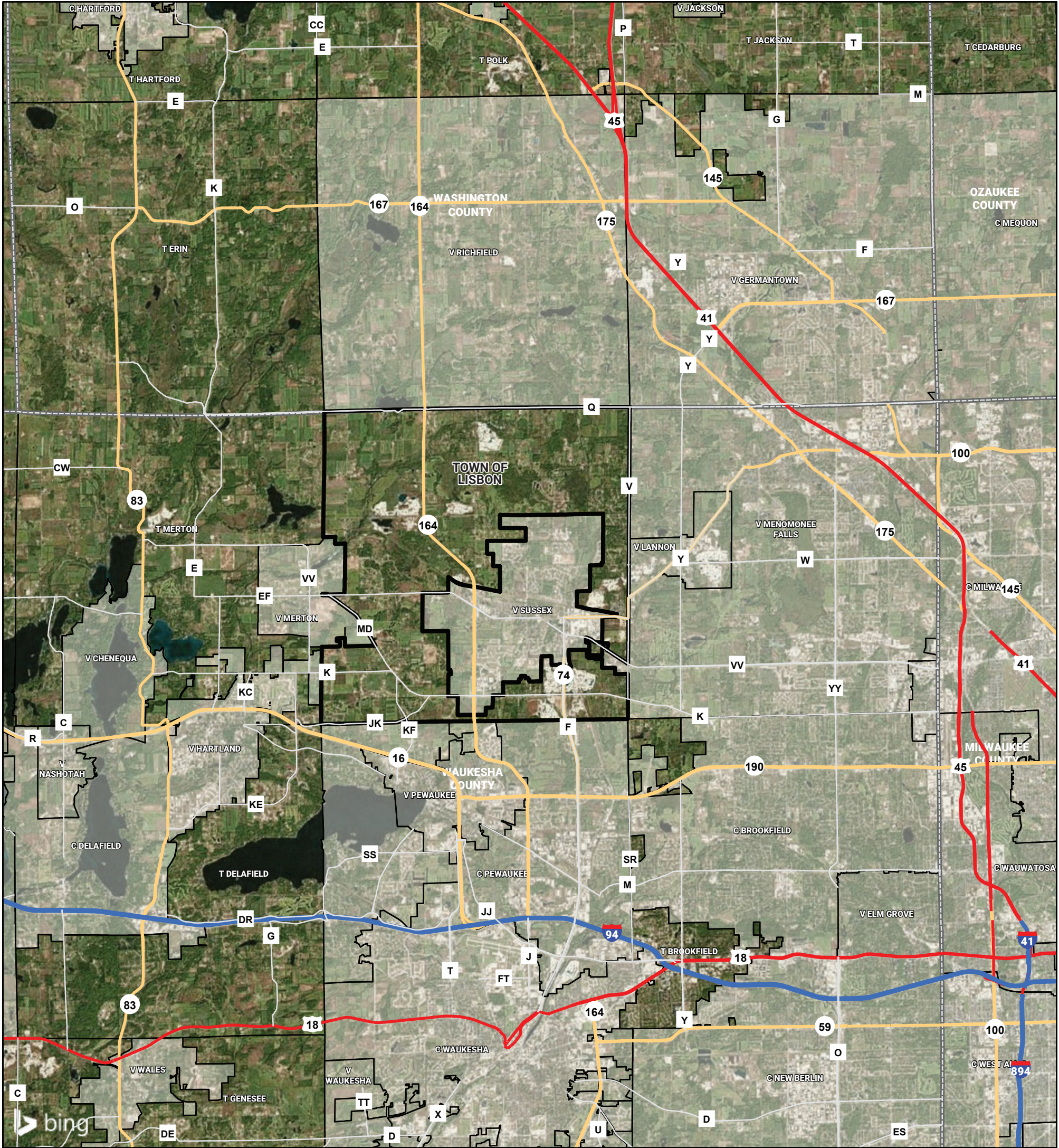
Lisbon is mostly surrounded by incorporated cities and villages, as shown on Map 2, with the Village of Richfield to the north, the Village of Germantown to the northeast, the Villages of Lannon and Menomonee Falls to the east, the City and Town of Brookfield to the southeast, the City and Village of Pewaukee to the south, the Village of Hartland to the southwest, the Village of Merton to the west, and the Village of Sussex within the area proposed for incorporation. The Town shares part of its western boundary with the Town of Merton and the Town of Erin, in Washington County, lies to the northwest. All these communities are closely interconnected with each other and with other parts of the Milwaukee Urbanized Area to the west, south, and east by a well-developed network of interstate, state, and county highways and freeways.

The territory proposed for incorporation includes the entire territory of the Town of Lisbon, including territory that will be detached from the Village of Sussex and attached to the Town, less territory that will be detached from the Town and attached to the Village of Sussex under the terms of the Intergovernmental Cooperative Plan Between the Town of Lisbon and Village of Sussex, dated January 25, 2022, and approved by the Wisconsin Department of Administration on April 26, 2022 ("Cooperative Plan" – copy of which can be found at <https://doa.wi.gov/Pages/LocalGovtsGrants/MunicipalBoundaryReviewNews.aspx>). The territory proposed to be incorporated, shown on Map 3, encompasses 26.7 square miles.

Legend:

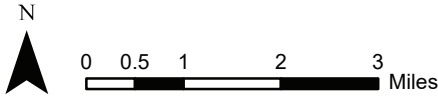
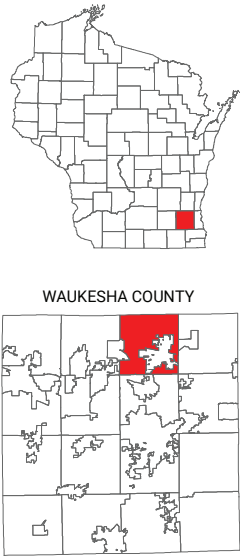
- Town of Lisbon Boundary
- Municipalities
- County Boundaries
- Interstate Highway
- US Highway
- State Highway

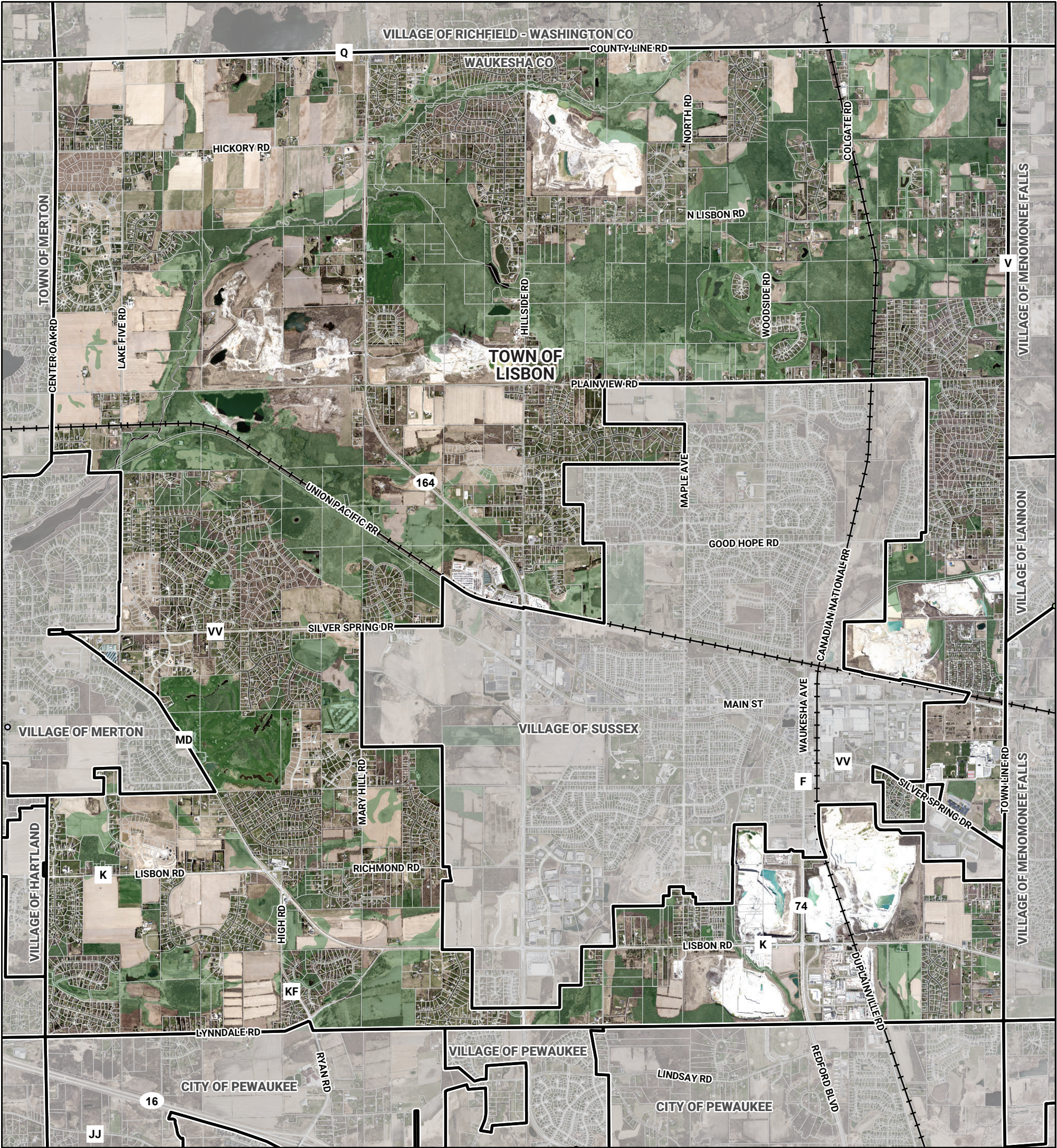




TOWN OF LISBON REGIONAL CONTEXT - SURROUNDING MUNICIPALITIES

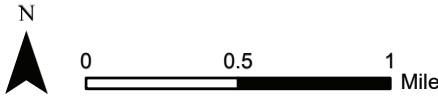
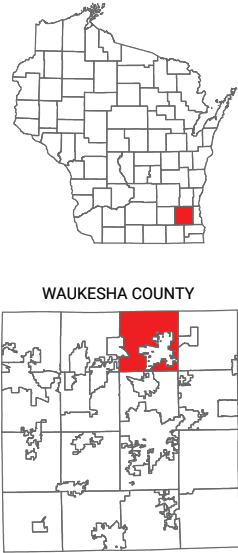
- Town of Lisbon Boundary
- Municipalities
- County Boundaries
- Interstate Highway
- US Highway
- State Highway
- County Highway





TOWN OF LISBON REGIONAL CONTEXT - IMMEDIATE AREA

Municipal Boundaries

 Parcels Environmental Corridors, Isolated Natural Resource Areas, Other Open Land to be Preserved, and Recreational Land

3. Natural Resources

Introduction

Lisbon's natural features and resources create both opportunities and limitations for development that the Town has conscientiously managed with long-term planning and land use regulation over the last sixty years. Development patterns have been shaped by the following opportunities and limitations, described in more detail below:

- Watersheds facing threats from a mix of rapidly developing portions of the Milwaukee Metropolitan area and agricultural uses
- Rich deposits of nonmetallic minerals of local and statewide significance
- Groundwater supplied from the shallow aquifer with local recharge
- Shallow depth to bedrock, creating moderate to high potential for groundwater contamination
- Areas throughout the Town with hydric soils, steep slopes, or shallow bedrock, creating limitations for building construction

These features have been central to Lisbon's development policies and socio-economic activities. Quarrying and related businesses form the backbone of the local business community. Lisbon is also home to many parks, trails, and other large scale outdoor recreational uses that take advantage of the topography and scenery and make use of lands that may not be suitable for other uses. Lisbon has secured sanitary sewer and water service for limited areas and allowed low-density and suburban development in other areas as compatible with the local topography, geology, soils, and groundwater resources. Lisbon's commitment to managing development in a manner compatible with its natural resources has shaped development patterns in a way that is homogenous throughout the Town and unique to Lisbon.

Watersheds

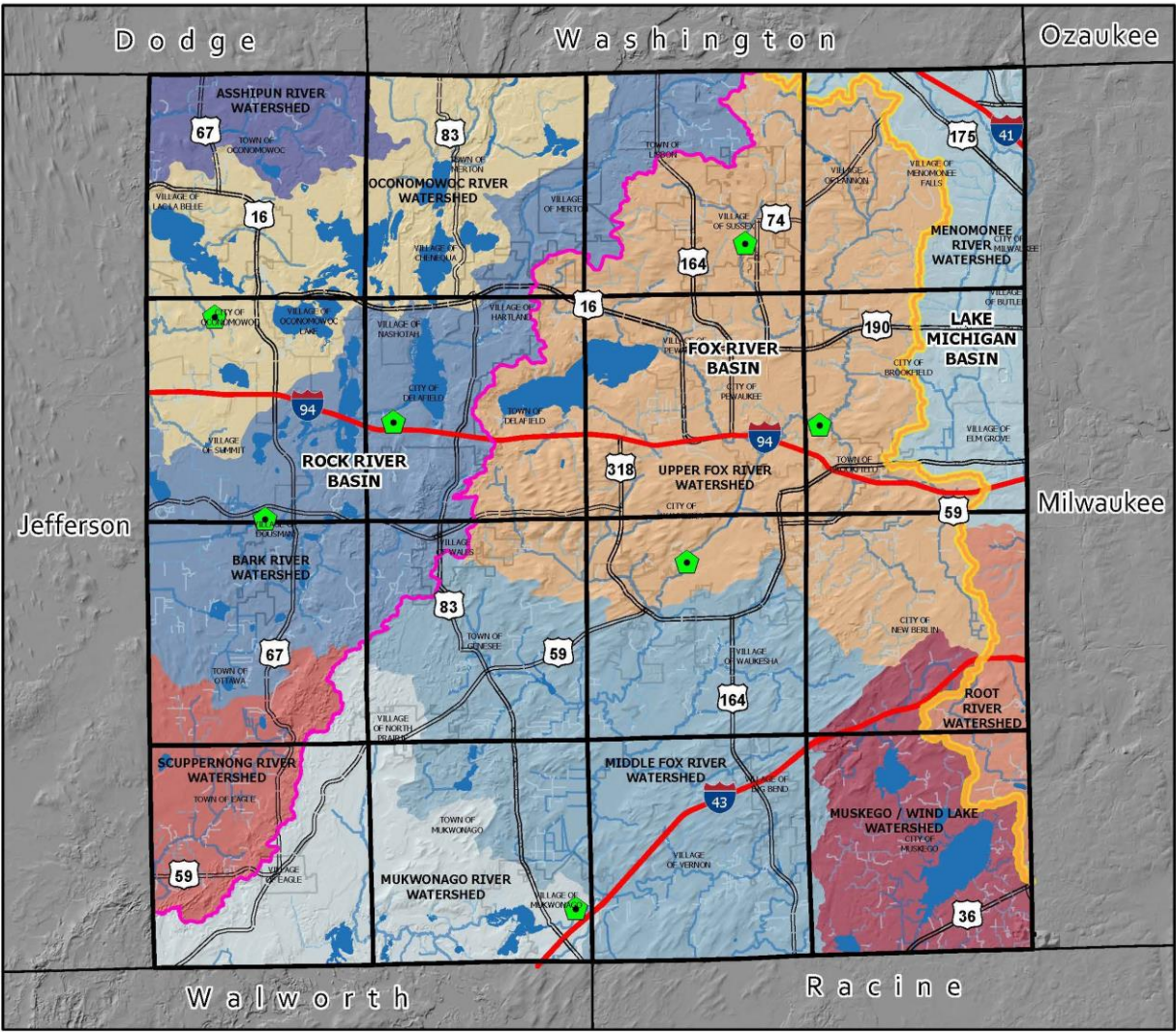
Almost all of Lisbon is within two watersheds, the Bark River Watershed, which is part of the Rock River Basin, and the Upper Fox River Watershed, which is part of the Fox River Basin, as shown on Map 4.

Both watersheds are facing challenges from development and agricultural land uses, as detailed in the Waukesha County Land and Water Resource Management Plan 2022 Update, a copy of which is included in Appendix A. Rapid development in Waukesha County poses a threat to wetlands, lakes, and streams in the Bark River Watershed, while agricultural runoff also contributes to water quality degradation. Segments of the Fox River are impaired waters due to elevated levels of phosphorus, sediments, and other pollutants from development, environmental degradation, and agricultural runoff within the watershed.

As described in Subsection 4. Built Environment, Lisbon has enacted strong policies and ordinances to protect environmentally sensitive lands, prevent water pollution, maintain and improve ground and surface water quality, reduce flood damage, control storm water runoff,

protect streambanks from erosion, protect groundwater recharge and discharge areas, and control building and development on soils which are generally not suitable for such uses.

Map II-9
Major Watersheds in Waukesha County



Legend

- River Basin Boundaries
- Subcontinental Divide
- Sewer Treatment Plant



Source: Waukesha County, WI DNR, SEWRPC, USGS



Ground Water Resources

Groundwater is the primary source of potable water for the residents of Lisbon. Drinking water is obtained from groundwater using individual, private wells except for isolated cases, such as Hamilton High School, Templeton Middle School, and some residential properties, primarily in the Lisbon Sanitary District No. 1 and the Willow Springs mobile home park, connected to the Sussex sewer/water system. There is no municipal water system serving all residents and businesses in Lisbon, though the Town has an intergovernmental agreement with Sussex to provide municipal water to portions of Lisbon.

The ground underlying Lisbon is comprised of glacial outwash and till. The sand/gravel and clay deposits rest upon a layer of dolomite limestone which itself sits on an impermeable layer of shale. It is from the aquifer formed by these glacial deposits that many Lisbon residents draw their potable water. Many residents in the eastern part of Lisbon, where outwash and till are thinner, draw from deeper residential wells.

What is particularly unique about the water supply in Lisbon is that the recharge areas of the aquifer from which residents and businesses obtain their drinking water are located within Lisbon. That means that residents are drinking water from a source located very close to their homes or from deeper groundwater supplies that have percolated through glacial till and/or bedrock. This differs from many communities in Southeastern Wisconsin that draw from surface water sources, primarily Lake Michigan, or from the deep aquifer below the shale layer.

Recharge to groundwater in Lisbon is derived almost entirely from precipitation. Much of the groundwater in shallow-well aquifers originates from precipitation that has fallen and infiltrated within a radius of about 20 miles from where it falls.

According to ground water studies, the average annual groundwater recharge to shallow aquifers is 10 to 15 percent of annual precipitation. Utilization estimates of shallow aquifers indicate that there is an adequate annual groundwater recharge to satisfy water demands on the shallow aquifer system in Waukesha County on a countywide basis. However, availability in local areas varies depending upon usage, pumping system configuration, and groundwater flow patterns. (Source: D. S. Cherkauer, 1999, reported by SEWRPC in the Waukesha County Comprehensive Development Plan, Chapter 3, p. 15.)

The potential for surface-to-groundwater pollution in the shallow aquifer is dependent on the depth to groundwater, the depth and type of soils through which precipitation must percolate, the location of groundwater recharge areas, and the subsurface geology. Most areas of Lisbon exhibit moderate to high potential for contamination of groundwater in the shallow glacial drift and Niagara aquifers. Map 5 shows the areas with moderate to high potential for groundwater contamination. These areas are vulnerable to groundwater contamination because bedrock Niagara dolomite and the water table are near the surface. For several decades, planners in Lisbon have been aware of these vulnerabilities and have identified and zoned groundwater recharge areas to be protected from incompatible development.

Concern for the hydrogeology and the sustainability the Lisbon's quality water supply is another characteristic attribute of Lisbon that is noteworthy. For six decades, planners in Lisbon have recognized the value of Lisbon's wetlands as water recharge areas for the shallow aquifers that supply well water to Lisbon residents and businesses. Planners have maintained that lot size (or density of wells) and direct return flow through individual residential septic systems (developed only where suitable soils exist) mitigates the impact of residential development on groundwater levels and base water flows. As a result, for sixty years, Lisbon's ordinances and policies have maintained a minimum of one acre per residential lot and have limited urban development to areas where soils would "perk" or sustain return flow through on-site sewer systems (conventional septic, mound or holding tank systems).

Planners designated those areas of Lisbon without adequate soil base to provide return flow without degrading local groundwater and surface water quality would receive future sewer services when the regional cooperative sewer system (in Sussex) was expanded. Lisbon Sanitary District area maps were drawn for the Inter-municipal Agreement Between Town of Lisbon and Village of Sussex (included in the Cooperative Plan). Mapped areas designated to remain in Lisbon were to receive sewer services. Some of those areas have been connected to the Village of Sussex wastewater treatment facility, while other areas have development in process. More detail is provided in Subsection 4. Built Environment regarding sanitary sewer service. In areas of Lisbon outside of the sewer service area, residential development has occurred in a uniform and homogenous pattern at the low- and suburban densities established throughout Lisbon.

As suburban development progresses, most residential areas rely on the shallow (sand-and-gravel and/or Silurian dolomite) aquifers to supply water from domestic wells. A 2010 study of shallow hydrogeologic conditions in Lisbon confirmed the adequacy of local water recharge areas and shallow aquifers to supply water to Lisbon residents. The "Shallow Groundwater Quantity Sustainability Analysis Demonstration for the Southeastern Wisconsin Region, Technical Report No. 48," notes that "lot size, or density of wells, represents a critical control on groundwater impacts. Drawdown and reductions in stream base flows increase linearly as lot size decreases."

The report indicates that "for sustainable development, the amount of water withdrawn from a given area should not exceed the local recharge rate." Using sites in northwest Lisbon, near the Bark River, in the Upper Fox River Shed, hydrologists calculated the well water use as a percentage of recharge for various lot sizes in Lisbon. They found that at a one-acre lot size, wells pumping from the shallow aquifer in Lisbon use far less water than enters the aquifer as local recharge. Whether developed with return flow (using an individual septic system) or without return flow (on sewer service), the aquifer base that supplies water in Lisbon is adequate to support urban densities of one dwelling per acre or less.

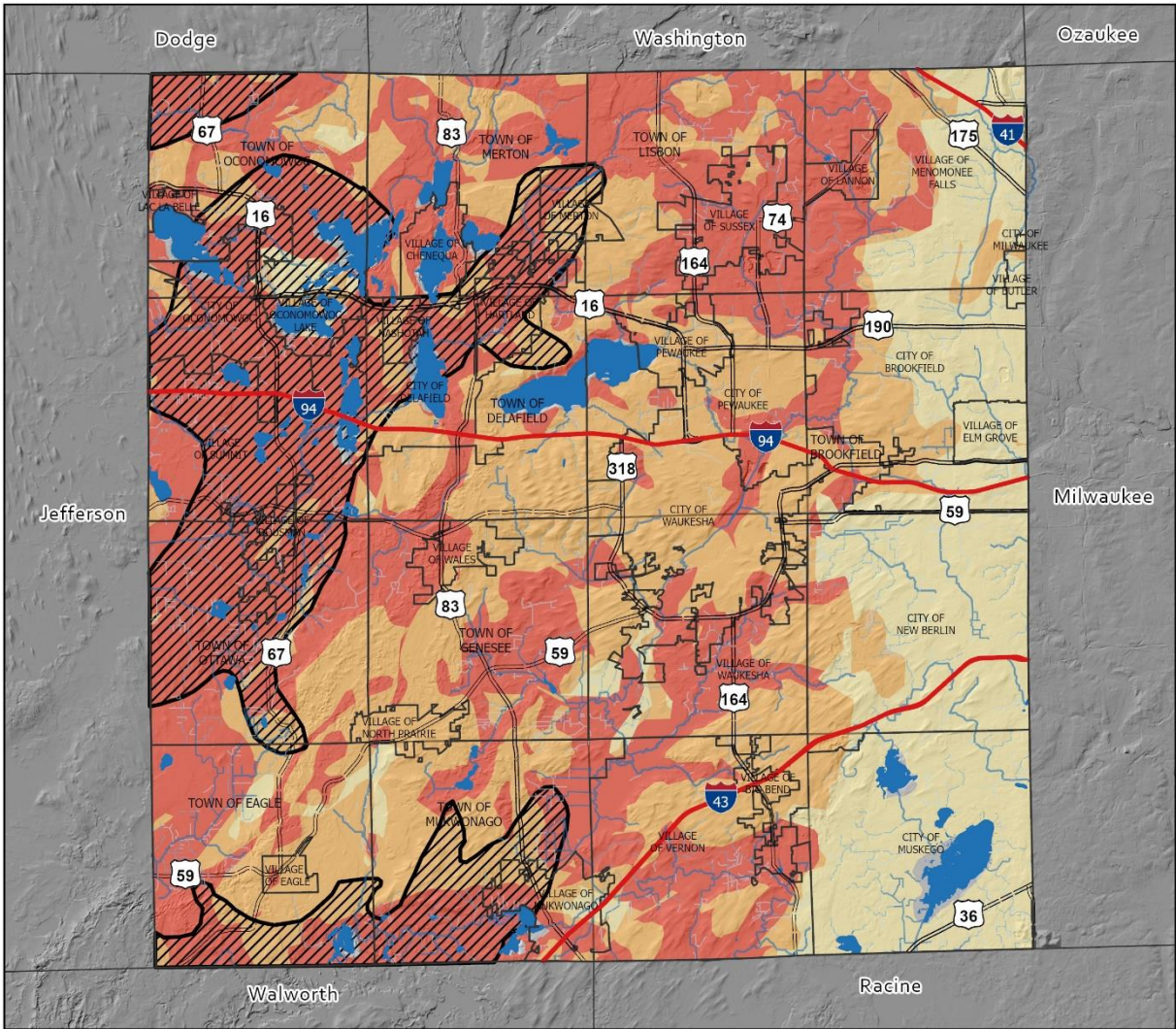
Over the last several decades, Lisbon has adopted land use development patterns, policies and practices designed to preserve important groundwater recharge areas and to support and maintain natural surface and groundwater hydrology to the greatest extent possible. More detail

regarding Lisbon's zoning and subdivision regulations is provided in Subsection 4. Built Environment.





Long-term planning that considers the adequacy of local water supplies for sustainable development and long-term planning that establishes long-term purchases of sewer capacities as part of a regional water quality management plan, funded as a community-wide commitment, has occurred in Lisbon during the last sixty years.

depths. The study will transition into the analysis phase upon completion of data collection. The analysis phase will include developing regression relationships for conductance to chloride, a chloride loading analysis and forecasting, summarizing the state-of-the-art for the various sources of chloride, and developing alternate chloride management scenarios.

Map II-8
Groundwater Contamination Potential & Approximate Area of Recharge for the Sandstone Aquifer



Legend

-  Approximate Recharge Area
-  High Potential for Contamination
-  Medium Potential for Contamination
-  Low Potential for Contamination



Source: Waukesha County, WI DNR, SEWRPC, NRCS, USGS, WGNHS, UW Madison



Geology and Topography

Geologic properties influence the way land is used throughout Lisbon. Geologic conditions, including deposits on the surface and depth to bedrock, influence site development, the provision of public facilities and infrastructure. In Lisbon, geologic attributes and geologic resources have influenced economic and residential development, business development, and decisions on how natural resources can best be used and managed in the Lisbon community.

Topographic elevation in Waukesha County, as depicted on the Map 6, ranges from approximately 730 feet above mean sea level in the extreme eastern portions of the County and the southeastern corner of Lisbon, to 1,233 feet at Lapham Peak (marked with triangle) in the Town of Delafield, a variation of over 500 feet. Most of the high points in Waukesha County are located along the Kettle Moraine. One of the high points is in the southwest quarter Lisbon, in the Mountain Shadows and Arrowhead Highland subdivisions.

Bedrock topography in Wisconsin was shaped by glacial erosion of the exposed bedrock. The consolidated bedrock underlying Waukesha County generally dips eastward at a rate of about 10 feet per mile. The depth to bedrock ranges from 0-50 feet to 350-450 feet throughout the county. Depth to bedrock in Lisbon ranges from 250-350 feet in the northwest corner to 0-50 feet in the southwest half of the Town. The uppermost bedrock unit throughout most of the County is Silurian dolomite, primarily Niagara dolomite, underlain by a relatively impervious layer of Maquoketa shale. The bedrock formations underlying the unconsolidated surface deposits of Waukesha County and Lisbon consist of Precambrian crystalline rocks; Cambrian sandstone; Ordovician dolomite, sandstone, and shale; and Silurian dolomite. As a result of the bedrock topography and surface deposits, land use varies across Lisbon.

The elevation variation of physiographic features in Lisbon is about 300 feet, from high points in the southwest corner of the Town to low points in the southeast corner. These differences in elevation are related to the depth of glacial deposits on the land surface that have a major influence on the manner in which the land is developed today and can be developed in the future. There are areas in almost every Section of Lisbon that are not suitable for urban development because of water, soils and other physiographic features. Sections of the area occupied by Sussex are lower in elevation, with shallow depth of glacial deposits.

Waukesha County has an abundant supply of sand, gravel, and stone. The glacial deposits in the Kettle Moraine portion of Lisbon are among of the best source areas for sand and gravel in Waukesha County and the State. In the Lisbon area, melting glacial waters sorted and deposited high-quality sand and gravel as kames, eskers, and outwash terraces. Some of the highest quality material for nonmetallic mining in Waukesha County is concentrated in Lisbon. Historically, these deposits have made Lisbon one of the largest producers of non-metallic mined products in Waukesha County and in the State of Wisconsin. These building materials contribute significantly to building, resurfacing of roads and urban development, including jobs opportunities, throughout Southeastern Wisconsin. But some of these areas are not suitable for urban residential development until they reach reclamation phases in their business operations.

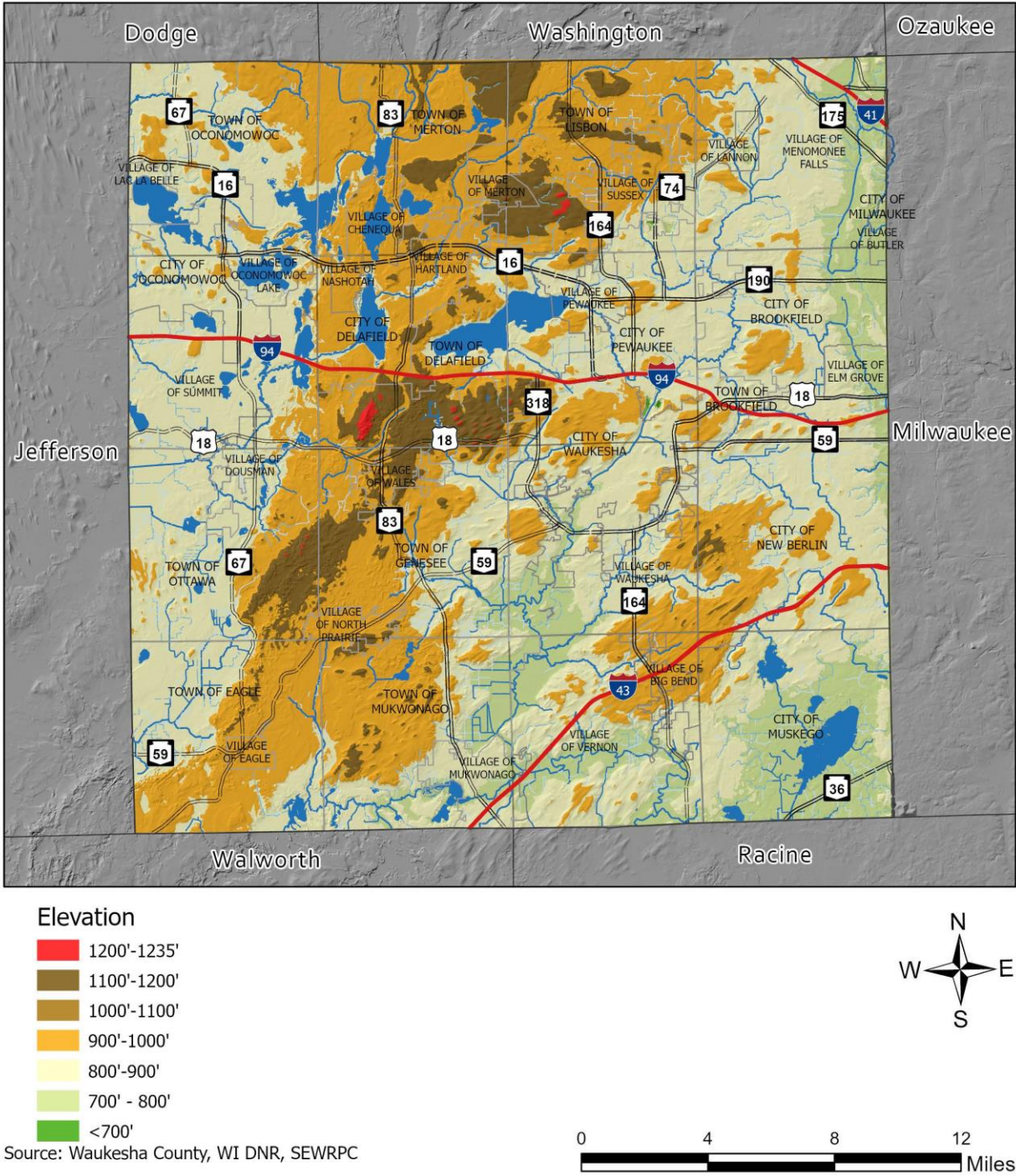
Quarrying and related businesses are an important part of Lisbon's tax base and business community and have long been protected and managed by residents through cooperative land use planning and zoning ordinances. Quarrying and related operations continue in Quarrying Districts, as permitted under the Lisbon Zoning Ordinance. Related ongoing operations in Lisbon include the manufacture of concrete building blocks, the production of ready-mixed concrete, the production of asphalt, stone cutting and crushing, and the recycling of asphalt and concrete. Other ongoing business uses in quarry districts include contractor yards and communication towers. The developed compatibility between residential and non-metallic mining businesses distinguishes Lisbon from other urban areas.

The Waukesha County Land and Water Resource Management Plan, 2022 Update, provides information concerning existing ownership of mining or extractive operations and adjacent lands with the potential for commercially viable mining operations. Map 7 shows mineral extraction sites in Lisbon (right of center, top row). As shown, Lisbon contains four of the ten active limestone quarries and three of the seventeen active sand and gravel pits in Waukesha County.



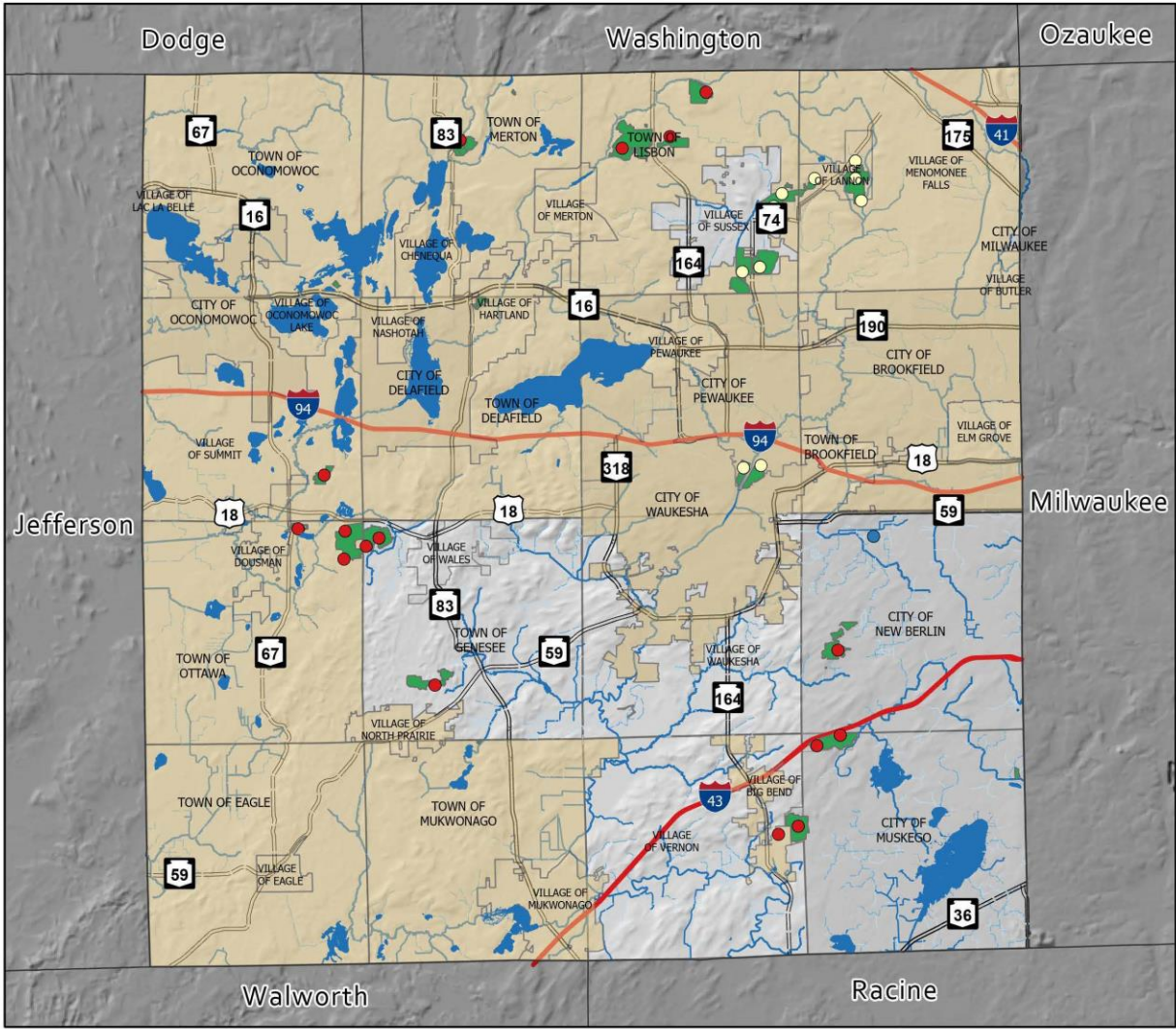
Figure 1 - Lannon Stone quarries at Lisbon Road and CTH F

Map II-2
Topography of Waukesha County



Map II-3

Map II-4
Extractive Areas of Waukesha County: 2021



Legend

- Sand & Gravel
- Quarry
- Peat
- Extractive Areas - 2015 Land Use
- Waukesha County NR135 Nonmetallic Mining Jurisdictional Areas - 2021



Source: Waukesha County, WI DNR, SEWRPC



Soil Conditions

Soil properties exert a strong influence on how land is used. In Lisbon where areas of potential mineral extraction exist, soils are a valuable and irreplaceable resource. In planning land use, there is a need to examine not only how land and soils are currently used, but also how they can best be used and managed in the future.

In 1963, to assess the significance of the diverse soils found in Southeastern Wisconsin, the Southeastern Wisconsin Regional Planning Commission negotiated a cooperative agreement with the U.S. Department of Agriculture, Soil Conservation Service (SCS), now known as the Natural Resources Conservation Service (NRCS), under which detailed operational soil surveys were completed for the entire Region. The results of the soil surveys have been published in SEWRPC Planning Report No. 8, *Soils of Southeastern Wisconsin* and subsequently updated by the NRCS, 2003.

The soils in Lisbon range from very poorly drained organic soils to excessively drained mineral soils. General grouping of these soils into soil associations is useful for comparing the suitability of areas of Lisbon for various uses. Poorly drained soils, for example, may be of limited use agricultural uses (because of water pollution dangers) but useful for recreational-business development. Areas with shallow bedrock conditions may be suitable for urban development, depending on the availability of sewer services.

Map 8 shows the primary soil features that present potential limitations for land use, including depth to water table and bedrock and steep slopes. Soil features presented on the map are used for planning purposes only. Detailed on-site soil analysis is used to validate site conditions.

Suitability of soils is basic to comprehensive planning and development. As illustrated on the Soil Suitability Map, soils in Lisbon include hydric soils, poorly drained soils, soils overlying bedrock at less than 6 feet known as shallow bedrock conditions, and soils on slopes of greater than 12%, characterized as steep slope soil conditions. Hydric soils and poorly drained soils and slopes greater than 12% are present throughout Lisbon and soils in the southeast corner are less than 6' to bedrock.

Hydric soils generally have seasonal depth to the water table of one (1) foot or less and are capable of supporting wetland vegetation. They occur in several areas of Lisbon and generally are zoned as wetlands. Poorly drained soils have seasonal depth to water table of three (3) feet and are present in small areas of Lisbon. Poorly drained soils have high clay content, often causing a perched water table condition. The shallow water table conditions of poorly drained soils risk groundwater contamination from on-site septic systems because of the lack of filtering soil layers. Hydric soils and poorly drained soils occur in several areas of Lisbon and have limitations for residential development but are useful for recreational-business development.

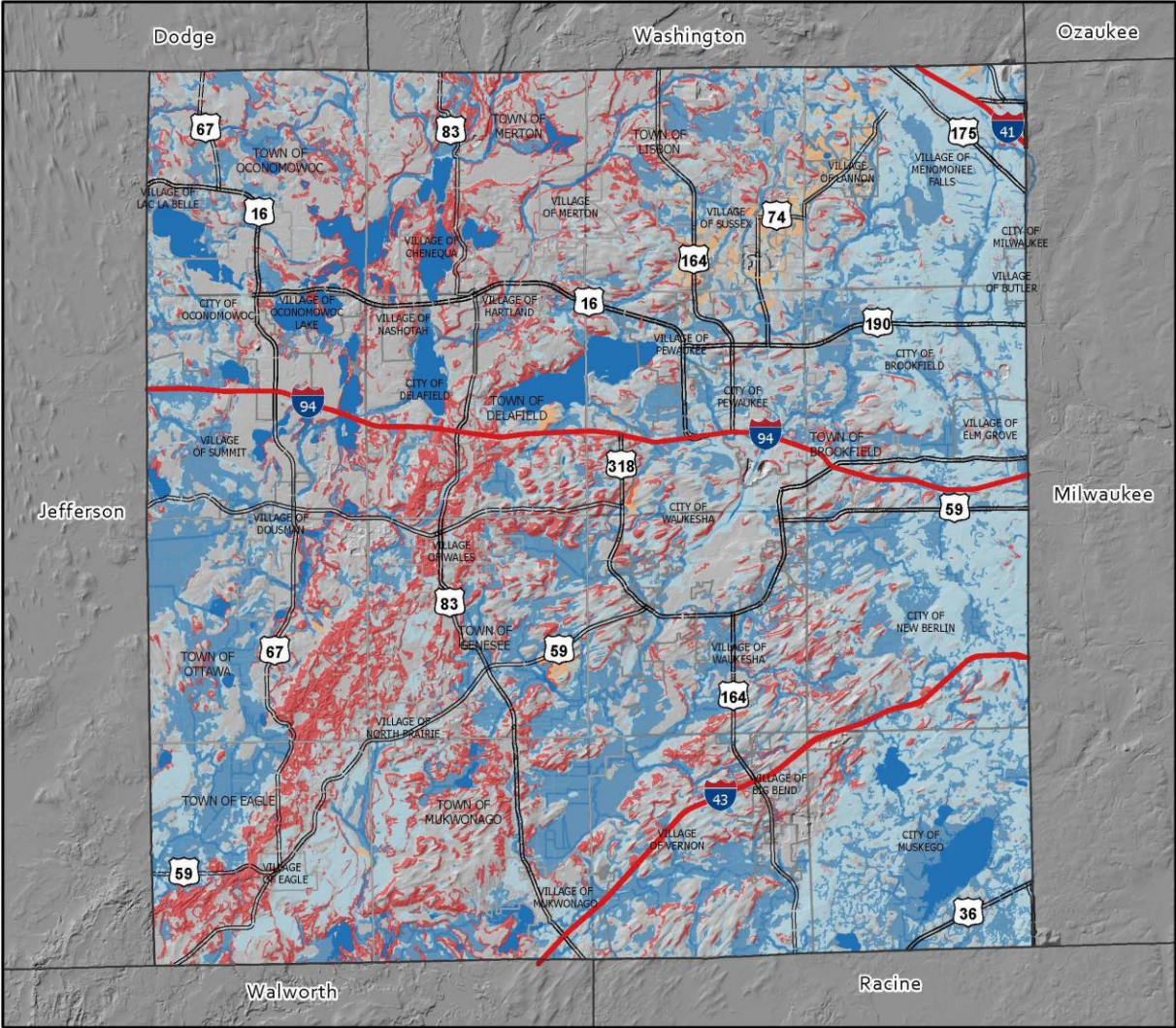
Shallow bedrock soil conditions occur near quarry locations in Lisbon. Areas of shallow bedrock are suitable for urban development, including some residential and commercial structures intermixed with compatible commercial, institutional, or civic uses, and quarrying operations.

Steep slopes occur in southwestern and southeastern areas of Lisbon. Many areas with steep slopes, some with specific glacial features, are used for residential subdivision development and recreational uses today.

The soil map illustrates that various soil conditions exist in Lisbon. Based largely on soil conditions, Lisbon historically delineated zoning districts then regulated and uniformly governed the use, placement, spacing, and size of lots and structures by zone. Zoning, defined in the Lisbon Zoning Ordinance and Map of 1959-2009 and currently through the Lisbon Code, Chapter 11 Town of Lisbon Zoning Code, has applied to urban development in Lisbon for the last sixty years. More detail regarding the zoning code and zoning map are included in Subsection 4 Built Environment below.

Together, the soil map and the Lisbon Zoning Map and Zoning Code provide evidence of Lisbon's dedication to policies and consider the suitability of natural features when planning urban development throughout the community.

Map II-6
Soil Limitations for Development: Waukesha County



Legend

- Hydric Soils
- Hydric Inclusions
- Steep Slopes
- Shallow Bedrock



Source: Waukesha County, WI DNR, SEWRPC, NRCS



4. Built Environment

Introduction

In 1949, Lisbon adopted ‘village powers’ under Wisconsin Statutes §60.10(2)(c). Since then, the Town has used these powers to actively manage development of the built environment in a way that complements its rich natural resource base while providing quality infrastructure and a wide range of housing, employment, and recreational opportunities. As described in more detail below, Lisbon:

- Has adopted a full range of ordinances to regulate the built environment and socio-economic activity
- Adopted a zoning ordinance in 1960 and updated that ordinance over time to reflect current standards and best practices, allow a wide range of land uses in appropriate locations, and preserve natural resources
- Adopted a subdivision ordinance in 1960, and updated that ordinance over time to ensure high-quality development that complements and preserves the natural environment and is served by public improvements constructed to appropriate standards
- Created a community that is an attractive location for residential and nonresidential development
- Designated specific areas throughout the community and supported their development as business and industrial centers for quarries and related businesses, business to business products and services, and products and services for residents
- Successfully managed the creation and administration of a TIF district to redevelop a large commercial property
- Administered design standards for Town roads and streets to ensure that they are constructed to appropriate safety and durability standards, provide adequate stormwater drainage, are properly located in relation to the natural and built environment, and provide convenient travel and access throughout the Town, in conjunction with county and state highways
- Adopted and continues to update and administer a comprehensive plan to guide build out of the community and meet residents’ and businesses’ needs for municipal facilities and services
- Adopted a long-range parks and open space plan to ensure that all residents have convenient access to public outdoor recreational opportunities
- Has worked with Waukesha County to coordinate and implement plans for land use and development, natural resource protection, and park and recreational facilities.
- Secured cooperative boundary plans with the neighboring villages of Merton and Sussex that will, among other benefits, eliminate irregular municipal boundaries and street jurisdictions, provide for joint planning for certain locations, encourage shared services, and support the incorporation of Lisbon as a village.

- Secured municipal sanitary sewer and water service in locations where it makes sense to allow more intense residential and nonresidential uses than is typical throughout the rest of Lisbon
- Operates a Town-wide stormwater utility to maintain and operate storm water drainage facilities and best management practices required as part of the Town's MS4 permit

Through all these activities, Lisbon exercises a high level of planning and coordination. Plans for Town facilities and services are carefully developed and integrated with the Comprehensive Plan. Land use and land division regulations complement each other and implement Town and County plans. Lisbon works with neighboring municipalities and Waukesha County to provide efficient services and coordinated land use planning and development review. The result is a well-planned community with high quality development and municipal infrastructure and services throughout the Town.

Existing Ordinances

General Ordinances

Lisbon's ordinances, adopted under the authority of towns with village powers, address many items that are typically part of city or village governance, including zoning, subdivision, impact fees, and storm water utility ordinances. The following is a list of Town ordinances. The code of ordinances is available on the Town website at <https://www.townoflisbonwi.com/221/Lisbon-Code-Ordinances>.

Chapter 01 - General Provisions - Revised 2017-04-04
 Chapter 02 - General Government - Revised 2019-11-06
 Chapter 03 - Streets and Highways - Revised 2017-04-04
 Chapter 04 - Trees - Revised 2017-04-04
 Chapter 05 - Nuisances - Revised 2018-07-30
 Chapter 06 - Dogs - Revised 2017-04-04
 Chapter 07 - Cable Franchise - Revised 2017-04-04
 Chapter 08 - Parks - Revised 2017-04-04
 Chapter 09 - Sexual Offender - Revised 2018-09-26
 Chapter 10 - Storm Water Utility - Revised 2017-04-04
 Chapter 11 - Zoning Code - Revised 2017-07-11 - with Addendums
 Chapter 12 - Subdivisions - Revised 2017-08-15
 Chapter 14 - Mobile Home - Revised 2017-04-12
 Chapter 15 - Private Swimming Pools - Revised 2017-04-12
 Chapter 16 - Fencing - Revised 2017-04-12
 Chapter 21 - Junk and Junk Dealers - Revised 2017-04-13
 Chapter 22 - Amusement Parks - Revised 2017-04-13
 Chapter 23 - Peddlers - Revised 2017-04-13
 Chapter 24 - Solid Waste Disposal - Revised 2017-04-13
 Chapter 25 - Liquor - Revised 2017-04-17

Chapter 29 - Building Code - Family Dwelling - Revised 2017-04-17
Chapter 30 - Building Code - Revised 2017-04-17
Chapter 31 - Electrical Code - Revised 2017-04-17
Chapter 32 - Plumbing Code - Revised 2017-04-17
Chapter 33 - Rock Crushing, Blasting and Quarrying - Revised 2017-04-17
Chapter 34 - Fire Department - Revised 2017-04-17
Chapter 41 - Offenses - Revised 2017-04-17
Chapter 42 - Traffic - Revised 2017-11-28
Chapter 44 - Municipal Court - Revised 2017-05-24
Lisbon Sewer Service Code - Sanitary District Number 1

Recently adopted ordinances that have not yet been codified can be found on the Town of Lisbon website at <https://www.townoflisbonwi.com/283/Ordinances-Recently-Acted-On>. Recently adopted ordinances include, among others:

- An ordinance to repeal and recreate various sections of Chapter 11 Zoning Code related to conditional uses
- An ordinance to create Chapter 13 Impact Fees, imposing impact fees on residential development in specific growth areas to pay for transportation facilities and parks, playgrounds, and land for athletic facilities needed to accommodate new development
- An ordinance to repeal and recreate Chapter 12 Subdivisions
- An ordinance to repeal and recreate Chapter 2.04(a) Plan Commission
- An ordinance creating Section 33 of the Zoning Code related to Planned Unit Development and repealing/recreating various sections of the Zoning Code related to Planned Unit Developments
- An ordinance repealing and recreating Section 27 of the Zoning Code related to B-4 Special Use Zoning District
- An ordinance repealing and recreating Section 28 of the Zoning Code related to B-P Industrial Business Park Special Use Zoning District

As can be seen from the list of recently adopted ordinances, as well as the most recent amendment dates for codified ordinances, Lisbon reviews and updates its ordinances on a regular basis, especially its zoning and subdivision ordinances. After incorporation, Lisbon will need to amend or recreate some of its ordinances and will re-codify all its ordinances at that time.

Zoning Ordinance

Through administration of the zoning code, Lisbon guides development in an orderly manner, promotes safe and healthful conditions, and preserves and protects the natural environment. The current Lisbon zoning map is included as Map 9, and a copy of the zoning ordinance is included as Appendix B. Lisbon offers a wide range of zoning options, as shown in the summary of zoning classifications in Table 1.

Lisbon's zoning code allows for a wide variety of uses in appropriate locations and densities while protecting natural resources. Conservancy zoning protects environmentally sensitive lands from most forms of development. The Upland Corridor zoning allows limited residential development at low densities on lands with limitations for development. The Planned Unit Development Overlay District provides flexibility to design sites that make more efficient use of land and protect natural resources. The minimum lot size for most residential development is one acre. This allows space for water percolation back into the water table at individual home sites. The zoning code allows for multi-family housing units and single-family units on 30,000 square feet lots only if public sanitary sewer is provided. A wide range of commercial and manufacturing uses are allowed subject to maximum floor area ratios, joint planning with the Village of Sussex, plan of operation and site plan approval, and conditional use approval as appropriate.

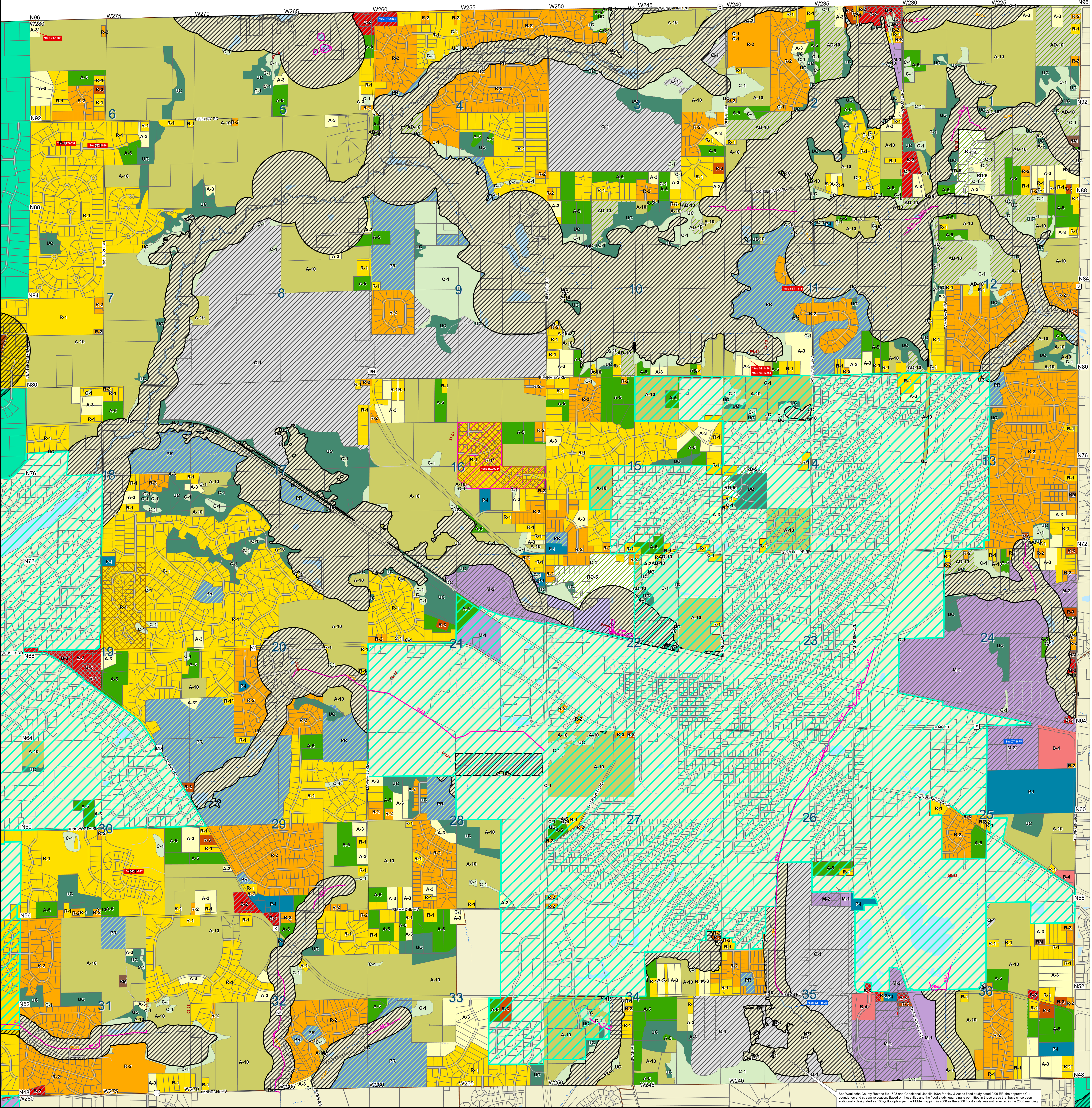
As shown on the zoning map, there remain scattered parcels throughout Lisbon with agricultural zoning classifications. While Lisbon has several rural residential and agricultural zoning categories, the land use plan calls for these types of land uses to be limited to areas that are not suitable for more intense uses. Map 10, Town of Lisbon Development Map (included in Land Use Trends, p. 47), and Map 17, Waukesha County Land Use Plan - Town of Lisbon (included in Excerpts from Land Use Plans, p. 67), show that most of these parcels have been developed with residential uses, are in the process of being developed for residential uses or are planned for residential uses. A limited amount of land in the northwest corner of Lisbon and other scattered lands with existing lower density development patterns are planned for rural density or other agricultural land. The AD-10 and RD-5 zoning districts have been used in a few instances to allow development in areas not suitable for higher density development by allowing cluster development that preserves environmentally sensitive lands.

The zoning code promotes high quality development and compatibility between uses. The zoning map and zoning districts accomplish this through careful consideration of the location of specific zoning districts and allowable uses in each district. The code also promotes high quality development and compatibility through regulation of building height and location, accessory structures, conditional uses, off-street parking, screening, lighting, landscaping, signs, swimming pools, guesthouses, boat houses, adult establishments, airport safety zone regulations and other regulations.

As part of Lisbon's commitment to protecting natural resources, the zoning code includes the following regulations:

- Conservancy and Upland Corridor zoning districts to protect environmental areas
- Regulation of land disturbing and development activities in shoreland and floodplain areas (Section 3(c)6.)
- Shore setbacks of at least 75 feet from the ordinary high water mark of navigable waters, the one-hundred year floodplain, or a conservancy district (Section 3(g)1.i.)
- Regulation of agricultural uses to prevent erosion and water pollution (Section 3(c)7.)

- Regulation of surface water withdrawal or diversion (Section 3(c)8.)
- Maximum limits on floor area ratios
- The Plan Commission may approve a reduction in lots sizes or an increase in floor area ratios of no more than 30% if municipal sewer, or municipally approved communal sewer or water service is provided (Section 3(e)4.)
- Water performance standards to protect surface water and groundwater (Section 3(f))



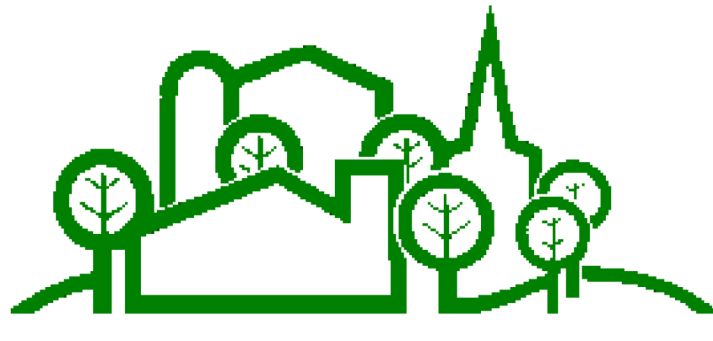
Town of Lisbon Zoning Map

Zoning Districts

- AD-10 Agricultural Density 10-Acre
- RD-5 Rural Residential Density 5-Acre
- A-10 Agricultural
- A-5 Mini-Farm
- A-3 Agricultural/Residential Estate
- R-1 Suburban Single Family Residential
- R-2 Single Family Residential
- R-3 Two Family Residential
- RM Multi-Family Residential
- B-1 Restricted Business
- B-2 Local Business
- B-3 General Business
- B-4 Community Business
- B-P Mixed Use Business Park/Light Industrial
- Q-1 Quarrying
- M-1 Limited Industrial
- M-2 General Industrial
- P-I Public and Institutional
- C-1 Conservancy Wetland
- UC Upland Corridor
- PR Park and Recreation

Overlay District

- Planned Unit Development (PUD)



TOWN OF LISBON

*Conditional Rezones are labeled w/ File Number

Navigability Determination (File Number Labeled)
99:99 (Navigable)
99:99 (Not Navigable)
99:99 (See File for more info)



0 0.25 0.5 Miles

Adopted by the Lisbon Town Board: January 25, 2010
Adopted by the Waukesha County Board of Supervisors: March 23, 2010
Prepared by the Waukesha County Dept. of Parks & Land Use: January 25, 2010
Comprehensive Revisions adopted by the Waukesha County Board of Supervisors: October 24, 2017
Effective Date: October 30, 2017
Updated by the Waukesha County Dept. of Parks & Land Use: March 2022

See Waukesha County Zoning File 1628 and Conditional Use File 4584 for Hwy & Assoc flood study dated 9/06 RE: the approved C-1 boundaries and stream relocation. Based on these files and the flood study, quarrying is permitted in those areas that have since been redistricted as 100+ foot floodplain as the FEMA mapping in 2008 as the 2006 flood study was not reflected in the 2008 mapping.

Recent Zoning Amendments							
File Number	Section	Zoning Change	Adopted	File Number	Section	Zoning Change	Adopted
ZT-841	17	Q-1 to A-2	3/22/88	ZT-1712	29, 30	A-10 to A-5	2/22/11
ZT-913	4	A-2 to B-2	11/21/89	ZT-1714	19, 20	P-R to A-3	3/22/11
ZT-914	24	M-2 to A-2	11/21/89	ZT-1715	20	P-R to R-1	3/22/11
ZT-1119	35	B-2 to Q-1	8/9/94	ZT-1740	18	A-3 to R-1	10/23/12
ZT-1244	36	A-3 to B-2	3/8/94	ZT-1743	15	AD-10 to A-5	11/27/12
SZT-1311	35	Q-1 to B-3, M-2	2/23/99	Map correction	3	R-3 to R-1	1/4/13
SZT-1318	11	A-10, A-2 to A-2	4/13/99 *	ZT-1742	16	A-5 to R-1	1/22/13
ZT-1357(Extraterritorial)	35	Q-1 to M-2	9/12/00	ZT-1747	10	A-10 to R-1	2/26/13
SZT-1425	24	A-2 to M-2 C-1	11/13/01	ZT-1754	33	A-5 to R-1	6/25/13
ZT-1449	8	A-1 to Q-1	7/23/02	ZT-1758	19	B-2 to B-3	8/27/13
ZT-1548	35, 36	Q-1 to M-2	10/12/04	ZT-1659A	22	C-1 to RD-5	11/28/13
ZT-1625	4	A-2 to B-2	7/25/06*	ZT-1778	11	A-10 to RD-5	7/22/14
SZT-1628	35	C-1 to Q-1/Q-1 to C-1	10/10/06*	ZT-1800	28	A-5 to R-2	11/25/14
ZT-1646	35, 36	Q-1 to M-2	6/26/07	ZT-1807	36	A-10 to R-2	5/26/15
ZT-1650	29	A-2 to C-1	10/23/07	ZT-1740A	18	R-1 to A-3	7/28/15
SZT-1659	22	A-2 to C-1	11/13/07	SZT-1822	35	A-10 to R-1, R-3	5/24/16
ZT-1675	25	A-10 to M-2	7/22/08*	ZT-1840	19	B-2 to B-3	10/25/16
ZT-1681	34	A-2 to Q-1/C-1	2/24/09	ZT-1701D	All	Comprehensive	10/24/17
ZT-1705	6	AD-10 to A-3	9/28/10*	ZT-1858	29	A-10 to R-1	11/28/17
ZT-1711	28	A-5 to A-3	2/22/11	RZ78	7	A-10 to R-1	5/25/2021
RZ77	31	AD-10 to R-2	5/25/2021				

Current and Future Zoning for Certain Lands in Accordance with the Special Planning Districts
Certain lands generally along Townline Rd. between STH 74/Main St. and CTH VV/Silver Spring Dr. in the E 1/2 of Section 25 are designated as current or future B-4 and B-P zoned lands. B-4 is designated for the lands on the southwest corner of Townline Rd. and STH 74 northeast of the developed school district property. B-P is designated for the lands along CTH VV south of the developed school district property, and B-4 is designated for the lands on the northwest corner of Townline Rd. and CTH VV southeast of the developed school district property.
Certain lands north of CTH K/Lisbon Rd. in the East 1/2 of Section 36 are designated as future B-4 and B-P lands.
Certain lands on the southeast corner of CTH K and STH 164 in the SE 1/4 of Section 35 are designated as B-4 zoned lands.
Refer to Exhibits A-D in the Town of Lisbon Zoning Ordinance.

Table 1 – List of Zoning District Classifications

District	Name	Purpose	Uses / Restrictions
C-1	Conservancy Wetland and Floodplain	...preserve and protect environmentally sensitive lands by limiting the uses and intensity of uses	No new filling, flooding, draining, excavation, dredging, ditching, or tiling, with very limited exceptions
UC	Upland Corridor	...preserve, protect, enhance, and restore significant woodlands, native plant communities, upland wildlife habitat areas, scenic overlooks, slopes exceeding 12%, and upland wooded areas, while also affording an opportunity to use the site for the limited residential purposes	Residential at densities not exceeding one unit per five acres
PR	Park and Recreation	...provide for areas where the active and passive recreational needs, both public and private, of the Town residents can be met without undue disturbance of natural resources and adjacent uses.	Park and recreation uses and associated structures
AD-10	Agricultural Density 10-Acre	...allow the development of land at densities not greater than one (1) unit for each ten (10) acres, in order to protect and encourage the preservation of the rural character of the town, environmentally sensitive areas, and open spaces; provide for some marketability of such lands; and encourage more economical use of lands suited to limited and controlled residential development by permitting more intensive use of such lands	This district encourages the transfer of residential development rights from one area of a parcel to another, and from one tract of land to another in the same development, thereby allowing an increase in the density of development on suitable lands for development in exchange for establishing the preservation of the lands designated as "agricultural preserved lands"; minimum lot size one acre at ten-acre density
RD-5	Rural Residential 5-Acre	The purpose and intent of this zoning district is to allow the development of land at densities not greater than one (1) unit for each five (5) acres, in order to protect and encourage the preservation of the rural character of the town, environmentally sensitive areas, and open spaces; provide some marketability for such lands; and encourage more economical use of lands suited to limited and controlled residential development by permitting more intensive use of such lands	This district encourages the transfer of residential development rights from one area of a parcel to another, and from one tract of land to another in the same development, thereby allowing an increase in the density of development on suitable lands for development in exchange for establishing the preservation of the lands designated as "agricultural preserved lands"; minimum lot size one acre at five-acre density

District	Name	Purpose	Uses / Restrictions
A-10	Agricultural	...to provide for very low-density single-family residential development in predominantly rural areas in order to maintain, to some degree, the agricultural character of the property and the rural character of the area.	Agricultural uses and farm dwellings; agricultural businesses; minimum lot size of 10 acres
A-5	Mini Farm	...provide for very low-density single-family residential development in predominantly rural areas in order to maintain, to some degree, the agricultural character of the property and the rural character of the area	Small-scale agricultural uses and farm dwellings; minimum lot size of 5 acres
A-3	Agricultural / Residential Estate	...transition between rural, agricultural uses and low-density single-family suburban residential development	Single family residential and limited livestock; minimum lot size of 3 acres
R-1	Suburban Single Family Residential	...provide for low-density suburban single-family residential development	Single family residential; minimum lot size 1 acre
R-2	Single Family Residential	...provide for low-density single-family residential development	Single family residential; minimum lot size 30,000 square feet with sewer, 1 acre unsewered
R-3	Two Family Residential	...provide for single family or two-family attached residential development	Single family or attached two family residential; minimum lot size 30,000 square feet with sewer, 1 acre unsewered
RM	Multi-Family Residential	...provide for single-family residential development (one unit per acre) or two family attached dwellings with or without sewer, or multi-family residential development	Single family and two family residential; multi-family residential up to four units per acre served with sanitary sewer; minimum lot size 1 acre
P-I	Public and Institutional	...provide for those uses which serve a public need and are principally of an institutional, educational, medical, or governmental nature	Hospitals, nursing homes, schools, municipal buildings, churches, etc.; minimum lot size 1 acre
B-1	Restricted Business	...provide for retail or customer service establishments of a restrictive nature	Small-scale retail and office uses; minimum lot size 1 acre; maximum floor area ratio 20%
B-2	Local Business	...provide for retail or customer service establishments serving the local area	Local commercial, retail, and office uses; minimum lot size 1 acre; maximum floor area ratio 50%
B-3	General Business	...provide for business and trades of a more general nature and serving a larger trade area	Wholesale, retail, storage uses, limited manufacturing; minimum lot size 1 acre; maximum floor area ratio 50%

District	Name	Purpose	Uses / Restrictions
B-4	Commercial Special Use	...provide for the orderly and attractive grouping of businesses at appropriate locations along the STH 164 and STH 74 highways and adjacent route...for businesses and customer services which are logically related to and dependent upon highway traffic	Retail, customer service, and office uses, subject to approval from the Joint Planning Commission of The Town of Lisbon and the Village of Sussex; minimum lot size 1 acre; maximum floor area ratio 30% unsewered, 50% sewer
B-P	Industrial / Business Park Special Use	...provide for the orderly and attractive grouping of diverse office, retail, and customer service uses, and industrial uses of limited intensity where the appearance of such mixed uses is enhanced by pleasing building architecture and generously landscaped sites	Manufacturing and business uses, subject to approval from the Joint Planning Commission of The Town of Lisbon and the Village of Sussex; minimum lot size 40,000 square feet
Q-1	Quarrying District	...provide for limited A-3 agricultural/residential estate district uses and quarrying and quarry related operations	Quarrying and associated production activities allowed as a conditional use
M-1	Limited Industrial	...provide for trades or industries of a restrictive character.	Light industrial, lumber yards, transportation terminals, animal hospitals, vehicle sales
M-2	General Industrial	...provide for trades or industries of a general character	General industry except certain heavy industries; quarrying as a conditional use
PUD	Planned Unit Development Overlay	...permit greater flexibility and...more creative and imaginative design for development of a site	Same uses as the underlying district, however mixed uses may be allowed if compatible and necessary to the purpose of the PUD

Land Division Ordinance

Lisbon first adopted a land division ordinance on May 20, 1960. Lisbon's current subdivision ordinance, Chapter 12 Land Division and Development Ordinance, most recently revised on May 24, 2021, comprehensively regulates land division and development in the same manner as incorporated cities and villages. The intent of the ordinance is to, among other objectives:

- Obtain the wise use, conservation, protection and proper development of the Town of Lisbon's soil, water, wetland, woodland, and wildlife resources
- Facilitate adequate provision of housing, transportation, water supply, storm water control, wastewater treatment, schools, parks, playgrounds and other public facilities and services

- Prevent and control erosion, sedimentation, and other pollution of surface and subsurface waters; preserve natural vegetation and cover and promote the natural beauty of the Town of Lisbon and preserve the natural physical features of each development site
- Restrict building sites in areas covered by poor soils or in other areas poorly suited for development
- Ensure adequate legal description and proper survey monumentation of subdivided land
- Implement those municipal, county, watershed or regional comprehensive plans or their components adopted by the Town of Lisbon and in general to facilitate enforcement of Town development standards as set forth in the adopted regional, county and local comprehensive plans, adopted plan components, Zoning Ordinance and Building Code of the Town of Lisbon
- Provide for staged development of all division of land within the Town of Lisbon so that the Town of Lisbon can provide for adequate governmental services to the residents.

Lisbon's subdivision ordinance establishes requirements and procedures for preliminary plats, final plats, and Certified Survey Maps. It requires dedication or reservation of lands as needed for streets, drainageways, and parks, playgrounds, and other public sites, prohibits development on lands with slopes of more than 12 percent and requires a 75-foot setback from wetlands. The ordinance sets forth standards for lots, requires streets to conform to topography and provide for efficient storm drainage and sanitary sewer systems, includes detailed street design requirements, requires stormwater drainage easements where needed, park impact fees where dedication of parkland is not feasible, construction of trails in all developments, installation of public streets, sanitary sewer, water, sidewalks, street lights, street trees, and other public facilities as needed, installation of emergency water reservoirs for fire protection or payment of a fee-in-lieu to the Town, requires erosion control measures, and sets forth development fees.

The Lisbon Plan Commission reviews all proposed land divisions and developments in the Town, with development review and recommendations provided by professional planners and engineers. With this extensive experience regulating land division and development, the Town is already providing a village level of development oversight.

A copy of the Lisbon subdivision ordinance is included in Appendix C.

Other Ordinances

On Lisbon's website, under the section labeled 'Other Ordinances Recently Acted On' (<https://www.townoflisbonwi.com/283/Ordinances-Recently-Acted-On>) there are numerous ordinances revising the Town's Comprehensive Plan, rezoning lands for development, detaching right-of-way pursuant to the Agreement with the Village of Sussex, establishing Planned Unit Developments, and governing the conduct of virtual and hybrid meetings, among others.

Land Use Trends

Development Trends

Lisbon was established in 1836 as a township, but Lisbon residents began planning to become a village in 1949 when they authorized the Lisbon Board to exercise “village powers” and to engage in comprehensive land use planning. Historically, Lisbon began as a collection of thoughtfully designed residential areas, separated by tree-lined fields on family-operated farms, and a dozen operating quarries. During the last several decades, farms were sold for urban land uses. Some became residential subdivisions and others became recreational businesses, commercial business, or industrial business centers. Several small quarries were closed or were consolidated as quarry businesses. Today, there is one remaining family-operated farm, four operating quarries, and three operating sand and gravel pits in Lisbon, but over 100 businesses of other types are located in business and industrial centers in the Lisbon community. There are isolated areas, primarily in the northwest and northeast corners of the Town that continue to be used as tillable farmland but are no longer part of a family-owned and operated farm.

For decades, Lisbon residents have recognized the area’s unique environmental features that exist within its political boundaries and have used local ordinances to manage the gradual development of the built environment within Lisbon’s political boundaries. Through comprehensive planning, Lisbon developed in ways that are sensitive to the area’s natural resources and soil base. For example, subdivision lots developed in Lisbon are larger than lots in surrounding urban communities. This allows space for water percolation back into the water table at individual home sites. Typically, Lisbon homes are individual designs, sited on one-acre or larger lots and set into the natural environment and landscaped to blend into surrounding wooded areas. For Lisbon residents, part of the charm of the community lies in its landscape with rolling hills and large home sites set into old growth woods. Industrial areas also are sited and landscaped to blend into Lisbon’s natural features, and signage is designed to blend into the natural environment.

Through steady and ongoing in-fill development, most of Lisbon’s land designated for residential use has been built out or is in the process of developing, and these residential areas have become contiguous, and in most cases separated only by natural features, land unsuitable for development, or lands used for recreational or quarrying purposes.

As Lisbon was achieving suburban residential densities, several business areas and industrial centers also developed in Lisbon. Local business areas developed near residential subdivisions to serve local service needs, and industrial centers developed to serve commercial and industrial business needs.

This growth and urban development have been managed so the overall built environment is cohesive in maintaining Lisbon’s concern for environmental features and wooded identity. As a result of decades of consistent implementation of Subdivision Control Ordinances and quality

standards, Lisbon has achieved a cohesive wooded identity throughout both residential and business areas in the Lisbon community.

During the last 50 years (1970 to 2020), Lisbon has been one of the fastest growing suburban areas in Waukesha County. During these years, Lisbon's population grew 122%, almost twice as fast as the 76% residential growth rate for Waukesha County.

Table 2 - Population Growth in Lisbon, 1970-2021

Year	Town of Lisbon Population	Percentage Increase	Waukesha County Population	Percentage Increase
1970	4,709		231,335	
1980	8,352	77%	280,203	21%
1990	8,277	-1%	304,715	9%
2000	9,359	13%	360,767	18%
2010	10,157	9%	389,891	8%
2020	10,477	3%	406,978	4%
Total Growth	5,768	122%	175,643	76%
2021	10,731	2%	410,666	1%

Source: U.S. Census, Wisconsin Demographics Services Center January 1, 2021, final population estimates.

Population increased by a modest 320 persons between the 2010 census and the 2020 census, but by an estimated 254 in a single year from 2020 to 2021. The Comprehensive Development Plan for the Town of Lisbon - 2035, adopted in 2009, projected a 2035 population of 10,770 for the Town; the 2021 population is already 10,731.

This population growth is consistent with the acceleration of residential development in recent years. During 2011 through 2021, the Town issued building permits for 401 new homes, including 142 in 2020 and 2021 alone.

Table 3 - Building Permits per Year, 2011-2021


Year	New Homes	Commercial	Total Permits
2011	17	0	575
2012	19	2	669
2013	28	1	651
2014	40	1	698
2015	29	1	657
2016	30	1	831
2017	33	0	803
2018	31	1	751
2019	32	1	746
2020	52	1	985
2021	90	2	1100
Total	401	11	8466

Source: Town of Lisbon

Map 10 shows lands with constructed improvements prior to 2011, lands with improvements constructed from 2011 to early 2022, and lands for which development is approved or in the approval process but not yet constructed. As shown, from 2011 to the present, residential construction occurred within several new subdivisions or new phases of existing subdivisions, as well as infill in existing subdivisions and isolated new construction in various areas of the Town. In total, 428.8 acres of residential land were improved within the Town between 2011 and the present.

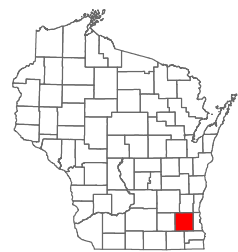
Between 2011 and the present, the Town also experienced new nonresidential development as shown on Map 10. During this time, the Town approved construction of nine new commercial or manufacturing buildings, in addition to the construction of the Silver Spring Intermediate School. In total, 157.1 acres of new nonresidential development were constructed during this period.

Residential Development

-  Extractive Uses
- Recreational, Environmentally Sensitive Areas, Rights-of-Way

Environmentally sensitive areas include environmental corridors, isolated natural resource areas, surface water, wetlands, floodplain and other open land to be preserved.

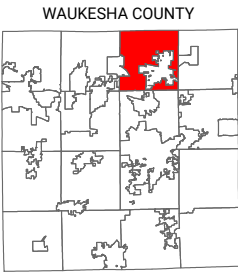
Environmental corridors and isolated natural resource areas contain some existing development.



Developed Prior to 2011
 Developed 2011 to Present
 Development Approved/In Process
 - Not Yet Constructed

- Roads
 □ Parcels
 ■ Other Municipalities

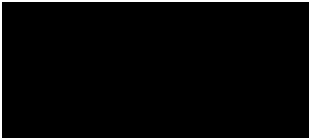
One (1) square mile:
528 housing units with 2.57 persons
per unit per 2020 US Census estimate
(1,356 total population)



Includes Mixed Use category



A horizontal scale bar with tick marks at 0, 0.5, and 1. The word "Mile" is at the right end.



Current and Future Development

As shown on Map 10 there are several areas where new development is approved or in the approval process but not yet constructed. The Town currently has ten new subdivisions or additional phases of existing subdivisions approved but not yet constructed, or in the development approval process. These areas encompass 573.3 acres or 374 new lots. In addition, the Town Center development will include a mix of 175-185 new medium density single-family and duplex residential units as well as multi-family units, as described below. Including building permits issued in 2020 and 2021, the Town has 516 new residential lots just constructed, under construction, or in the development approval process, not including the Town Center development. New subdivisions or additional phases of existing subdivisions in process include those show in Table 4 below.

Table 4 - Subdivisions Currently in Process

Tax Key of Original Parcel	Development	Developer	No. of Lots
0190998	Boyd property	Neumann Development	18
0206996	Hillside Ridge III	Neumann Development	27
0171998002	Meissner property	Kaerek Homes	46
0171995	Twin Pine III subdivision	MLG	38
0224999003 and 0224040	Hickory Hill subdivision	Neumann Development	28
0255998	Subdivision	Condon Properties	58
0270048 and 0270049	Arrowhead Highlands Addition No # 3	Carl Schultz	82
0268999	Pheasant View subdivision	Kaerek Homes	31
0264023	The Preserve at Harvest Ridge Addition No. 2	Neumann Development	27
0150997	Bark River Subdivision	Kaerek Homes	19
Total			374



Figure 2 - Twin Pines Subdivision Under Construction

Infill development since 2011, as well as new development in process, continues to fill in developable areas within Lisbon at a rapid pace, creating contiguous residential neighborhoods.

Currently the Town has design approvals or construction in process for six new buildings in TID No. 1 (described in more detail below), a new Kwik Trip at STH 164 and County Line Road (County Road Q), and a new landscaping business along Town Line Road just north of TID No. 1. In addition, Lisbon is working with a developer on a new Town Center, described in more detail below.



Figure 3 - New Kwik Trip Under Construction at County Line Road



THE GROUND CRAFTER
Landscape Architecture & Construction
Our Passion is Outdoor Living.

Figure 4 - Approved Plan for Ground Crafters Landscape Architecture

Tax Incremental District No. 1

In 2018, Lisbon created Tax Incremental District No. 1 to promote mixed use development, including redevelopment of the former Lied's Nursery. The district includes approximately 225 acres just east of Lisbon Road, between County Road F and County Road VV. Of this area, 85 was

already developed with school and residential facilities, 36 acres was planned for industrial development, 53 acres for commercial development, and 50 acres for school facility expansion. A copy of the Project Plan is included in Appendix D.

The project plan included project costs of \$4.2 million for site preparation, sanitary sewer extension, capacity in the Lannon Interceptor to convey wastewater to the Sussex Wastewater Treatment Facility, water service extension, and entrances from County Road F and Townline Road. Development in the district is projected to add \$29.7 million to the Lisbon's tax base.

In 2021, Lisbon issued \$3.3 million of general obligation bonds to pay for sewer, water, and street improvements for TID No. 1. The Town spent \$1.4 in 2020 and another \$2.2 million in 2021 for improvements and plans to spend \$2.0 million in 2022.

Since creation, development in the district has included a Casey's General Store, Silver Spring Intermediate School, and Wikoff Color Corporation, a new 40,000 square foot manufacturing facility that will create 25 new jobs in Lisbon. Development currently under construction or in the design approval process includes Polyak Trucking, Pizza Ranch, Attitude Dance Studio, Blaze Landscaping, a 150,000 square foot soda and snacks processing facility, and a 40,000 square foot utility construction equipment manufacturer. These developments account for 113 acres of the planned new development, leaving only 26 acres for future development. Lisbon owns this parcel and is currently in negotiations for the sale of the property.



Figure 5 - Casey's General Store



Figure 6 - Wikoff Color Corporation



Figure 7 - Polyak Trucking, under construction



Figure 8 - New 150,000 sf Manufacturing Facility in TID No. 1

Town Center

Planning is currently underway for a large mixed-use development that will be known as Town Center. This development encompasses 150.5 acres along STH 164, northwest of Lisbon's boundary with the Village of Sussex and the existing commercial park along STH 164.

The preliminary plan for this development includes 8.5 acres for a new Village Hall and park, 14.8 acres of mixed-use commercial and multi-family, 41.1 acres of medium density single-family residential, 8 acres of medium density duplex residential, 60.5 acres of open space for recreation, stormwater detention, wetlands, and floodplain, and 17.6 acres of right-of-way. In total, the proposed plan will create 175-185 new single-family and duplex residential units as well as multi-family residential units. A copy of the preliminary site plan for the Town Center is included as Map 11. This area will be provided with sanitary sewer and water service under agreements with the Village of Sussex. Lisbon is currently exploring the feasibility of creating a tax incremental district to fund a portion of the public improvements needed to extend sewer and water service and make any required transportation improvements.

A portion of this area is within one of the 'Village Gateway' areas identified in the Cooperative Plan with the Village of Sussex. As described in Section 15 of that agreement and portrayed on Exhibit P to the Plan (a copy of which can be found at <https://doa.wi.gov/DIR/Exhibit%20P%20VillageGateway.pdf>), Lisbon will follow agreed upon design standards for development of this area. All development proposals will be reviewed by both Lisbon and Sussex.



Site Data

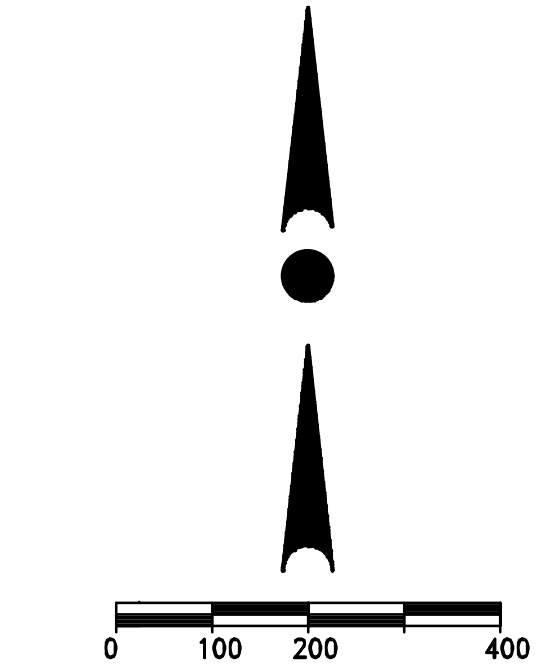
Total Area	150.46 acres
<div></div> Civic & Park	8.5 Acres*
<div></div> Mixed Use, Multi-Family & Commercial	14.8 Acres*
* Excludes proposed road right-of-way	
Single Family Residential	41.1 Acres*
**135 - 145 Total units	
Density = 3.28 - 3.53 un/ac	
[Minimum 3 un/ac density required for TID]	
<div></div> The Estates	21.7 Acres*
55 - 65 Lots	
85' x 150' - 12,500 sf	
<div></div> The Villas	19.4 Acres
70 - 80 Lots	
65' x 140' = 9,100 sf	
<div></div> Two-Family Residential	8.0 Acres*
**40 Total units (20 duplexes)	
Total Single & Two-Family Units **175 - 185 Units	
** Excludes proposed Mixed Use area	
<div></div> Passive Open Space	60.5 Acres*
- Recreation Area 15.7 acres	
- Stormwater 6 acres	
- Wetland 37 acres	
- Floodplain 1.8 acres	
<div></div> Public Road Right-of-way	17.56 Acres
SUB-TOTAL	150.46 Acres

Lisbon Town Center - Site Plan

Town of Lisbon, Wisconsin



4100 N CALHOUN ROAD
BROOKFIELD, WI 53005
PHONE: (262) 790-1480
FAX: (262) 790-1481
EMAIL: jpudelko@trioeng.com



Scale: 1" = 200' (22"x34")
Scale: 1" = 400' (11"x17")

DATE: 04-18-2022

Transportation

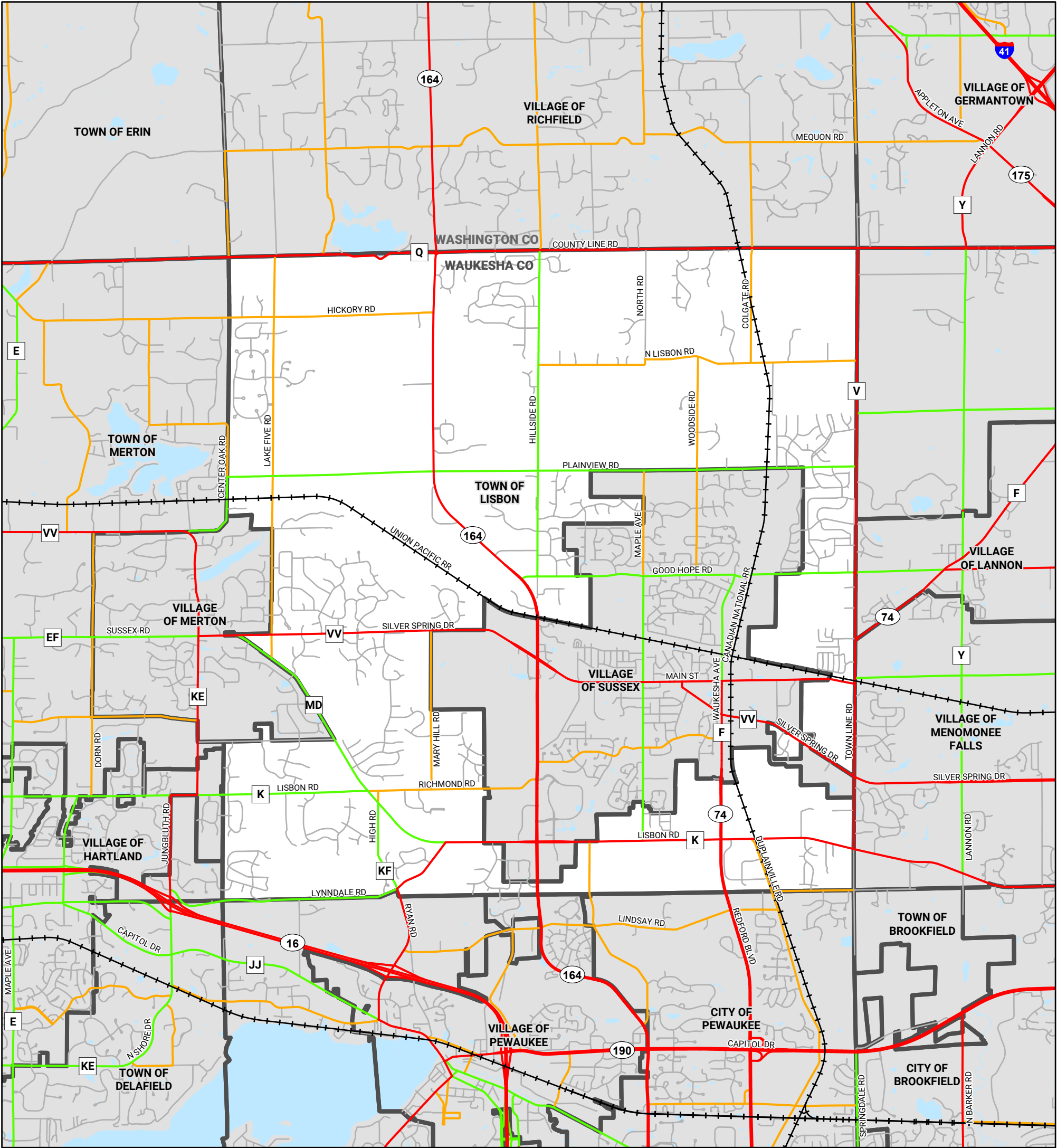
A well-connected road system ties Lisbon residents and businesses to one another and to surrounding communities. Lisbon is in the north-central part of Waukesha County, 16 miles west of the City of Milwaukee. Historically, County Trunk Highway (CTH) K and CTH J (now STH 164), and CTH F (now STH 74) connected Lisbon to communities throughout the Milwaukee metropolitan area. Today, STH 164 and STH 74 are major thoroughfares leading into and through Lisbon. Together with County Trunk Highways K, Q, V, and VV, these major highways serve as the principal arteries that connect all sections of Lisbon, providing strong connectivity both north to south and east to west. Minor arterials and collector streets, such as County Trunk Highways KF and MD, Plainview Road, North Lisbon Road, Hickory Road, Hillside Road, and Lake Five Road provide additional connections within Lisbon as well as to adjacent communities.

Map 12 shows the functional street classification of the local road network. As part of the Cooperative Plan with the Village of Sussex, some segments of roadway will be transferred from the Town to the Village or from Village to the Town, as shown on Exhibit K to the Plan (a copy of which can be found at <https://doa.wi.gov/DIR/Exhibit%20K%20Map%20ROW%20Transfer.pdf>). These transfers, in conjunction with planned transfers of territory, will eliminate situations where the Town and the Village are each maintaining alternating segments of roadways that border both municipalities and provide a continuous network of roads under Town jurisdiction. In addition, the Town agreed to provide a connection between STH 164 and a future extension of Executive Drive on the southern end of the Village of Sussex when the property in the Town develops, as shown in Exhibit R to the Cooperative Plan.

Lisbon's local roads and streets are designed and located in relation to existing and planned developments, topographical conditions, and natural terrain features such as streams and existing tree growth, public convenience and safety, and in their appropriate relation to the proposed uses of the land to be served. Residential and nonresidential development generally follows major transportation routes, with direct access to a principal or minor arterial road for most subdivisions and business areas. Lisbon roads are constructed to standards delineated in the Lisbon Municipal Code Chapter 12 Land Division and Development Ordinance, adopted 2010-08-31 and revised 2021-05-24, a copy of which is included in Appendix C. Lisbon roads have been built to standards specified in ordinances and are maintained using local tax dollars. In total, Lisbon maintains (and plows) 101 miles of roads in the Town.

The roads and transportation facilities in Lisbon are part of a regional transportation system plan as set forth in SEWRPC Vision 2050. As shown in that plan, on Map 1.21 Functional Improvements to the Arterial Street and Highway System in Waukesha County, there are no new arterial streets recommended within Lisbon. The section of STH 164 in Lisbon is recommended to be widened (the section of STH 164 south of this segment is a four-lane divided highway). Additionally, for the segment of CTH VV (Silver Spring Road) between Town Line Road and CTH F it is recommended that right-of-way (ROW) be reserved to accommodate future improvement

beyond 2050. Part of this ROW is currently in Lisbon but will be transferred to the Village of Sussex as part of the Cooperative Plan as noted above.

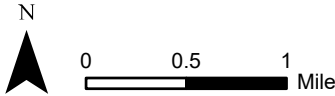
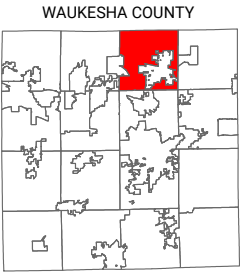


TOWN OF LISBON FUNCTIONAL STREET CLASSIFICATION

WDOT Functional Classification

- Principal Arterial
- Minor Arterial
- Collector
- Local

- Municipal Boundaries
- Railroads
- Surface Water



Excerpts from Land Use Plans

A Comprehensive Development Plan for the Town of Lisbon – 2035

Lisbon adopted its Comprehensive Development Plan in 2009 and has made significant progress in implementing the plan. Development and population growth has occurred more rapidly than was anticipated in 2009. Chapter 2, Table II-12, page 2-13 of the plan showed a projected 2035 population of 10,770 for Lisbon; Lisbon's estimated 2021 population is already 10,731.

In 2021/2022, Lisbon reviewed and updated its Comprehensive Plan and land use map to reflect changing conditions in the Town. Exhibit C to the update of the comprehensive plan, Lisbon Planning and Development Updates: 2009 to 2020, included in Appendix E, discusses the developments that have occurred since the adoption of the previous land use plan in 2009. A complete copy of updates to Lisbon's comprehensive plan can be found in Appendix E. The relevant sections are below:

Improved intergovernmental cooperation: Lisbon has built on the intergovernmental agreements that existed when the 2009 Comprehensive Plan was adopted. Specifically, new agreements have been forged with the Village of Sussex and the Village of Merton, to clarify and improve long-term plans for municipal boundaries, joint planning areas, and shared municipal services. Key features of these agreements are as follows.

- Village of Merton – In 2020, Lisbon and Merton established a new intergovernmental cooperative plan agreement under Wis. Stats. 66.0307. It replaces the former stipulation and order agreement done in 2002 under Wis. Stats. 66.0301 and 66.0225. Key provisions of the new agreement include:
 - Updated future boundary maps that identify the lands that both communities agree are to be transferred to Merton by December 31, 2029, upon the incorporation of the Town, or under specified circumstances such as landowner request
 - Provisions for shared services and a Shared Services Committee to make recommendations on future shared services, including snow plowing and shared use of a municipal compost site
- Village of Sussex – In 2020, Lisbon and Sussex established a new boundary agreement under Wis. Stats. 66.0301. It replaces the former stipulation and order agreement done in 2001 under 66.0225. Key provisions of the new agreement include:
 - Updated future boundary maps that identify the lands that both communities agree are to be transferred to Sussex by July 22, 2030, upon the incorporation of the Town, or under specified circumstances such as landowner request

- Elimination of Joint Planning Areas and Sussex extraterritorial review jurisdiction for lands in Lisbon, greatly simplifying the development review process for much of the land in Lisbon
- Updated design standards for “gateway” areas of mutual interest to both communities; and
- Agreements for the provision of expanded municipal water and sanitary sewer service areas along key community corridors.

Development Trends

Since 2009, Lisbon has seen sustained growth and development. In this time, Lisbon has issued 346 permits for new single-family homes, an average of 30 building permits per year. There are currently several large subdivisions being built, and more are proposed. The newest residential subdivisions are being built out in the western half of the Town, where most of the remaining developable land is located. Lisbon’s neighborhoods, and the businesses and community institutions that serve them, are located throughout the town. Urban and suburban development is generally located on upland areas in between natural resource areas such as rivers, and large-scale quarry operations that provide a substantial employment base, and generally follows major transportation routes.

Based on the pace of development in recent years, the availability of buildable lots, Lisbon’s location, and the generally high demand for new homes in the region, the community anticipates this level of building activity to continue in the near term.

In addition to continued residential development, Lisbon maintains a Long-Range Plan for Parks and Open Spaces that outlines future park and trail improvements to serve all residents in the community. The park plan inventories existing facilities and identifies improvements that will connect important locations across Lisbon.

In addition, Lisbon is planning a new “town center” along the STH 164 corridor, which would be home to a new Village Hall as well as public space and a mix of commercial and higher-density residential development. This new location will provide a more centrally located municipal and community center, which will provide easier access by more town residents, and will build on ready access to amenities like Lisbon’s Community Park and the County Bugline Trail, and utilize [sic] the growing network of municipal sewer and water infrastructure.

Long Range Plan for Parks and Open Spaces

Lisbon owns and maintains 5 neighborhood parks and one community park located in the west central area of the Town that serves the entire community. In total, the Town currently provides 163 acres of parkland, with all parks providing a wide variety of amenities. Community Park, with

123 acres, three picnic shelters, multiple picnic areas, play structures, and softball and soccer fields, hosts a variety of community gatherings and activities.

The Town's long-range plan indicates that it will be developing 3 additional parks as additional growth occurs, mainly in the northwest, central, and southwest areas of the Town, as well as future trail extensions, as shown on Map 13. To that end, the Town has implemented the collection of an impact fee to aid in the acquisition and development of new parkland. A copy of the plan is included in Appendix F.

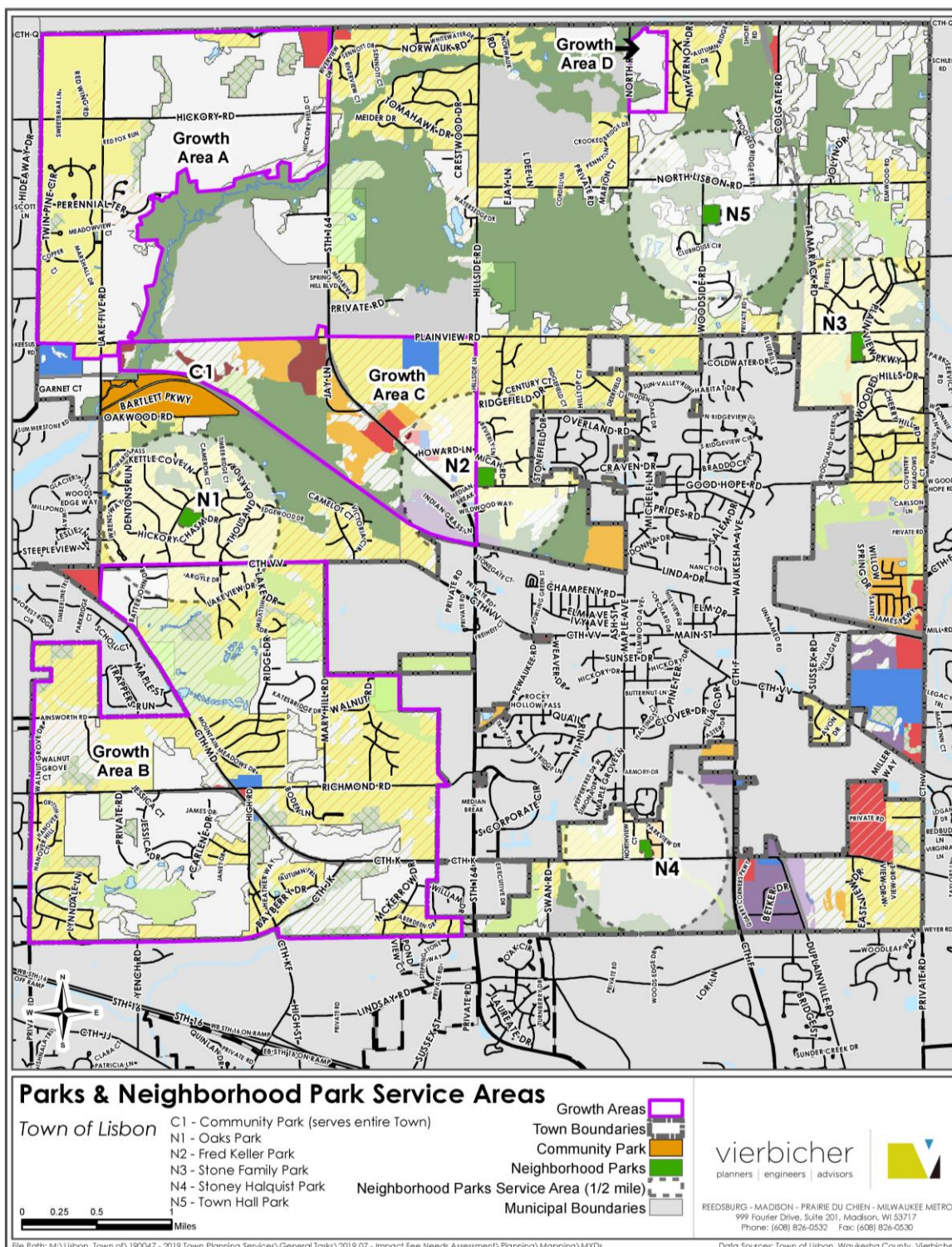
Moreover, a large amount of land in the Town is also currently being used for private recreation offerings, in particular three golf courses and a private ski hill, and the County-owned Bugline Trail, runs through the Town and connects with the Lisbon Community Park. Between the existing Town parks, private recreation facilities, and the future park plans, all residents of the Town will be served by a complete parks and recreation system.



Figure 9 - Down Under Shelter at Community Park

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, overlaid on the current Recommended Land Use Plan (see also page 14 for the current Land Use Plan). Development of the park system should closely match the manner in which the Town is developed in order to serve the residents.



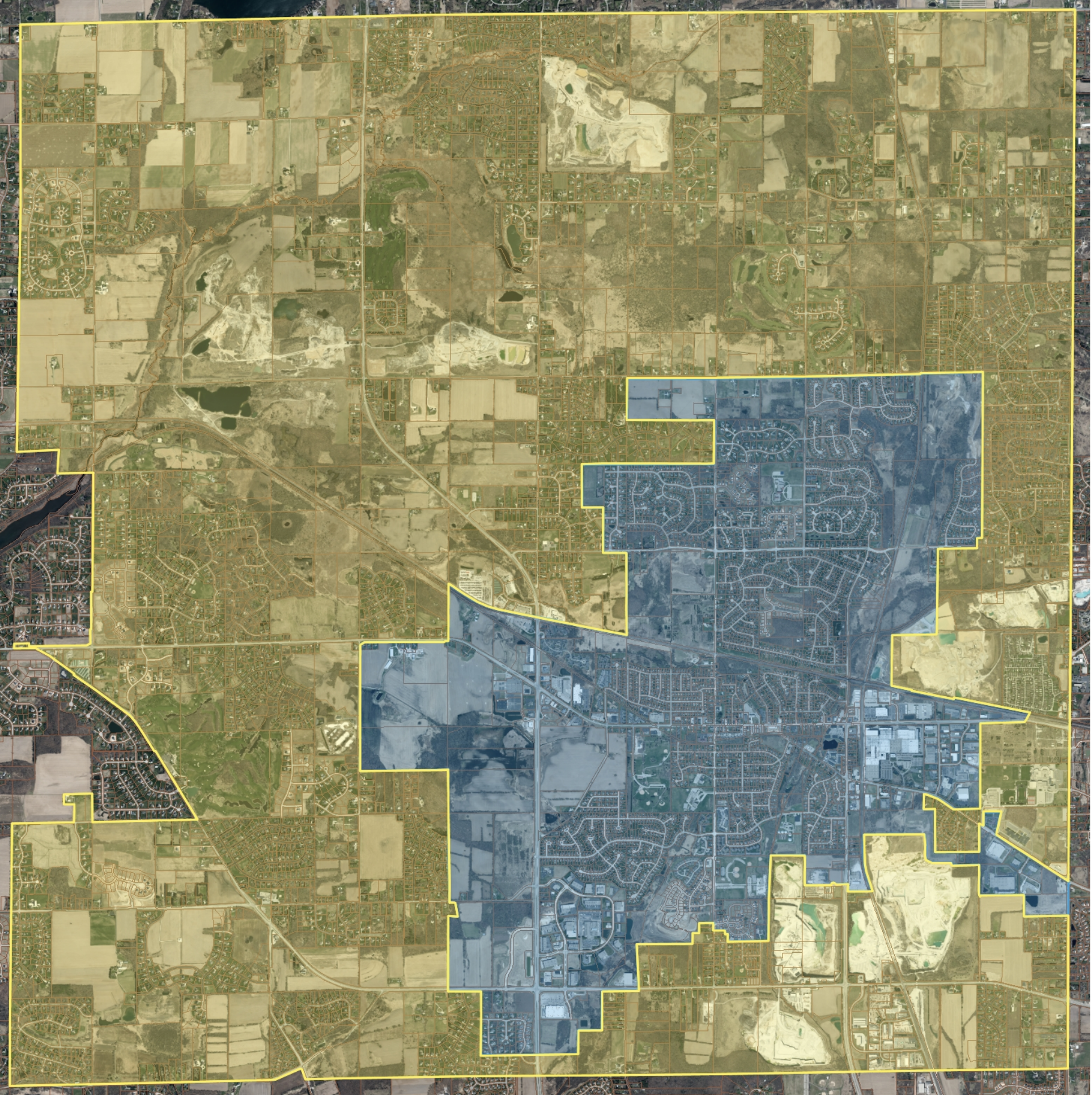
Cooperative Boundary Plan Between the Village of Sussex and the Town of Lisbon


The cooperative boundary plan approved by the Department of Administration on April 26, 2022 supports the incorporation application under the following provisions:

- SECTION 3: Purposes.
 - a. To establish the boundary line between Sussex and Lisbon, thereby providing continuity in planning for community. The commitment by both Sussex and Lisbon to establish the border between the municipalities creates an environment of cooperation and is consistent with effective and efficient planning and development of land located within each municipality. An agreed-to border will allow both Sussex and Lisbon to avoid future disputes, engage in land use planning, effectively negotiate with real estate developers and properly plan for infrastructure, capital expenditures, and the delivery of necessary municipal services.
 - b. To assure orderly development by affixing the boundary line between Sussex and Lisbon, thereby
 - 1) Creating more regular boundary lines,
 - 2) Preventing a noncompact area as between Sussex and Lisbon,
 - 3) Providing for more orderly provision of services and avoiding confusion in the delivery of services and
 - 4) Circumventing a potential for hodgepodge development in either municipality.
- SECTION 16: Lisbon Incorporation.

Sussex shall support the incorporation of Lisbon as an incorporated municipality which shall include the permanent and fixed boundaries of the Town as depicted in Exhibit H (included here as Map 14). Such support shall include, but not be limited to, communications by Sussex to the Department of Administration that Sussex supports any incorporation proceeding which incorporates the permanent and fixed boundaries of Lisbon as described herein.

Exhibit H: Map of Common Boundaries Post Plan



-  Post Plan Town of Lisbon Boundaries
-  Post Plan Village of Sussex Boundaries

Intergovernmental Cooperative Plan Between the Town of Lisbon and the Village of Merton

The cooperative boundary plan received by the Department of Administration on September 11, 2019, a copy of which is included as Appendix G, supports the incorporation application under the following provisions:

- SECTION 4: Purposes.

The Plan is intended to achieve the general purpose described in Sec. 66.0307(3)(b), Wis. Stats., which is to guide and accomplish a coordinate, adjusted, and harmonious development of the Territory covered by the Plan consistent with each participating municipality's comprehensive plan. The parties further identified the following specific purposes of this plan:

- a. To increase governmental efficiency through the sharing of services that had been provided separately by the Town and Village, and to eliminate duplicative or unnecessary expenditures.
- b. To assure orderly development by combining the land use planning, development and zoning functions of the Town and Village.

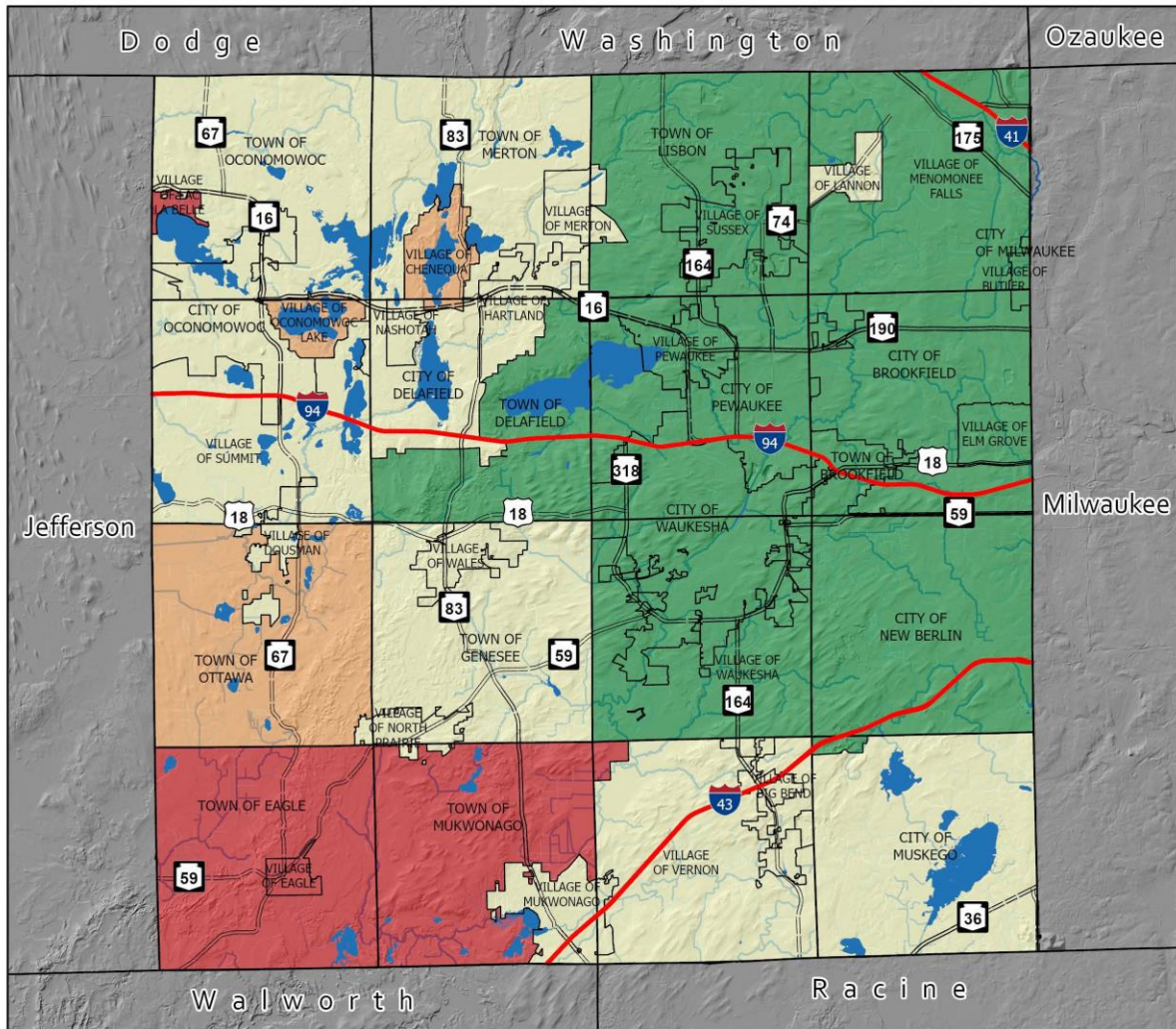
- SECTION 13: General Provisions.

- A. Incorporation. The Village agrees that is [sic] shall not object to any attempt by the Town to incorporate in consideration for the Town's efforts under the terms and conditions of this Plan.

Waukesha County Land and Water Resource Management Plan 2022 Update

The Town of Lisbon was issued a MS4 Stormwater Discharge Permit under Phase 1, along with 13 other communities in the Menomonee, Root, and Upper Fox River watersheds, as shown on Map 15. MS4 permits require municipalities to reduce polluted storm water runoff from urban areas by implementing storm water management programs with best management practices and annually report to DNR on accomplishments. Implementing a Municipal storm water management program is a core requirement of MS4 permits and cover a wide array of activities that occur within a municipality. Lisbon has implemented many stormwater best management practices throughout the Town, as shown on Map 16.

Map IV-2 MS4 Discharge Permits under NR216



Legend

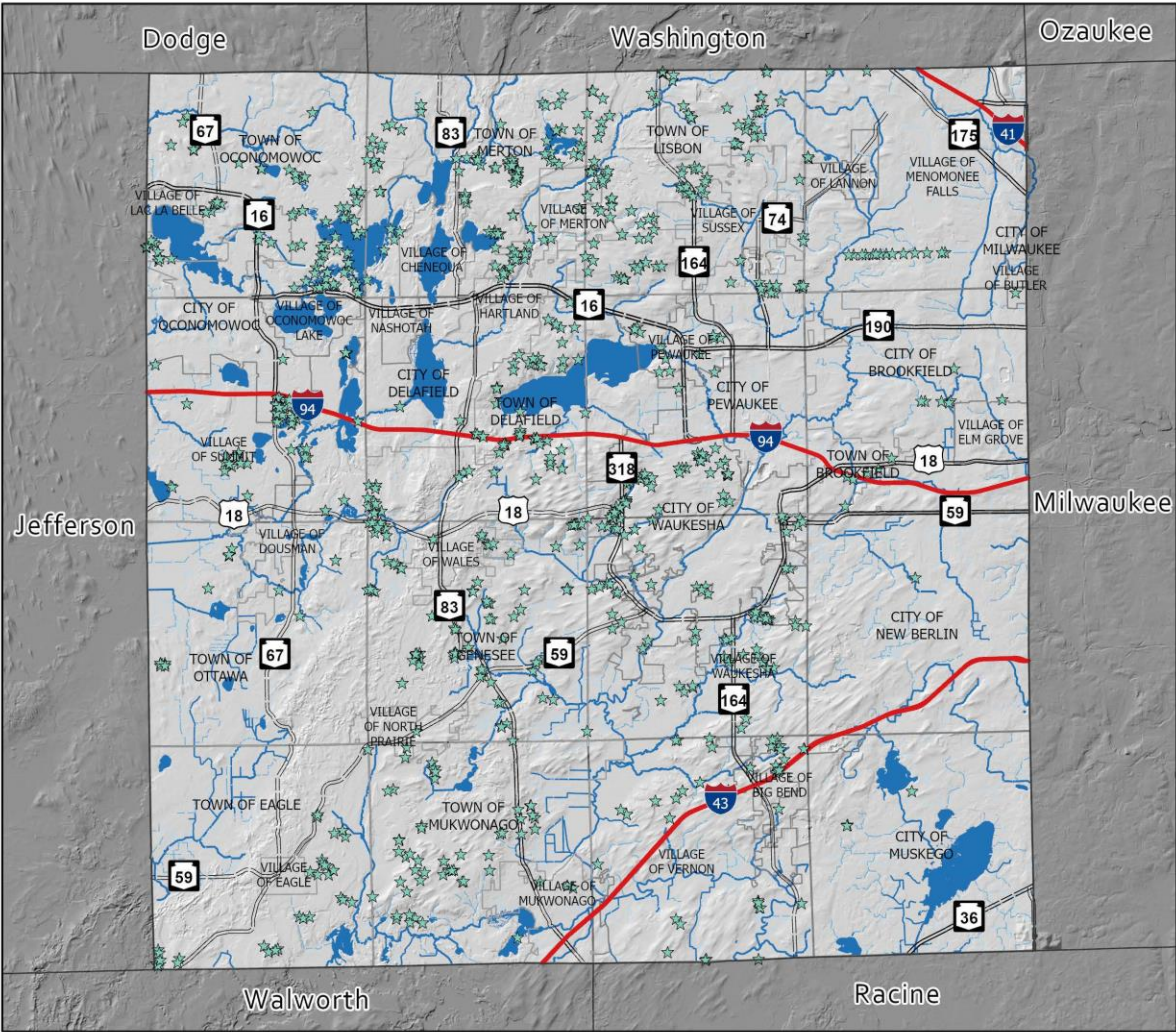
- Phase I Community (14)
- Phase II Community (18 including Waukesha County)
- Exempted Communities (3)
- MS4 Permit Not Required (4)

*Townships - Only portions meeting the Urbanized Area designation by the EPA

Source: Waukesha County, WI DNR, SEWRPC



Map IV-3
Stormwater Best Management Practices in the Waukesha County Database



Legend

★ Stormwater BMP



Source: Waukesha County, WI DNR, SEWRPC



Waukesha County Department of Parks and Land Use Staff Report and Recommendation for a Year 2022 Amendment to the Comprehensive Development Plan for Waukesha County 1(A) Waukesha County Park and Planning Commission, Town of Lisbon

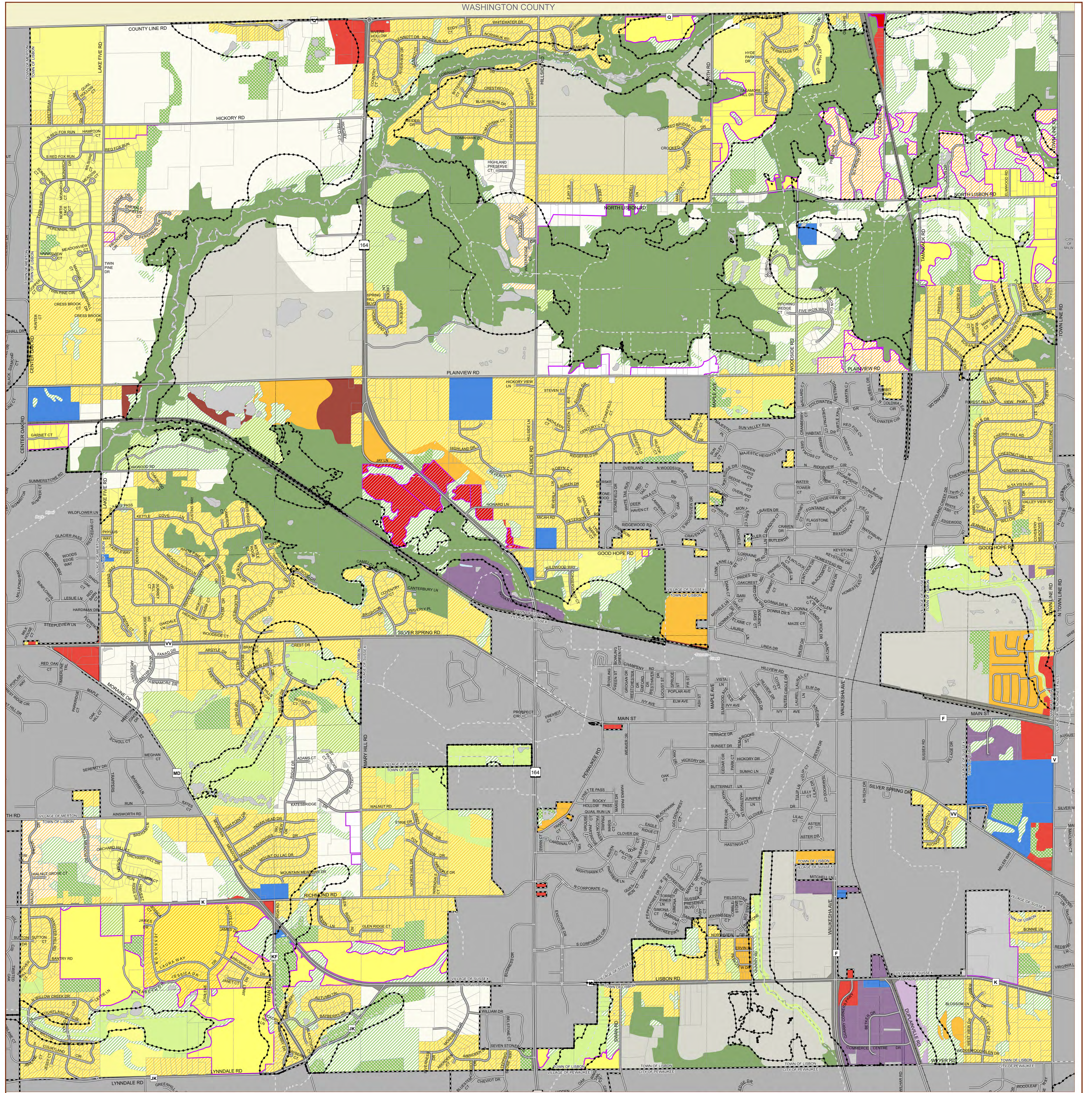
The Town of Lisbon requested several amendments to the County Land Use Plan to align with its own recently adopted Land Use Plan, as shown on Map 17. County staff noted that with the number of individual amendment requests within Lisbon, it was a good time to re-assess the land use within Lisbon on a Town-wide basis. A complete copy of the recommendations is included as Appendix H. The staff recommendation is as follows:

“It is the opinion of the Planning and Zoning Division Staff that this request be approved. The changes modernize the county land use plan mapping for Lisbon to generally align with the town’s recently adopted amendments. The proposed amendments increase available residential densities in parts of the town that have been experiencing growth. Other amendments are strategic, in providing for mixed use and extractive use in logical settings. The town-wide amendments will make economic development easier and will remove the necessity for individual plan amendment requests in many cases, thus, reducing the complexity and timeframe for new development projects to gain approval.”

Waukesha County Park and Open Space Plan

Waukesha County owns Ryan Park, an undeveloped, natural park area in the southern area of Lisbon that straddles the border of the Town of Lisbon and City of Pewaukee, of which about 119 acres are within Lisbon. The park’s recreational activities include hiking, bird watching, snowmobiling, and horseback riding. The County’s plan for this park is to purchase additional undeveloped land abutting the existing park land (about 18 acres of which is located in Lisbon) and to maintain it as a natural area of woodland and prairie to provide passive recreation uses and general conservation. This is near a future growth area of Lisbon and will complement the active neighborhood park that the Town is planning on developing as that growth occurs.

The County is also planning on developing the Bark River Trail, a portion of which would be in Lisbon along the Bark River in the northwest area, as shown on Map 18. This future trail will connect with the existing Bugline trail at the Lisbon Community Park. This will make a direct connection with existing Lisbon northside neighborhoods and could connect with a future Lisbon neighborhood park that is planned for the northwest growth area as that development occurs. The County already owns the land along the Bark River within the northside neighborhoods and is planning to acquire the land necessary for the trail and greenway between there and the Lisbon Community Park.



WAUKESHA COUNTY LAND USE PLAN- TOWN OF LISBON

Request 1A, Proposed 2022 Land Use Plan Amendments

Proposed Changes in Land Use Category

County Development Plan

Land Use Category

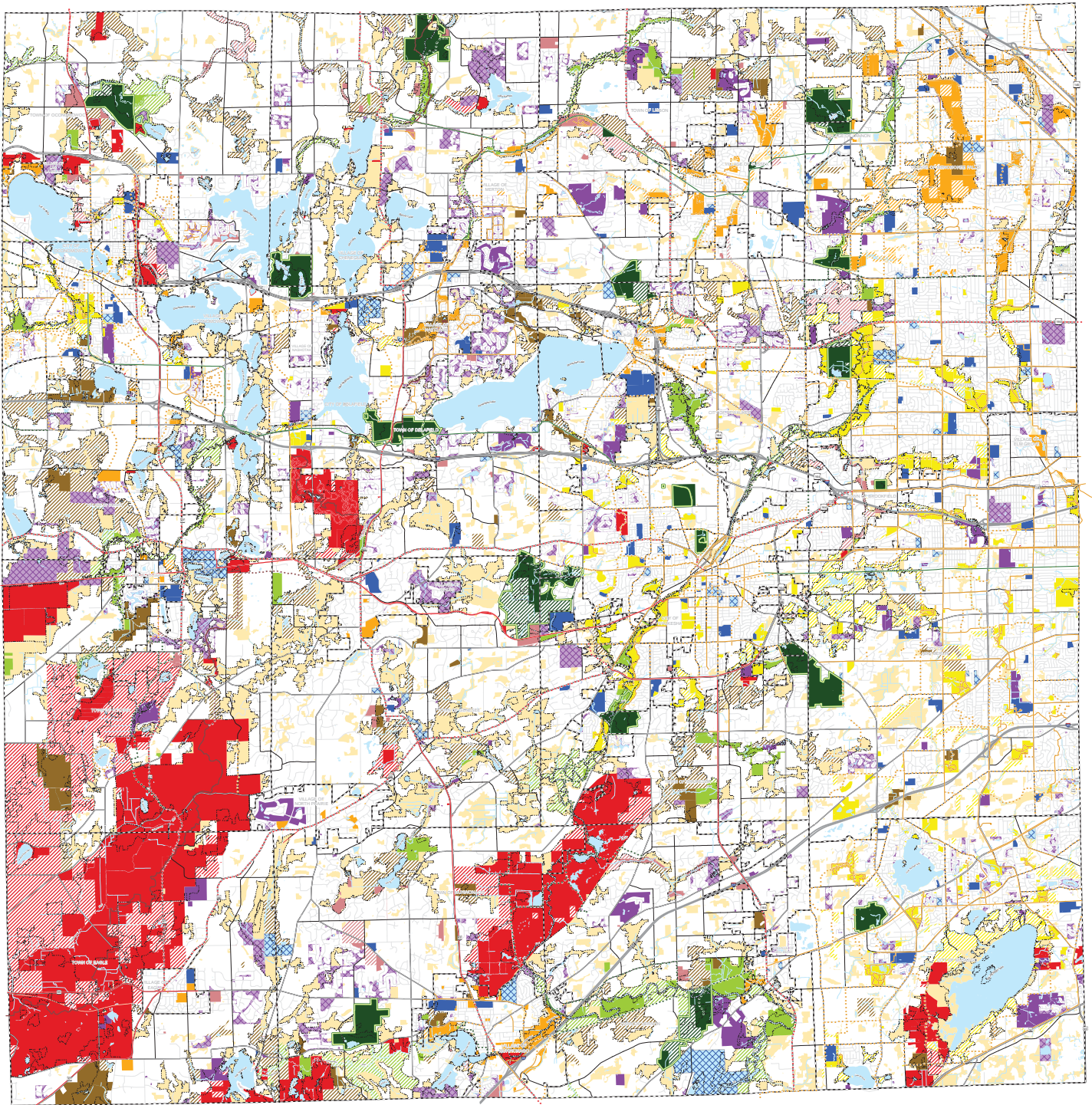
- | | |
|---------------------------------|---------------------------------------------------------------------------|
| High Density Residential | Rural Density and Other Agricultural Land |
| Medium Density Residential | Farmland Preservation (>35 acres of area per dwelling unit) |
| Low Density Residential | Farmland Preservation w/ EC Overlay (>35 acres of area per dwelling unit) |
| Suburban I Density Residential | Other Open Lands to be Preserved |
| Suburban II Density Residential | Primary Environmental Corridor |

- | | |
|----------------------------------|-------------------------------------------|
| Recreational | Industrial |
| Secondary Environmental Corridor | Transportation, Communication & Utilities |
| Isolated Natural Resource Area | Highway and Railway Rights of Way |
| Governmental & Institutional | Landfill |
| Commercial and Office Park | Extractive |
| Mixed Use | Surface Water |

- Land Base**
- | | |
|-----------------------------------|-----------------|
| Shoreland Jurisdictional Boundary | Parcel Lot Line |
| Street Centerlines | Civil Division |
| Railroad | |














Exhibit A-1










Park and Open Space Acquisition Plan for Waukesha County


Current Land Ownership

-  County Parks
-  County Greenway
-  State
-  City
-  Village
-  Town
-  Non-Profits/Lake Dist or Assoc
-  Public School
-  Private School
-  Private - Open to the Public
-  Private - Not Open to the Public





Proposed Land Ownership

-  County Parks
-  County Greenway
-  State
-  City
-  Village
-  Town
-  Non-Profits/Lake Dist or Assoc

County, Local, and State Trails

-  County Existing
-  County Proposed
-  Local Existing
-  State Existing
-  Ice Age Trail Existing
-  Local Proposed
-  State Proposed
-  Ice Age Trail, Proposed

Other Lands

-  Municipal Boundary
-  Ultimate County Park Boundary
-  Primary Environmental Corridor (SEWRPC '10)
-  Open Space Lands to be Protected by Public Land Regulation (Public Land Regulation refers to Primary and Secondary Environmental Corridors, Isolated Natural Resource Areas, Wetland and Floodplain zoning/land use regulations.)

Note: If designated entity declines ownership, designation should be transferred to another entity identified on this plan or default to "Open Space Lands to be Protected by Public Land Regulation"



Excerpts from Utilities Plans

Sanitary Sewer Service

Current and Future Service Areas

Portions of Lisbon are within the approved Sanitary Sewer Service Area for the Village of Sussex, as amended in September 2007. There are currently three areas within the Town that have sanitary sewer service as shown on Map 19: Lisbon Sanitary District No. 1 (Lisbon SD#1/District), the Willow Springs mobile home park/Hamilton School District facilities/TID No.1 area, and Richmond Elementary School/Lisbon Fire Station No. 1. The District's maps have not yet been updated to show the area within TID No. 1 to which service was extended in 2020.

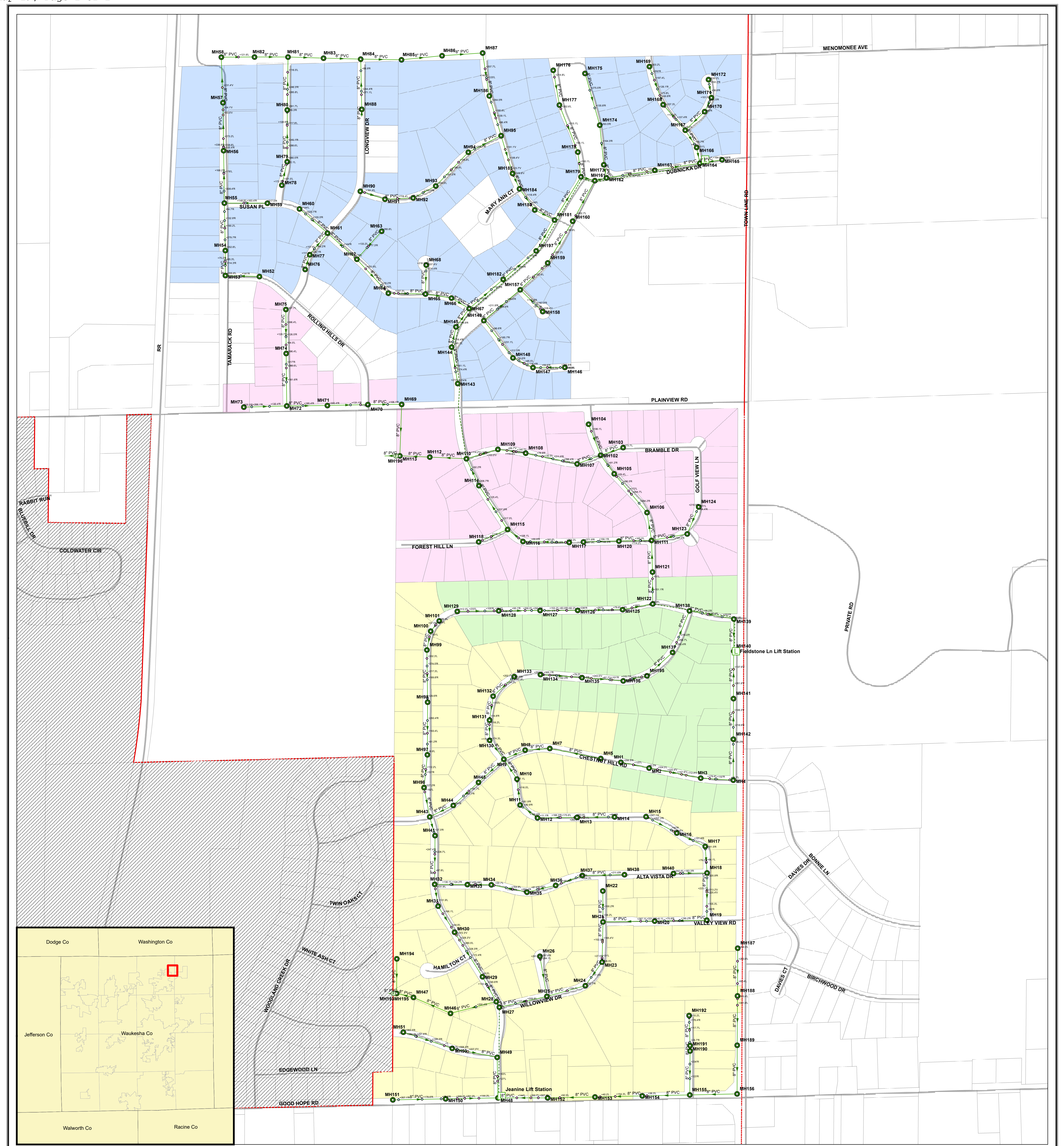
Additional areas shown on Map 20 are included in the planned sewer service area but are not yet served. The Town is currently preparing a submittal to the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to expand the Sussex Sewer Service Area to include all the areas shown on Map 20. A copy of the current Regional Water Quality Management Plan for the Village of Sussex and Environs is included as Appendix I.

Wastewater Treatment

The Town of Lisbon and Lisbon SD#1 each have 1993 agreements with the Village of Sussex, amended in 2005, for wastewater treatment at the Sussex Wastewater Treatment Facility (WWTF). The Town of Lisbon and Village of Sussex entered into a new agreement for wastewater treatment in 2020, a copy of which is included as Exhibit L to the Cooperative Plan (a copy of which can be found at <https://doa.wi.gov/DIR/Exhibit%20L%20WastewaterTreatment.pdf>). Copies of the existing agreements with Lisbon SD#1 are included in Appendix J.

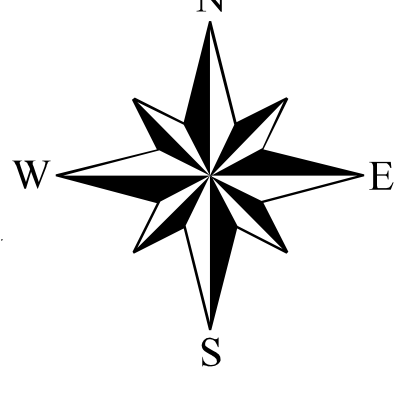
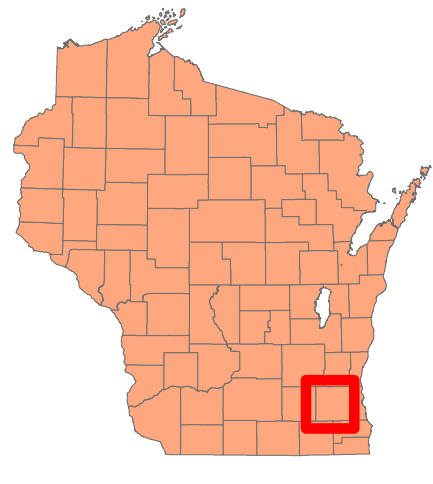
Lisbon's allocated capacity in the Sussex WWTF is 891,140 gallons per day. Lisbon is paying for this capacity by paying a portion of the Clean Water Fund loans secured by the Village of Sussex for upgrades and expansions to the WWTF in 2007. These payments are funded through the Town's general property tax levy. In addition, when a new property connects to Lisbon or Sussex wastewater conveyance facilities within Lisbon, a hook-up fee is charged to pay for a proportionate share of Lisbon's cost for WWTF capacity.

Lisbon SD#1 has allocated capacity of 310,000 gallons per day. Lisbon SD#1 did not pay directly for its allocated share of WWTF improvements; instead, the District pays for debt related to Sussex WWTF improvements through user charge rates for wastewater treatment and through hook-up fees paid to the Sussex for each new customer in the District.

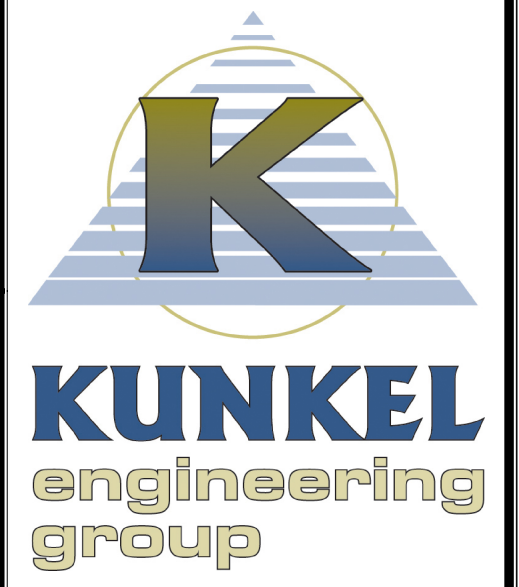


Town of Lisbon, WI Sanitary System

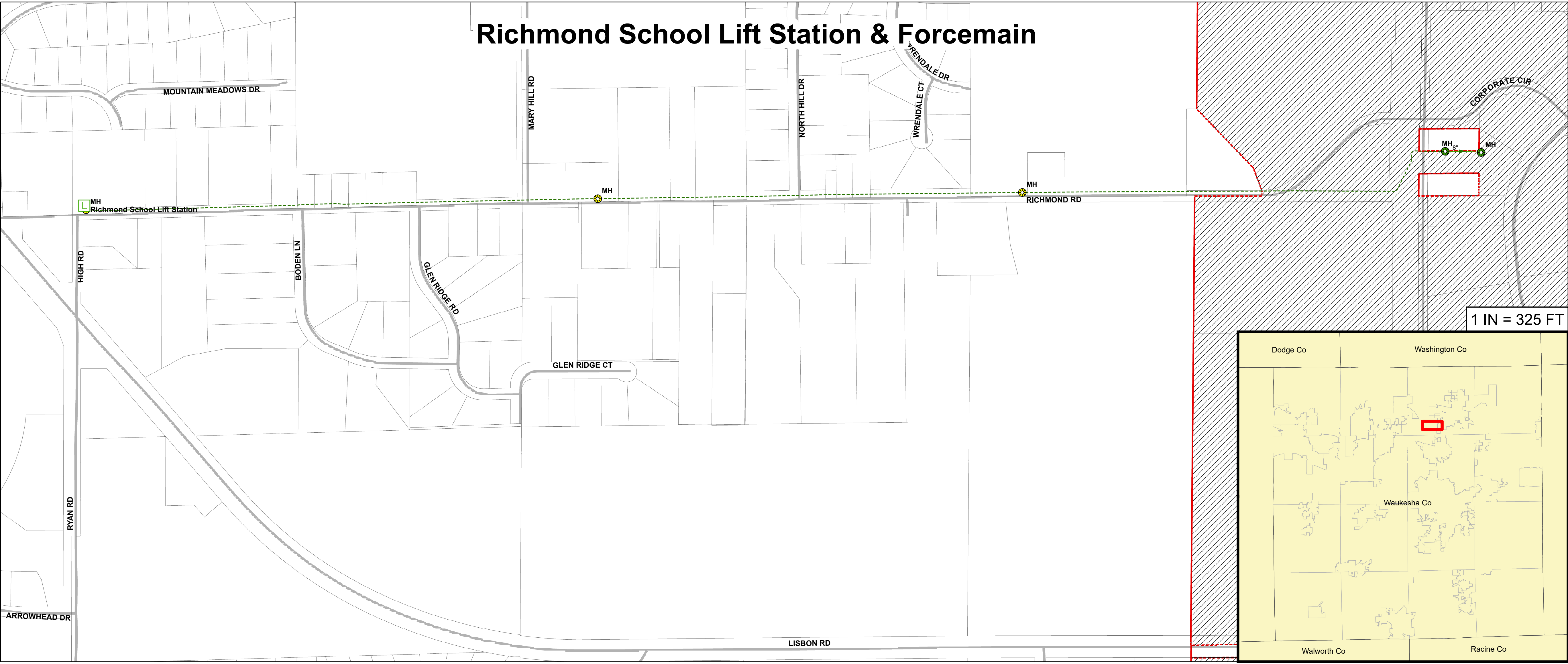
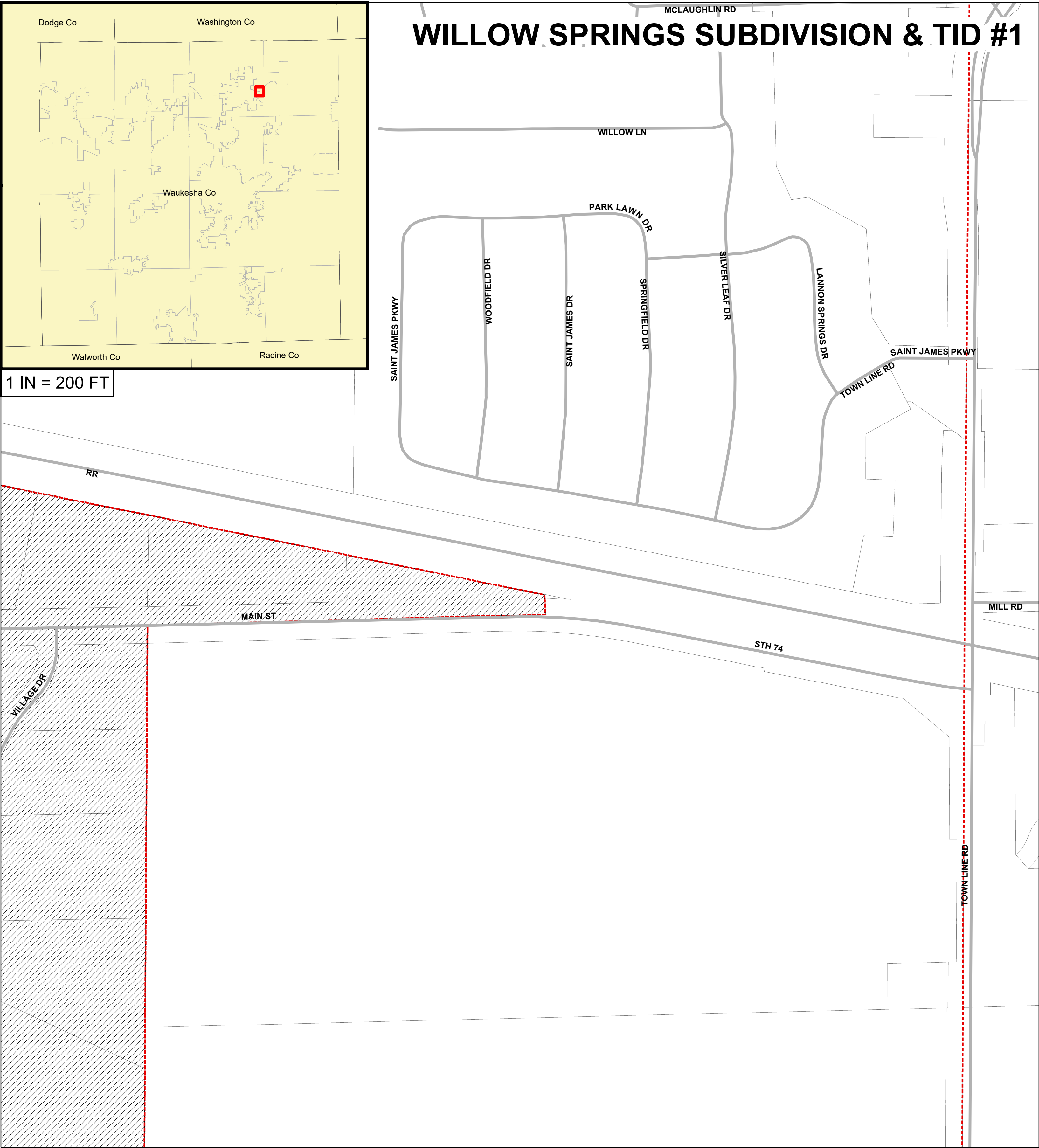
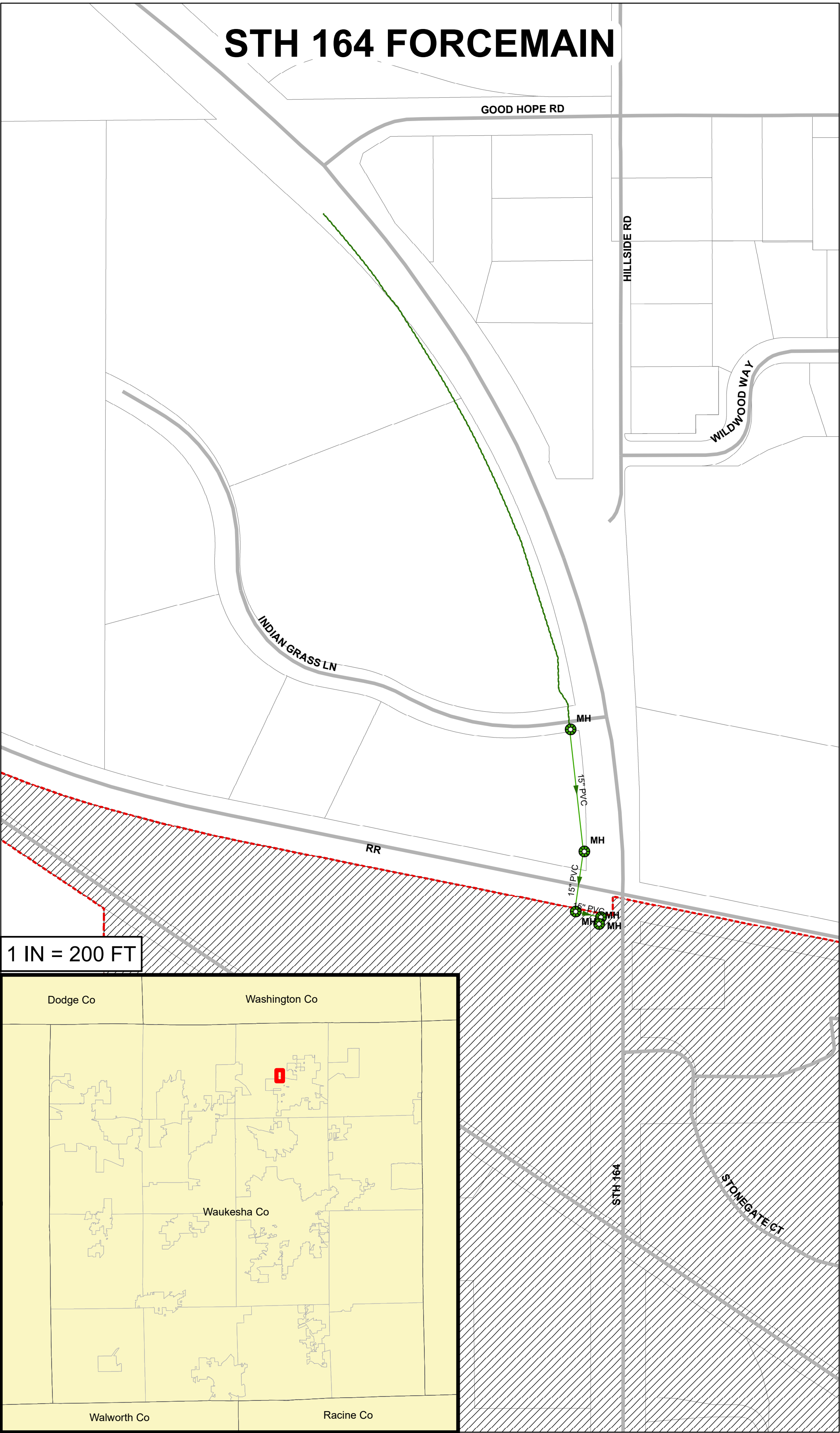
- | | | | |
|----------------------------|-------------------------|--------------------------|---------------|
| ● Flow Meters | --- Lisbon_Force_Main | ◦ Left Side Service | ■ Sub Basin A |
| □ Lift Stations | → Lisbon_Sanitary_Sewer | ◦ Right Side Service | ■ Sub Basin B |
| ● Other Sanitary Structure | --- Sussex Boundary | ◦ Vertical Riser Service | ■ Sub Basin C |
| ● Gravity Manhole | | | ■ Sub Basin D |
| | | | □ Parcel |



1 IN = 275 FT

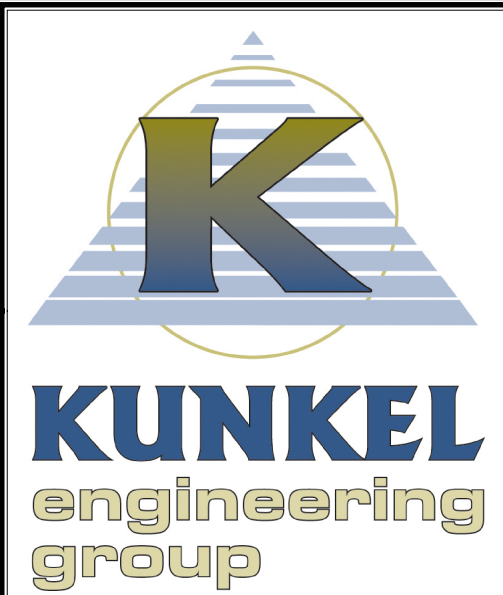
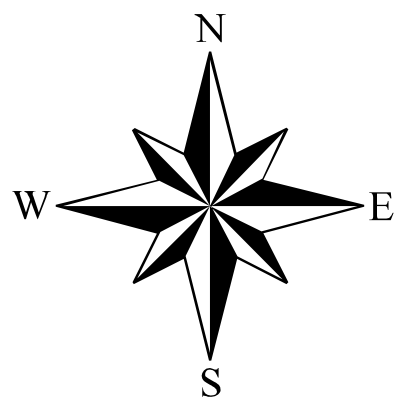
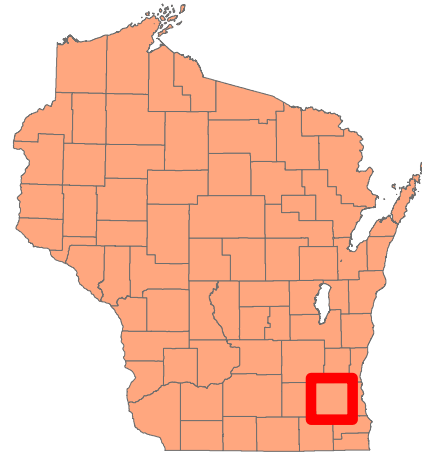


KUNKEL
engineering
group

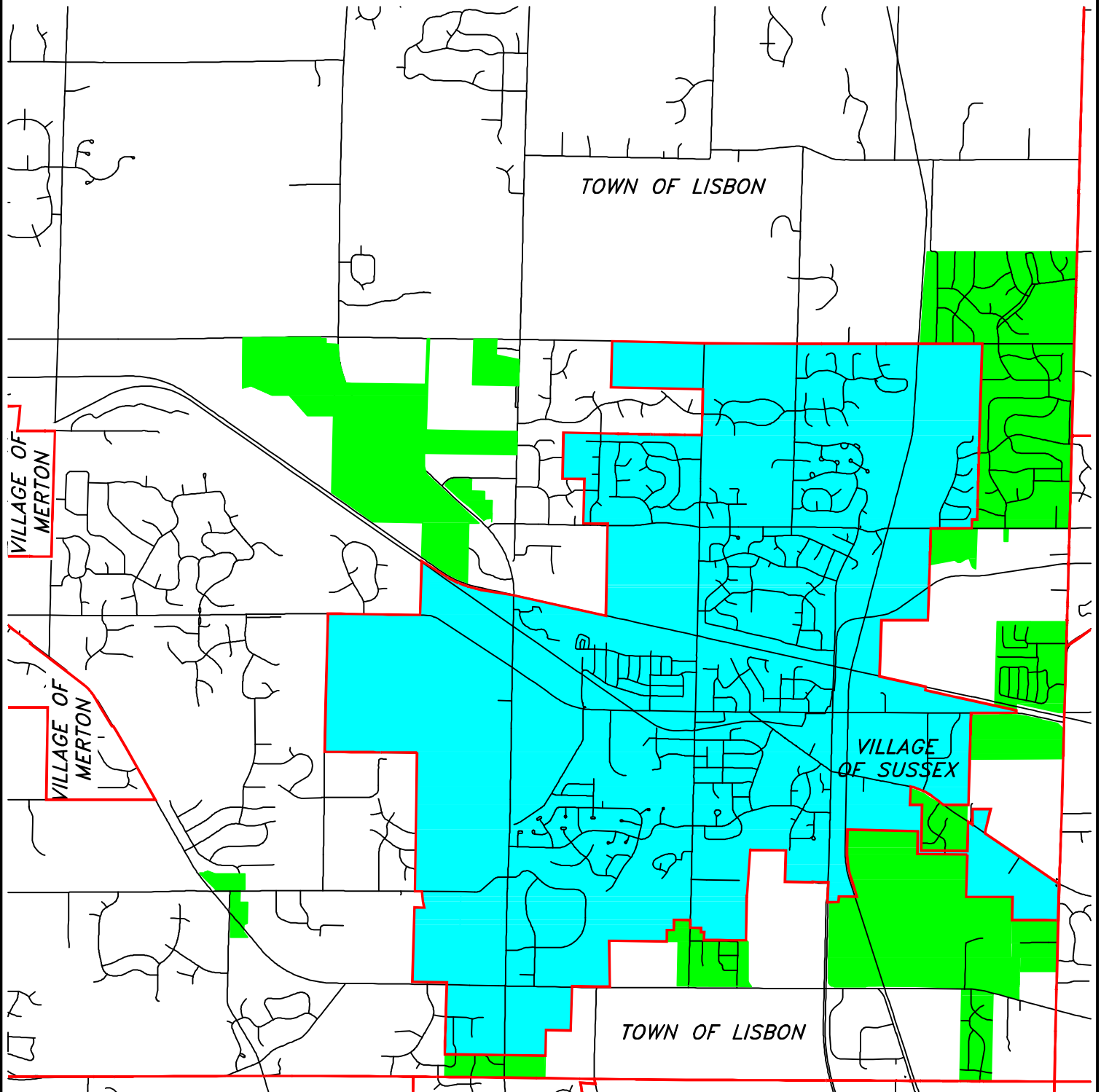


Town of Lisbon, WI Sanitary System

- | | | | |
|--------------------------|-----------------------|------------------------|-------------|
| Flow Meters | Lisbon_Force_Main | Left Side Service | Sub Basin A |
| Lift Stations | Lisbon_Sanitary_Sewer | Right Side Service | Sub Basin B |
| Other Sanitary Structure | Sussex Boundary | Vertical Riser Service | Sub Basin C |
| Gravity Manhole | | | Sub Basin D |
| | | | Parcel |



PROPOSED CHANGES TO THE VILLAGE OF SUSSEX—TOWN OF LISBON SANITARY SEWER SERVICE AREA



- VILLAGE OF SUSSEX SEWER SERVICE AREA
- TOWN OF LISBON SEWER SERVICE AREA
- EXISTING VILLAGE BOUNDARIES

SCALE 1"=4,000'



KUNKEL
engineering
group

107 Parallel Street
Beaver Dam, WI 53916
(920)356-9447
Fax (920)356-9454

DATE 4/28/2022
SHEET 1 OF 1

Wastewater Conveyance

Wastewater from current and future service areas within Lisbon is conveyed to the Sussex WWTF through several interceptor sewers. These interceptors are shown on Exhibit 1 to the Intergovernmental Agreement Between the Town of Lisbon and the Village of Sussex for the Extension of Wastewater Treatment Service, dated July 23, 2020, a copy of which is included here as Map 21.

Northeast Interceptor. This interceptor was constructed in 1989 under the terms of an agreement between Sussex and Lisbon SD#1. The cost of constructing the Northeast Interceptor from the common boundary line between Sussex and the District was divided equally between Sussex and the District to the point at which the Northeast Interceptor connects with the Bugline Interceptor at Canyon Meadow Court. Pursuant to the terms of the construction agreement, that portion of Northeast Interceptor located within the boundaries of the Sanitary District is owned by the Sanitary District, and the remaining portion of the Interceptor is owned by Sussex.

Lannon Interceptor. The Lannon Interceptor was constructed pursuant to an agreement between the Villages of Lannon and Menomonee Falls, Lisbon, the Sanitary District and Sussex. Each participating municipality owns a proportionate share of the capacity within the interceptor, and the costs associated with utilization of the interceptor, as well as replacement costs, are governed under the terms of that separate agreement between Lannon and Lisbon dated January 10, 1994. There exist additional separate agreements between Lannon and the other participating municipalities.

Hwy K Interceptor. The Hwy K Interceptor was constructed by Sussex and is connected with a dual force main extending from the Sussex Corporate Center Lift Station to the Regional Treatment Facility. Lisbon paid 46% of the cost of constructing the dual force main, and Sussex paid the remaining 54% of the construction costs relating to the dual force main portion of this interceptor.

Richmond School Force Main. The cost of constructing Richmond School Force Main was paid by Sanitary District and is used to provide sanitary sewer service to the Lisbon Fire Station and Richmond School.

Kohl's Interceptor. This interceptor was constructed by the Sussex in 2004. At the time of construction, the interceptor was oversized to provide future sanitary sewer service to Lisbon. The cost of oversizing was \$345,000.00. There are two properties (Kohl's and Shopko) which utilize this interceptor to convey sanitary sewage to the Regional Treatment Facility.

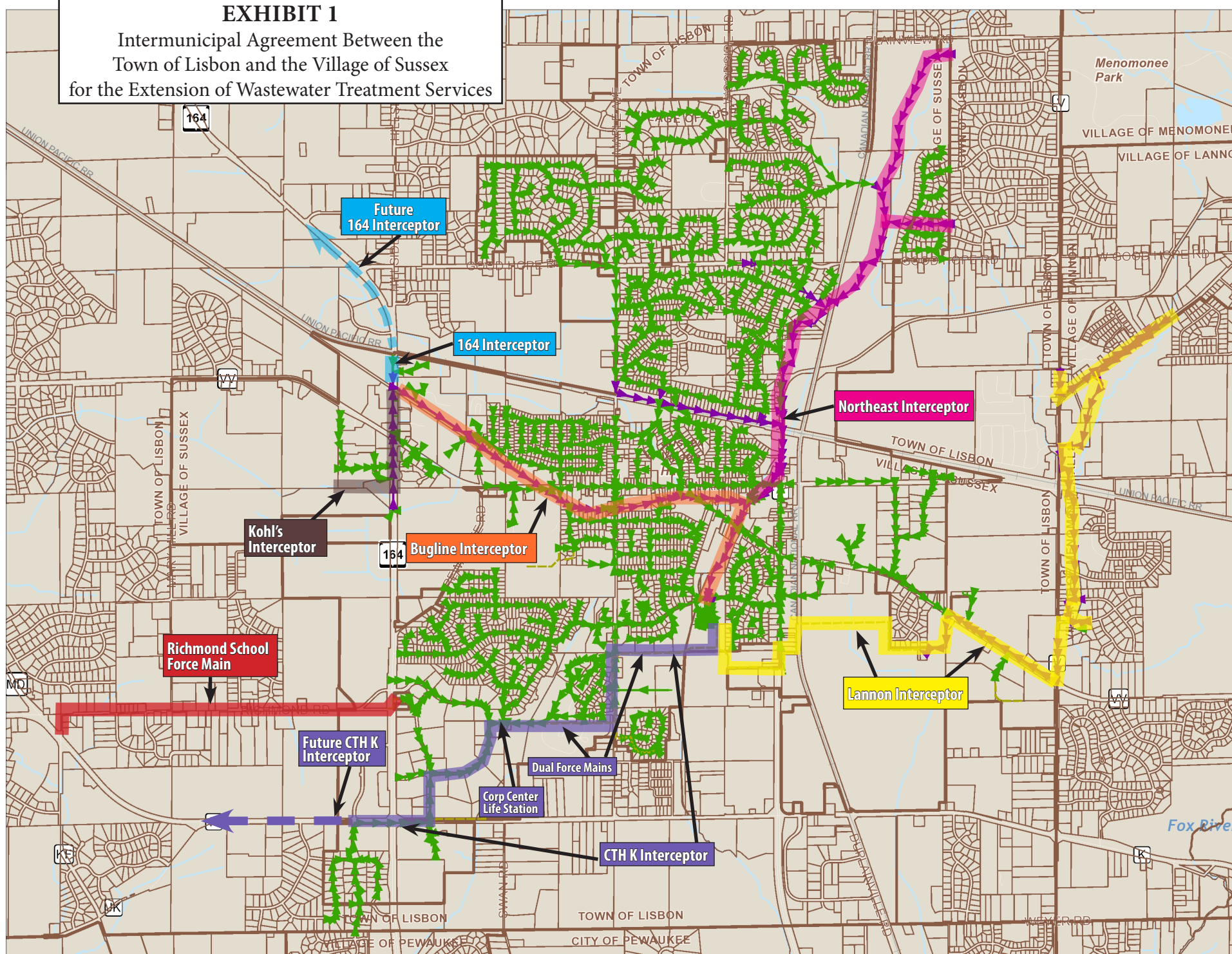
STH 164 Interceptor. This interceptor is located in Lisbon and was constructed by Lisbon in order to provide sanitary sewer service for anticipated future development. This interceptor is not connected to the existing interceptor system.

Bugline Interceptor. This interceptor was constructed by Sussex in the late 1960's and collects and conveys sewage from the Northeast Interceptor and the Kohl's Interceptor, and will connect

and convey sewage from the Hwy 164 Interceptor to the Regional Treatment Facility. The Bugline Interceptor was constructed by and is owned entirely by Sussex.

EXHIBIT 1

Intermunicipal Agreement Between the
Town of Lisbon and the Village of Sussex
for the Extension of Wastewater Treatment Services



Operations and Financial Management

The Lisbon SD#1 owns and operates the wastewater collection system within the Sanitary District. The District operates and maintains, but does not own, the lift station and forcemain conveying wastewater from the Richmond School District and the Town of Lisbon Fire Station No. 1 to the Sussex wastewater collection system. Maintenance costs for this lift station are jointly paid by Richmond School District and the Town of Lisbon. Willow Springs, the Hamilton School District, and the TID No. 1 area discharge directly into the Lannon Interceptor, which conveys flow to the Sussex WWTF.

The District pays Sussex for wastewater conveyance and treatment charges for all of the areas served within the District and the Town. The District bills customers in the District, the Willow Springs mobile home park, the Hamilton School District, customers within TID No. 1, the Richmond School, and the Town of Lisbon for Lisbon Fire Station No. 1. User charge rates for customers in each of these areas vary based on the facilities that are used by each area and which costs are included in the rates as follows:

- Lisbon SD#1 customers – fixed rate per quarter that covers Sussex treatment, District O&M
- Willow Springs – pass-through of Sussex treatment rates plus an additional quarterly fixed charge for the Lannon interceptor
- Hamilton School District – pass-through of Sussex treatment rates plus additional rates per 1,000 gallons for the Lannon interceptor and District administrative costs
- TID No. 1 - pass-through of Sussex treatment rates plus additional rates per 1,000 gallons for the Lannon interceptor and District administrative costs
- Richmond School District / Lisbon Fire Station No. 1 – pass through of Sussex treatment rates (lift station and force main maintenance is billed directly and not included in the rate per 1,000 gallons)

More information regarding Lisbon SD#1 finances is presented below under Section 2(a): Tax Revenue.

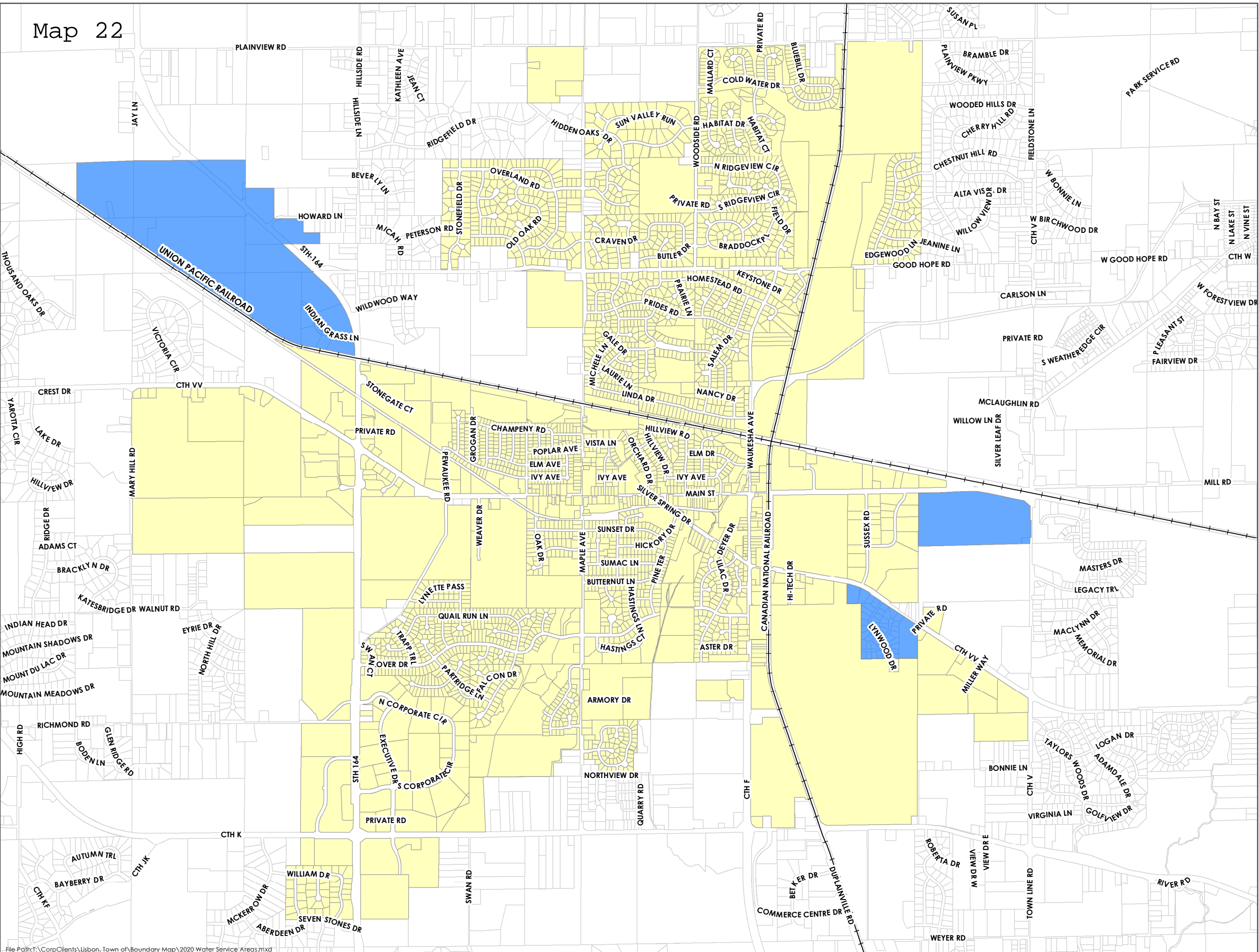
Water Service

The Town entered into an agreement with the Village of Sussex, dated July 23, 2020, for water service to three areas of the Town, including the Town 'Gateway Area', as shown on Exhibit 1 to the agreement, included here as Map 22. A copy of entire agreement is included in the Cooperative Plan as Exhibit M (a copy of which can be found at <https://doa.wi.gov/DIR/Exhibit%20M%20SussexLisbonWaterAgmt.pdf>). Under the terms of the agreement, the Town will construct the water mains, service laterals, and booster pump stations needed to serve these areas, and dedicate the facilities to the Village. The Village will operate and maintain all facilities in the Town service area and bill customers in the Town on a retail basis at the same rates charged to Village of Sussex customers. To date, water service has been extended to the TID No. 1 under this agreement.

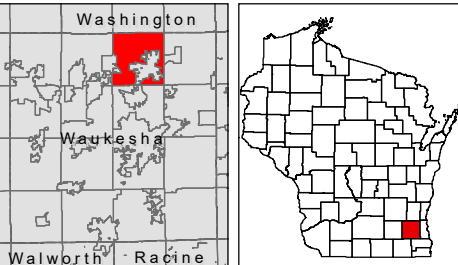
The agreement provides for future expansion of the service areas if approved by the Village. If, in the future, the Town obtains approval from the Public Service Commission of Wisconsin to form a public water utility the water facilities would be transferred back to the Town.

Lisbon also has an agreement with Lannon Stone Products, Inc. ("LSP"), to provide funding for future construction of a municipal water system to serve properties adjacent to its Sussex and West quarries at Lisbon Road and CTH F. Under the agreement, LSP makes quarterly payments to a municipal water service fund managed by Lisbon. The money in the fund is to be used to offset Lisbon's expenses to construct a municipal water system to serve properties affected by the quarry's operations. A copy of the agreement is included in Appendix K.

Exhibit 1
2020
Water Service Areas



- Water Service Areas
- Railroads
- Current Village of Sussex Parcels
- Other Municipal Parcels



Date Created: 07/23/2020
Date Amended:

0 0.2 0.4 0.8 Miles



REEDSBURG - MADISON - PRAIRIE DU CHIEN - MILWAUKEE METRO
N27 W23957 Paul Road, Suite 105, Pewaukee, WI 53072
Phone: (262) 875-5000 Fax: (608) 826-0530

Data Sources: Vierbicher, Waukesha County, Town of Lisbon

Stormwater Management

Lisbon formed a Storm Water Utility many years ago to operate and maintain the Town's storm water infrastructure and best management practices and other activities associated with the MS4 Stormwater Discharge Permit. The utility maintains ditches, culverts, and several storm water detention ponds throughout the Town, and monitors 11 outfall locations on an annual basis. The purpose of the utility, as stated in Chapter 10 of the Lisbon code of ordinances, is to reduce urban non-point source pollution in storm water runoff.

The Storm Water Utility is an Enterprise Fund, which means that it is funded by charges to customers of the utility. Charges are based on equivalent runoff units (ERUs). Residential properties are charged for 1 ERU, while nonresidential properties are charged for 1 ERU per 6,642 square feet of impervious area. More details regarding the Storm Water Utility budget are presented below under Section 2(a): Tax Revenue

Existing or Closed Solid Waste Landfills

There are no existing or closed solid waste landfills in the territory proposed for incorporation.

Boundaries of Proposed Incorporation

The Town of Lisbon currently has some irregular boundaries with the Village of Sussex that were created over time by annexations. The Boundary Stipulation and Intermunicipal Agreement Between the Town of Lisbon and Village of Sussex, dated August 24, 2020, remedies these irregular boundaries. The Boundary Agreement identifies 66 parcels totaling 512 acres that will be detached from the Town and attached to the Village, and two quarry parcels totaling 382 acres that will be detached from the Village and attached to the Town, upon incorporation of the Town.

The boundaries of the territory proposed for incorporation, as shown on Map 14 (p. 63), reflect these territory detachments and attachments that will take place when the Town incorporates. The boundaries of the incorporated Village will eliminate the irregular boundaries with the Village of Sussex.

One large peninsula of the territory proposed for incorporation will remain in the southeast part of the Village of Sussex. This is the Circlecrest Park subdivision, on the south side of Silver Spring Drive. The subdivision was developed in 1950's and is well connected to the rest of the Town via Silver Spring Drive and Town Line Road.

The Department has recognized that these attachments and detachments will go a long way towards alleviating all concerns that would otherwise exist with perpetuating irregularities in the common boundaries.

5. Socio-Economic Activity

Introduction

Lisbon area businesses, schools, community events, churches, clubs, and parks provide residents with many opportunities to interact and form community bonds through school activities, celebrations, worship, community service, recreation, shopping, and relying on local businesses

for day-to-day services. The area's natural environment, location in the metropolitan community, quarries, local entrepreneurship, extensive outdoor recreation opportunities, and a long history of active, involved residents and Town government all contribute to the character of the Lisbon community.

Community Businesses

Lisbon businesses fulfill a distinctive role in the metropolitan community. Lisbon has a long history of local entrepreneurship and supporting business growth in the Milwaukee metropolitan area. Historically, support for mining businesses in Lisbon led to the development of related businesses that now provide hundreds of jobs in non-metallic mining, construction, building products, trucking and utility industries in Lisbon and the greater Waukesha and Milwaukee metropolitan areas. Lisbon includes offices and staging grounds for several regional and national companies that originated and maintain headquarters in Lisbon. Recreational businesses and clubs take advantage of the area's natural resources and provide unique opportunities for residents of Lisbon and the surrounding metropolitan community.

There are many businesses in Lisbon located in commercial areas (devoted to retail, office, service activities, general business activities), light industrial areas (devoted to manufacturing, wholesaling, storage activities, light industrial, and business park activities), or mixed-use areas (devoted to residential, public, institutional, office, retail, service, commercial areas). In addition, there are some resident-owned businesses, as permitted by the Lisbon Zoning Ordinance, that are in residential zones within the community. Together, Lisbon's 107 businesses provide a variety of jobs for Lisbon residents.

Lisbon has four primary existing business centers and is in the process of developing a mixed-use development known as the Town Center. The four primary existing areas are the Lisbon Commercial Center along the STH 164 business corridor, in the center of Lisbon (Indiangrass Lane), the Lisbon Industrial Center, located on the east side of Lisbon (at CTH K and DuPlainville Road), the commercial area at STH 164 and County Line Road, and Tax Incremental District No. 1, also located on the east side of Lisbon (at CTH V and CTH F). Town Center, described in more detail in under Land Use Trends, above, will be located northwest of the Lisbon Commercial Center. These existing and developing business centers are shown on Map 23.

Lisbon has experienced significant nonresidential development since 2011 and has several additional business properties under development currently, as described in more detail in under Land Use Trends, above.

A high percentage of Lisbon residents are well educated and mobile. Many are small business owners. Many work in professional, managerial, and clerical positions for businesses that are located in Lisbon, in the Milwaukee and Waukesha metropolitan areas, or in business parks in adjacent villages. The entire Lisbon community has telecommunications and internet connectivity that supports business operations. Many residents of Lisbon engage in business

operations using residence-based connectivity. According to the American Community Survey, 2016-2020, 92 percent of Lisbon households have a broadband internet subscription.

The preference for Lisbon shown by residents who located and grew their businesses in Lisbon demonstrates long-term local commitment of the business community to Lisbon. At present, there is limited room for commercial building and industrial growth within Lisbon's commercial and industrial zones. However, the creation of the Town Center will provide area for new businesses to locate in Lisbon.



Figure 10 - Air Maintenance, Industrial Park



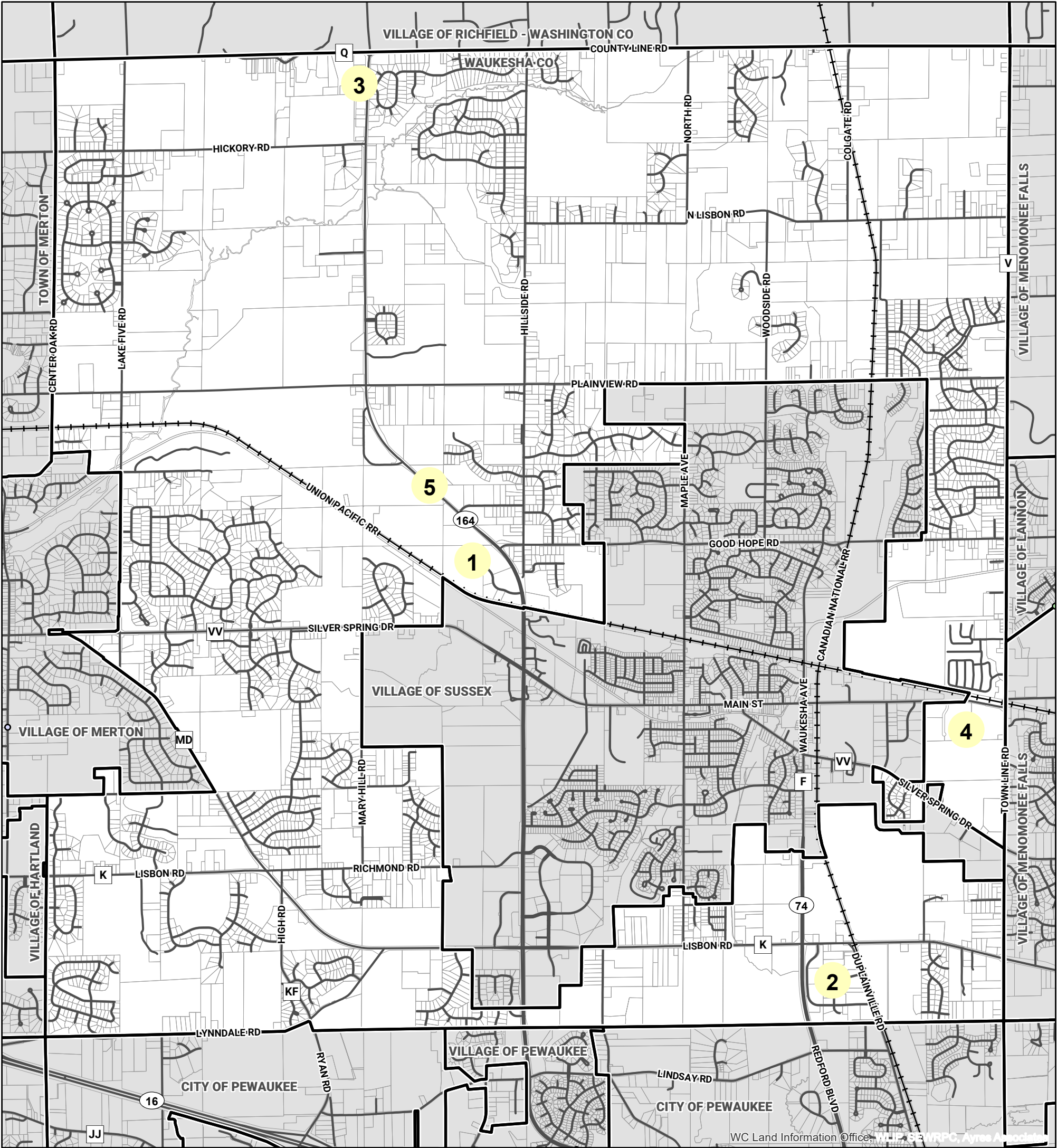
Figure 11 - Pat Bruch Excavators, Industrial Park



Figure 12 - Lannon Stone, Lisbon Road



Figure 13 - The Rock, STH 164



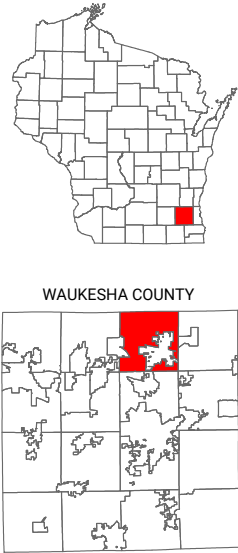
TOWN OF LISBON COMMERCIAL AREAS

- 1 Lisbon Commercial Center
- 2 Lisbon Industrial Center
- 3 Commercial at STH 164 & County Line Rd
- 4 Tax Incremental District No. 1
- 5 Town Center

Roads

Parcels

Other Municipalities



Below is a list of businesses located in Lisbon, arranged by business type. Business addresses reflect multiple zip codes assigned by the U.S. Postal Service to areas in Lisbon. Lisbon addresses that use the Sussex postal code (53089) are authorized by the U.S. Postal Service to use Town of Lisbon, WI in their addresses. The Lisbon area is united by use of (262) area code, Cable Channel 14, and Spectrum cable services.

The business list below is as comprehensive as possible and demonstrates the large variety of local businesses in Lisbon that provide employment and shopping opportunities for Lisbon residents. Any business omitted from the list is inadvertent.

New businesses since 2011 include the following:

- Associated Landscaping
- Casey's
- Eden Stone (now the Rock Stone and Landscaping Supply)
- Frankfurth & Associates Landscape Contractors
- Gordy's Concrete
- J.A. Equities
- PLM Paving and Concrete
- Storage Werks
- Wikoff Color

In addition to these existing businesses, an additional Kwik Trip store, a Pizza Ranch restaurant, Attitude Dance Studio, another trucking business, two landscaping businesses, and two manufacturing businesses are under construction or in the design approval process.



Figure 14 - Gordy's Concrete, Industrial Park

Table 5 - List of Businesses in Lisbon

Name	Address	Zip Code	Year Round / Seasonal	Description
Retail and Personal Services				
Casey's	N56 W22100 Silver Spring Drive	53089	Year Round	Gas station and convenience store; pickup/delivery of pizza, sandwiches
County Line Liquor Store	N95 W25901 County Line Road	53017	Year Round	Retail liquor sales
Funky Farmhouse Studio	W259 N8598 STH 164	53029	Year Round	Hair Salon
J.K. Lee's Black Belt Academy	N69 W25055 Indian Grass Lane, Unit E	53089	Year Round	Martial Arts Academy
Kwik Trip	N67 W27619 Silver Spring Drive	53089	Year Round	Gas station and convenience store
Lake Country Jewelers	N51 W25629 Lisbon Road	53072	Year Round	Watch repair and service, costume jewelry, custom bridal jewelry
Lake Five Dentistry	N95 W25901 County Line Road	53017	Year Round	Full service dental care
Music Dynamics of Sussex	N69 W25055 Indian Grass Lane, Unit H	53089	Year Round	Music lessons
Quarry Mart	N52 W23206 Lisbon Road	53089	Year Round	Gas station and convenience store
Red Wing Kennel	N51 W22289 Lisbon Road	53089	Year Round	Boarding facilities for dogs and cats
Skin Tight Medi-Spa	N95 W25901 County Line Road	53017	Year Round	Licensed skin care spa
Snap Fitness	N69 W25055 Indian Grass Lane	53089	Year Round	Fitness club
Zabrowski Family Trees	W260 N8631 STH 164	53089	Seasonal	Christmas trees
Construction and Contracting				
Affordable Signs & Lighting	W233 N5639 County Road F	53089	Year Round	Sign and lighting contractor
All-Ways Contractors	W229 N5005 Duplainville Road	53072	Year Round	Contractor
Anytime Garage Doors Inc.	N70 W25156 Indian Grass Lane	53089	Year Round	Installation and repair of commercial and residential garage doors
Bernklau Surveying	N60 W25864 Walnut Road	53089	Year Round	Professional land surveyor
Custom Masonry Restoration	N69 W25055 Indian Grass Lane	53089	Year Round	Masonry restoration contractor

D.F. Tomasini, Inc.	N70 W25176 Indian Grass Lane	53089	Year Round	Water, sewer and stormwater contractors; hydro excavation; grading and street/parking lot reconstruction
Demlang Builders	N67 W27770 Moraine Drive	53089	Year Round	Residential construction contractor
Express Building Systems LLC	N47 W28000 Lynndale Road	53072	Year Round	Home builder contractors
Ferguson Waterworks	N49 W22900 Commerce Centre Drive	53072	Year Round	Parts and supplies for municipal, commercial, and residential waterworks, sewer, geosynthetic, and stormwater management
Forston Construction	N70 W25156 Indian Grass Lane, Suite A	53089	Year Round	Concrete and masonry work
Globe Contractors	N50 W23076 Betker Drive	53072	Year Round	Sewer, water, storm sewer contractors
Gordy's Concrete Pumping Services	W232 N4950 Quarry Corners Pkwy	53089	Year Round	Parts and service for concrete placing equipment
Hilbert Company LLC	N69 W25055 Indian Grass Lane, Unit I	53089	Year Round	Custom cabinetry
Hilsenbeck Roofing & Construction	N58 W26529 Mountain Shadows Drive	53089	Year Round	Residential construction contractor, roofing and siding
J P Anthony Inc.	N63 W24511 Silver Spring Drive	53089	Year Round	Concrete and masonry contractor
Lietzau, Inc.	W230 N9401 Colgate Road	53089	Year Round	Septic tank and mounds installation
Mark Schneider Plumbing	W244 N8700 STH 164	53089	Year Round	Residential plumbing contractor
MJS Machinery Installation, Inc.	W230 N4967 Betker Drive	53072	Year Round	Machinery movers and erectors
Pat Bruch Excavators	W230 N5001 Betker Drive	53072	Year Round	Excavating contractors
PLM Paving & Concrete, LLC	W230 N4928 Betker Drive	53072	Year Round	Pavement construction and repair, excavation and drainage, commercial snow removal
Squared Away Builders, Inc.	N69 W25055 Indian Grass Lane	53089	Year Round	Framing and trim carpentry contractors
Visu-Sewer Clean & Seal, Inc.	W230 N4855 Betker Drive	53072	Year Round	Sewer inspection, maintenance, and rehabilitation
Weber Homes	N48 W26890 Lynndale Road	53072	Year Round	Residential construction contractor

Landscaping						
ASP Landscape Service	W260 N8421 STH 164	53029	Year Round	Landscaping and snow removal		
Associated Landscape Services	W220 N7071 Town Line Road	53089	Year Round	Residential and commercial landscaping		
Blaze Landscape	W220 N5859 Town Line Road	53089	Year Round	Landscape design and contracting; snow removal		
Frankfurth & Assoc. Landscape Contractors	N90 W25401 Tomahawk Drive	53089	Year Round	Landscape design and contracting; snow removal		
Hazelwood Tree Service	W260 N8503 STH 164	53029	Year Round	Tree trimming and removal		
Helmricks Landscaping and Handyman Services	N69 W25149 Indian Grass Lane	53089	Year Round	Landscaping and snow removal		
Landworks, Inc.	N69 W25195 Indian Grass Lane	53089	Year Round	Residential and commercial landscaping		
The Rock Stone & Landscape Supply	W249 N6916 STH 164	53089	Year Round	Landscape product and stone suppliers		
Waukesha Lime & Stone Co.	W250 N8097 Hillside Road	53089	Year Round	Agricultural lime for gardeners and farmers		
Transportation						
Corky's Trucking LLC	W230 N5000 Betker Drive, Unit B	53072	Year Round	General freight trucking		
Craters and Freighters Greater Milwaukee	N69 W25055 Indian Grass Lane	53089	Year Round	Specialty crating, packaging and transportation		
National Liner	N48 W22953 Commerce Centre Drive	53079	Year Round	Cargo and freight trucking		
Paul J. Schmit Trucking	N56 W23418 Mitchell Lane	53089	Year Round	Trucking company specializing in dry bulk commodities		
S.J. Stanley Trucking	N68 W25658 Silver Spring Drive	53089	Year Round	Local construction hauling services		
Tremmel-Anderson Trucking	W276 N6746 Moraine Drive	53089	Year Round	Trucking company; truck dispatcher and supplier to contractors		
Self-Storage						
Colgate Storage	W230 N9401 Colgate Road	53072	Year Round	Self-storage rental		
Hwy Q Self Storage	W230 N9515 Colgate Road	53089	Year Round	Self-storage rental		
Indian Grass Storage, LLC	N69 W25179 Indian Grass Lane	53089	Year Round	Self-storage rental		
Mary's Custom Storage	W275 N6725 Lake Five Road	53089	Year Round	Self-storage rental		

Storage Werks	W232 N5040 Quarry Corners Pkwy.	53072	Year Round	Self-storage rental
Recreation				
Ausblick Ski Club	W260 N6395 Mary Hill Road	53089	Seasonal	Private ski club
Fairways of Woodside Golf Course	W235 N8501 Woodside Road	53089	Year Round	18-hole golf course, open to the public
Goetz's Country View Driving Range	N55 W27361 Lisbon Road	53089	Year Round	Driving range, open to the public
Iron Horse Polo Stables, LLC	N88 W22937 North Lisbon Road	53089	Year Round	Horse breeding, training, and boarding stables
Ironwood Golf Course	W270 N6166 Moraine Drive	53089	Year Round	27-hole golf course, with leagues, lessons, club house, golf shop, bar and grill, party, meeting and banquet facilities, open to the public
Menomonee Falls Rod & Gun Club	W249 N8500 Hillside Road	53089	Year Round	Non-profit privately operated sportsmen's club
Menomonee Falls Saddle Club	N75 W25500 STH 164	53072	Year Round	Private English and Western riding club, with show grounds and annual show schedule
Sherwood Forest Bowmens Club	N61 W25600 Walnut Road	53089	Year Round	Archery club & equipment, shooting leagues, shooting ranges, club memberships available, open to the public
Songbird Hills Golf Course	W259 N8700 STH 164	53089	Year Round	18-hole golf course, with leagues, lessons, club house, golf shop, bar and grill, party, meeting, and banquet facilities, open to the public
Quarrying and Building Materials				
Genesee Aggregate	N260 N8149 State Road 164	53089	Year Round	Fine sand, gravel, and aggregate quarry and processing
Halquist Stone	N51 W23563 Lisbon Road	53089	Year Round	Processing of stone and concrete building materials
Halquist Stone	W221 N6981 Town Line Road	53089	Year Round	Processing of stone and concrete building materials
La Farge North America	W249 N9436 Hillside Road	53017	Year Round	Building materials, cement, concrete, aggregates, and gypsum
Lannon Stone, Inc.	N52 W23564 Lisbon Road	53089	Year Round	Quarry, construction aggregates
Lannon Stone, Inc.	N52 W23096 Lisbon Road	53089	Year Round	Quarry, construction aggregates

Lannon Stone, Inc.	W220 N6799 Town Line Road	53089	Year Round	Quarry, aggregates	construction
Payne & Dolan	W259 N8150 State Road 164	53089	Year Round	Aggregate, asphalt, and concrete manufacturing	
Manufacturing/Machining					
Allegis	N49 W22900 Commerce Centre Drive	53072	Year Round	Distributor and manufacturer of access hardware for computer enclosures, HVAC, agriculture, and transportation sectors	
Brezinski Racing Products	N50 W23001 Betker Drive	53072	Year Round	Manufacturing of cast iron performance cylinder heads for race cars	
DVG Manufacturing	N69 W25055 Indian Grass Lane	53089	Year Round	Machining and milling; tool, die and mold making	
Lerch Tool & Die	N88 W23462 Lisbon Road	53089	Year Round	Manufacturing of dies, tools, jigs, fixtures	
Merbeth Sheet Metal Products	W229 N5111 DuPlainville Road	53072	Year Round	Manufacturing of sheet metal products	
Quality Welding, Inc.	N69 W25055 Indian Grass Lane	53089	Year Round	Custom welding and manufacturing of products for manufacturers	
Resource Machining & Welding Corp.	W229 N5065 DuPlainville Road	53072	Year Round	Manufactures industrial machinery; CNC precision horizontal machining, manual machining, fabrication, welding, robotic welding, engineering, reverse engineering, and design.	
Techni-Turn, Inc.	N50 W23001 Betker Drive, Unit D	53072	Year Round	CNC precision turning services and machined components, grindings, coatings/platings, heat treating	
Wikoff Color Corporation	W223 N6351 Richard Road	53089	Year Round	Manufacturer of custom inks, coatings and packaging	
Automotive and Boat Sales and Service					
Big City Limousine and Detail	W220 N6671 Town Line Road	53089	Year Round	Automobile detailing and limousine services	
Boat Care & Services	W230 N5000 Betker Drive, Unit C	53072	Year Round	Boat repair, winterizing, and storage	
Grant's Service	W249 N9496 Hillside Road	53017	Year Round	Automotive repair	
H&H Auto Parts	W233 N5639 County Road F	53089	Year Round	Auto parts recycler	

Insurance Auction	Auto	N70 W25277 Indian Grass Lane	53089	Year Round	Auto auction house, onsite preview, office hours, yard hours; branch of IAA Milwaukee
J.A. Equities		W233 N5637 County Road F	53089	Year Round	Car dealership
JM Motorsports		W230 N5000 Betker Drive, Unit A	53072	Year Round	Automobile performance modifications, restoration, and storage
Joe's Car Care Inc.		W23 N9515 Colgate Road	53089	Year Round	Automotive repair
The Boat Repair Shop		N50 W23001 Betker Drive, Unit F	53072	Year Round	Boat repair
Total Car Care		N68 W27820 CTH VV	53029	Year Round	Automotive repair services
Professional Services					
David Holzhauser Appraisal Service		N77 W22184 Wooded Hills Drive	53089	Year Round	Residential, commercial and industrial appraisals
Kaleidoscope Graphics		N60 W25864 Walnut Road	53089	Year Round	Graphic design services
The Metal Minion		N91 W25390 Tomahawk Drive	53089	Year Round	Engineering design for tools, plastics, silicon, and die cast
Property Management					
American Mobile Home Community		N67 W22208 McLaughlin Road	53089	Year Round	Mobile home park
Other Businesses					
Advanced Communications Specialists		N70 W25156 Indian Grass Lane	53089	Year Round	Residential and commercial cabling and technology specialists
Air Maintenance, Inc.		W230 N4933 Betker Drive	53072	Year Round	Air conditioning, heating, HVAC systems, ventilation cleaning
Air Plus, LLC		N48 W23079 Commerce Centre Drive	53072	Year Round	Air conditioning, heating, HVAC duct cleaning services
Brandt Innovative Technologies, Inc.		W230 N4901 Betker Drive	53072	Year Round	Security control equipment and systems
Controlled Pressure Hydraulic Sales & Service		N69 W25149 Indian Grass Lane	53089	Year Round	
Financial Systems Corporation		N70 W25156 Indian Grass Lane, Suite H	53089	Year Round	Sales and service of equipment and security systems for financial institutions

Light Force of Wisconsin, Inc.	N48 W23079 Commerce Centre Drive, Unit 3	53072	Year Round	Lighting services and equipment rentals; lighting, power and motion for the film and video industry
Piranha Promotions, Inc.	N69 W25055 Indian Grass Lane	53089	Year Round	Specialty advertising and promotional materials
QuickFab Welding & Erecting LLC	W230 N5000 Betker Drive	53072	Year Round	Commercial and industrial equipment and machinery repair and maintenance
The James Group	N75 W22227 Chestnut Hill Road	53029	Year Round	Design and supply of custom displays for bicycles and bicycling products
Water Blasting LLC	N48 W22953 Commerce Centre Drive	53072	Year Round	Water clean-up services

Cohesion and Unity

Town History

The first male settler in what is now the Town of Lisbon, Thomas S. Redford, claimed 160 acres in 1836. The parcel was the quarter section located in the southeast corner of Section 25, today the area of Silver Spring Drive and Town Line Road. A portion of this parcel remains in Lisbon and is occupied by Hamilton High School and Templeton Middle School. The first female settler, Melinda Weaver, arrived in 1837. The Lisbon-Merton Union Cemetery was established in 1842. The first church, Lisbon Presbyterian Church, was built in 1846 and continues to provide Christian services to Lisbon residents.

The Town of Lisbon was created by an act of the Territorial Legislature on January 2, 1838. A subsequent act, passed March 9, 1839, established the town lines as they now are. Lisbon held its first Annual Meeting on April 5, 1842, in the Lisbon Plank School in Section 34 on the north 38 side of what is now CTH K, just west of STH 74. The school served as the Town Hall until the Town built its first Town Hall on Sussex Main Street west in 1866.



Figure 15 - Lisbon 2000 Millennium Historical Marker

That historic Stone School House remains along Highway K, at the Halquist Stone Company and is now a Historic Site.



Figure 16 - Lisbon-Merton Union Cemetery

The third Town Hall was erected in the geographical center of the township, at Good Hope Road and Hillside Road (now Lisbon's Town Garage) in 1955. In 1978-80, Lisbon leased the North Lisbon School from the Hamilton School District and remodeled the building to accommodate needs for a Town Hall. In 1980, the School District sold the site to Lisbon and this site has remained the Lisbon Town Hall for 40 years, to the present day.

Since the first Annual Meeting in 1842, the Lisbon community has experienced a variety of urban land uses and government acquisitions in Lisbon related to the development of municipal services, governmental facilities, parks, and fire services, including these:

- Since 1949, when the people of Lisbon authorized the Town Board to exercise “powers of a village board” under Wis. Stat. §60.22(3), Lisbon has engaged in comprehensive land use planning for all the land within its boundaries, including the management and control of property, finances, highways, streets, navigable waters, and the public service areas.
- 1955 purchase of land to build a Lisbon Garage (at Good Hope Road and Hillside Road) later to house Lisbon Fire Station #1 and the Town Hall
- 1968 purchase of land for the Stoney C. Halquist Park (CTH K)
- 1975 purchase of the Stone Family Park (on Plainview Parkway)
- 1980 purchase of land for Town Hall Park

- 1982 formation of the Lisbon Fire Department
- 1984 purchase of land for Lisbon Oaks Park (Woodland Oaks Subdivision)
- 1989 purchase of land for Lisbon Community Park (Lake Five Road and Oakwood Road)
- 2008 purchase of land for Fire Station #2 (Richmond Road and CTH K).

Celebrations, Events, and Community Participation

The Lisbon Park Department maintains extensive parklands and sponsors a variety of special events in the community that have become part of the social and recreational customs for Lisbon residents. These include a variety of events, some co-sponsored with other departments, others co-sponsored with other organizations and/or adjacent municipalities. Events include:



Figure 17 - Winterfest

Winterfest, held in February in Lisbon Community Park, featuring horse drawn sleigh rides, sledding, snowboard, ice skating, a bonfire, kids crafts, and free refreshments.

Easter Eggstravaganza, co-sponsored by the Lisbon Park Department & the Village of Sussex at Lisbon Community Park or Armory in Sussex (alternate years). Attended by hundreds of children and their families from Lisbon/Sussex area.

Earth Day, sponsored by Lisbon Park Department at Community Park. The Parks Department gives away 300 tree saplings for planting throughout the community. Tree varieties include red oak, bur oak & swamp white oak.

Lisbon Community Festival, held in the summer at Lisbon Community Park, features live music, a car show, activities for all ages, and food and refreshments for sale.

Lisbon parks also host special events for a variety of community organizations. For example, in 2022 Lisbon will host a 5k run put on by Westyn's Light, a non-profit organization formed to raise money for Congenital Adrenal Hyperplasia (CAH) awareness and research.



Figure 18 - Easter Eggstravaganza

Several other annual events or regular activities are part of the social activities in Lisbon and contribute to community cohesion. These include:

EMS Week Community Blood Drive, cosponsored by Flight for Life and the Lisbon Fire Department.

Lisbon Fire Department Auxiliary Pancake Breakfast, held at the Lisbon Fire Station No. 2.

National Night Out, jointly sponsored by the Village of Sussex, Town of Lisbon, Sussex Fire Department, Lisbon Fire Department, and the Waukesha County Sheriff's Department, promotes neighborhood spirit and police-community partnerships. The event features displays and demonstrations of police and fire equipment, bike helmet fitting, and refreshments.

Christmas Love Lights Tree Lighting & Caroling Party, sponsored by the Lisbon Fire Department Auxiliary, is a community-wide benefit for the Lisbon Fire Department at the Lisbon Fire Station #2 (dedicated to former Town Board Chairman Richard Jung). Attended by 100-200 Lisbon residents, love-light donations are given to honor friends, neighbors and relatives who have passed on. This is Lisbon's annual holiday tree lighting and caroling event.



Figure 19 - Community Blood Drive



Figure 20 - National Night Out

Lisbon's Christmas Party and Volunteer Appreciation Dinner, a catered dinner sponsored by the Lisbon Board to thank residents who volunteer their services and serve on committees and commissions during the year.

Seniors and Students Program, sponsored by the Hamilton School District, connects older adults in the community with District students to make intergenerational connections, read books and play games together at lunch time, exchanges cards and letters, help students strengthen their creative writing skills, and help with other special projects throughout the school year.

Adopt-a-Road Program, a Park Committee sponsored program to keep roads neat and tidy, offers opportunities for Town of Lisbon families, businesses and organizations to serve their community.

9/11 Memorial. On September 11, 2011, the Town formally dedicated its 9/11 Memorial, featuring a nearly two-ton piece of steel from the World Trade Center towers. The memorial was proposed by Lisbon Fire Department Lieutenant, Mark Meyer. The Town formed a 9/11 Committee comprised of Town officials, Town staff, and other community members. Nearly all the funding for the construction of the memorial was provided by donations from Lisbon businesses and community members.



Figure 21 - Lisbon 9/11 Memorial

Shopping and Social and Recreational Customs

Lisbon's location within the metropolitan community, as well as its natural resources and history, have shaped the local economy and shopping and recreational customs.

Lisbon is located in a densely developed part of Waukesha County, surrounded by cities and villages, and well-connected to surrounding municipalities and the entire Milwaukee metropolitan area via interstate, state, and county highways. Long-established regional and local shopping centers and commercial corridors in adjacent municipalities provide Lisbon residents with access to grocery stores, hardware, clothing, furniture, banking, healthcare and other goods and services.

Rather than duplicating retail and service uses already available in adjacent communities, Lisbon has developed a distinctive local economy that provides goods, services, and recreation for both Lisbon residents and the metropolitan community. This has been a purposeful planning decision,

precisely the one its neighbor, City of Pewaukee implemented in its land use planning. Lisbon's natural resource base and the Town's commitment to protecting and using its natural resources wisely have resulted in a local economy built around non-metallic mining, construction, building products, trucking, utility industries, auto, landscaping, and residential contractor services, and outdoor recreation. Most of Lisbon's businesses are relatively small and locally owned. Unlike surrounding communities such as Brookfield, Menomonee Falls, Village of Pewaukee, and Sussex, Lisbon has implemented a policy to allow very few chain stores or restaurants and no regional draw or 'big box' retail. Lisbon businesses do offer residents a wide array of goods and services, including multiple gas station and convenience stores, a liquor store, dental care, a fitness club, pizza, landscaping and auto repair services, salon and spa services, martial arts, music, and dance instruction, jewelry, and auto sales. In addition, Lisbon offers extensive and unique outdoor recreation opportunities as described below.

Lisbon has well-defined and developing commercial centers throughout the community. Lisbon's major commercial center is centrally located in Lisbon, east of STH 164, one of the busiest highways in the area, along Indiangrass Lane. This commercial center is just southeast of the Town Center area currently under design. The Town Center, as described in more detail under Land Use Trends, above, will bring new residents to this area and provide additional commercial and recreational opportunities for Lisbon residents.

The commercial center on STH 164 includes light industrial, recreation, and specialty shops. The commercial center is part of the B-4 "special use" zoning district located on the west side of STH 164, across from Sussex's "special use" district (on the east side of STH 164). Lisbon's commercial center has a modern, attractive design and signage to accommodate specialty shops, including a martial arts academy, a fitness club, a music center, landscaping and residential cabling and technology services, an auto auction business, and self-storage units. Developments within Lisbon's STH 164 Commercial Center and the adjacent Town Center provide convenient shopping for Lisbon residents and access to the "Bugline" hiking trail that travels through acres of conservancy to link the STH 164 Commercial Center to Community Park to the west.



Figure 22 - Bugline Trail



Figure 23 - STH 164 Commercial Area

In addition to the STH 164 commercial area, Lisbon has several areas that are developed for commercial and general business, industrial, and limited industrial business uses. These areas provide goods and services to residents that meet resident and business-to-business needs in the Lisbon area. They include:

- A nearly built out industrial park on CTH K and DuPlainville Road that includes several specialty car, truck and boat maintenance and repair shops, business-to-business building and contracting businesses, self-storage units, and HVAC and pavement management services.
- Tax Incremental District No. 1 and adjacent area along Town Line Road between Silver Spring Drive and Main Street that includes landscaping businesses, auto detailing, Casey's gas, convenience, and pizza store, and a new restaurant, dance studio, manufacturing facilities, and landscaping business currently under construction or in the design approval process.
- A local commercial business district at CTH Q and STH 164 that includes a skin care spa, a dentist office, and a retail grocery & liquor store. A new Kwik Trip gas and convenience store is under construction in this area and adjacent land is planned for future commercial uses.
- A small commercial area at the corner of Silver Spring Drive and Lake Five Road that includes a Kwik Trip gas and convenience store and self-storage units.



Figure 24 - Local Commercial at STH 164 and CTH Q



Figure 25 - Quarry Mart, Lisbon Road



Figure 26 - Kwik Trip, CTH VV

Many residents purchase goods and services from businesses that operate from these business districts. Many also purchase goods and services from home-based businesses in Lisbon, including a dog kennel, hobby kennels, a jewelry shop, private golf clubs, a private ski club and shooting clubs, a Christmas tree farm, and a local hair salon.

As described under Excerpts from Land Use Plans, above, Lisbon has extensive Town-owned parklands and Waukesha County has a well-developed trail system with plans for future trail extensions in Lisbon. Recreation-based businesses in the community also contribute seasonally to business, recreation, and social customs in Lisbon. They include three privately owned golf courses (open to the public), a golf driving range, a downhill ski club, a rod & gun club, an archery club, a dog training facility, riding and polo stables and a private saddle club. These businesses and organizations provide a variety of outdoor sports opportunities for outdoor sports enthusiasts from Lisbon and other communities. They operate under conditional use permits issued by Lisbon and provide sports/recreational and social opportunities within the Lisbon community that are not available in adjacent communities.



Figure 27 - Ironwood Golf Course

Local Groups, Social Clubs, and Churches

Lisbon has many churches, social clubs, and groups that provide opportunities for worship, community service, social interaction, organized sports, and other recreational opportunities for Lisbon residents as well as other area residents.

Lisbon Presbyterian Church – W250 N7095 Hillside Road

The historic Lisbon Presbyterian Church, founded in 1846, is pictured below. Meetings and activities are as follows:

Sunday morning worship

Weekly Bible Study

Twice monthly participation in hosting free community dinners with Cooperating Churches of Sussex (CCOS)

Volunteer monthly at the Sussex Outreach Services (SOS) Food Pantry



Figure 28 - Lisbon Presbyterian Church

Gospel Fellowship of Sussex – N74 W25332 Howard Lane

Sunday morning worship

Youth classes

Small group Bible studies

Redeemer United Church of Christ – W220 N4915 Town Line Road

Sunday morning worship

Wednesday evening dinner church



Figure 29 - Redeemer United Church of Christ

Cooperating Churches of Sussex (CCOS) – Sussex Outreach Services, is the social ministry arm of the Cooperating Churches of Sussex (CCOS). SOS served 367 families and 944 unique individuals in 2021, helping them with food, emergency financial assistance, preventive health programming, resources, and referrals. SOS serves all families and individuals in the Hamilton School District, which includes Sussex, the Town of Lisbon, Lannon, and parts of Merton, Butler, and Menomonee Falls. Lisbon Presbyterian Church participates monthly in the activities of SOS, hosting free community dinners and volunteering at the SOS Food Pantry.

Lisbon is home to many clubs that provide recreational opportunities to Town of Lisbon residents, surrounding communities and the Metropolitan Milwaukee area, as described below.

Menomonee Falls Saddle Club, N75 W25500 Hwy 164, established in 1965, offers members an opportunity to ride and train their horses on Saddle Club grounds, as well as hosting monthly meetings and a variety of horse shows.

Ausblick Ski Club, W260 N6395 Mary Hill Road, was formed in 1973 and took over Mary Hill, a ski hill developed by Marquette University's Avalanche Club in 1950. The club offers downhill skiing, racing, and lessons to families and individuals from across the Milwaukee area.

Menomonee Falls Rod & Gun Club, W249 N8500 Hillside Road, offers year-round activities and shooting courses for members and the public at its 63-acre grounds, including sight in clinics, hunter safety training, and civilian marksmanship programs.

Sherwood Forest Bowmen Club, N61 W25600 Walnut Road, owns a 28-acre site with a clubhouse, and indoor, outdoor, and 3D shooting ranges. The club offers 24/7 access to members and hosts shooting leagues and other frequent events open to the public.

Multiple clubs and organizations serving Lisbon youth and adults use Lisbon parks for organized sports, including the following:

- Lannon Baseball association
- Sussex-Lisbon Youth Baseball Association
- Sussex Softball Association
- Kickers of Wisconsin
- Sussex Soccer Club

School Districts

According to the 2020 American Community Survey estimate, there are 2,163 students in the Town of Lisbon in kindergarten through grade 12:

Table 6 - Elementary and Secondary School Students in Lisbon

Grade Level	Number of Students
Kindergarten	131
Grades 1-4	426
Grades 5-8	786
Grades 9-12	820
Total	2,613

Four public school districts serve the Lisbon community: the Arrowhead (High School) District, The Richmond School District (K-8), the Merton (K-8) District, and the Sussex-Hamilton (K-12) School District, as shown on Map 24. Several schools are in Lisbon, including Richmond School, and Hamilton High School, Templeton Middle School, and Silver Spring Intermediate School in the Sussex-Hamilton District. The Richmond Schools District primarily serves students in the Town of Lisbon. Lisbon students travel for schooling to sites located in Lisbon listed above, but also to Merton (for Merton Primary and Intermediate schools), to Hartland (for Arrowhead High School), to Lannon (for Lannon Elementary), or to Menomonee Falls (for Willow Springs Learning Center, pre-K program).

Private schools attended by students in the area include University Lake School (K4-8), Lake Country Lutheran High School, Peace Lutheran Academy (4K-8), Pilgrim Evangelical Lutheran School (4K-8), Saint Agnes Catholic Grade School (4K-8), Saint John's Lutheran Grade School (4K-8), and Zion Lutheran Grade School (4K-8).

Current enrollment in each public school district by level of school is shown below. Enrollment in area schools has been decreasing since the 2017-18 school year for Arrowhead High School, Richmond Elementary, and Merton Elementary and Intermediate Schools. Enrollment in the Hamilton School District increased from 4,881 students for the 2017-18 school year to 5,007 students for the 2021-22 school year. The Hamilton School District opened the Silver Spring Intermediate School for grades 5 and 6 in 2019, moving students from the elementary schools and Templeton Middle School to Silver Spring.

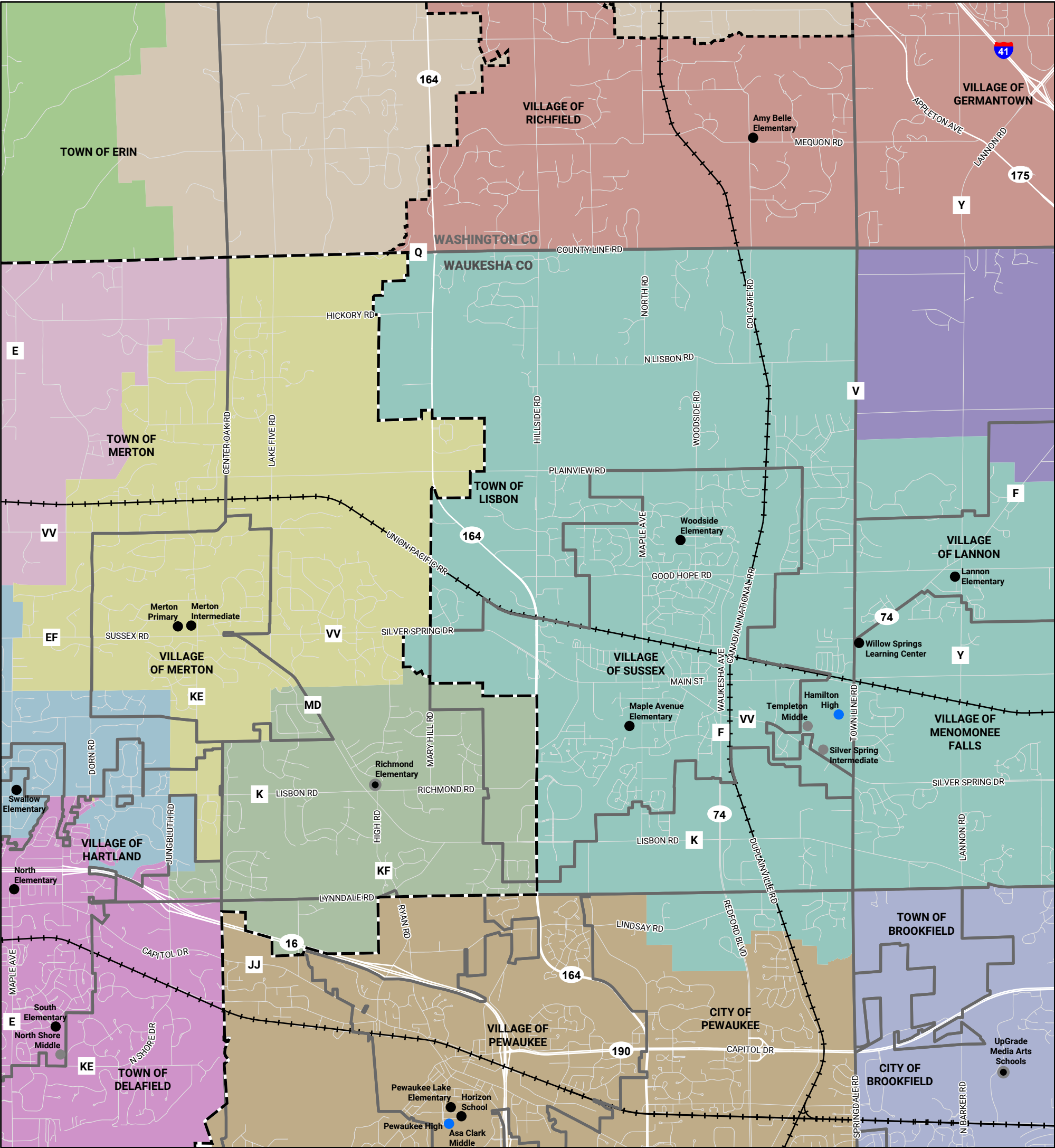
Table 7 - Public School Enrollment in Lisbon Area Schools, 2021-2022

School(s)	2021-2022 Enrollment
Arrowhead High School District	2,084
Richmond Elementary District	423
Merton School District, Merton Elementary and Intermediate Schools	864
Sussex Hamilton Elementary Schools	2,005
Sussex Hamilton, Templeton Middle School & Silver Spring Intermediate	1,470
Sussex Hamilton, Hamilton High School	1,532
Total	8,378

With decreasing levels of enrollment, the Arrowhead High School, Richmond, and Merton school districts are not planning to expand any of their facilities and have capacity to serve additional students. Hamilton School District is considering a referendum for the fall of 2022 or the spring of 2023 to construct a new elementary school in Menomonee Falls. Students at Lannon Elementary School would transfer to the new school. The 4k program at Willow Springs Learning Center would transfer to the existing Lannon Elementary School building.

School facilities within each district are available for use by community groups and organizations, subject to guidelines established by each school district. Historically, residents of Lisbon have given hundreds of hours each year and years of dedicated service as members of committees, support organizations, officials, and elected School Board Members in the public-school districts and private schools that serve students from Lisbon. It is anticipated that the boundaries for school districts, existing school facilities and personnel, and the dedication of Lisbon residents to their schools will not change as Lisbon becomes incorporated as a metropolitan village.

While the Town is divided into four public school districts, this is not unusual for incorporated municipalities in Waukesha County. For example, Lisbon's neighbor, City of Pewaukee, feeds four Districts – Hamilton, Arrowhead/Richmond, Waukesha, and Pewaukee.



TOWN OF LISBON AREA PUBLIC SCHOOLS & DISTRICTS

School Districts

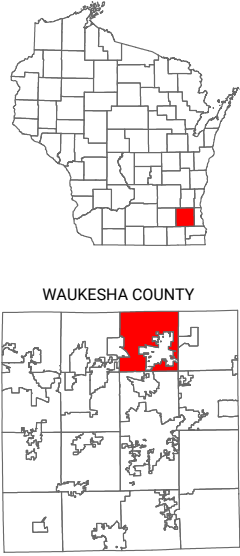
- | | |
|----------------------|------------------|
| Elmbrook | Menomonee Falls |
| Erin | Merton Community |
| Germantown | North Lake |
| Hamilton | Pewaukee |
| Hartland-Lakeside J3 | Richmond |
| Holy Hill Area | Swallow |

Public Schools

- Elementary School
- Middle School
- High School
- Combined Elementary/Secondary School

- Arrowhead UHS
- Hartford UHS

Municipal Boundaries



Section 1(b): Territory Beyond the Core

66.0207(1)(b) Territory Beyond the Core.

“The territory beyond the most densely populated square mile as specified in s. 66.0205 (3) or (4) shall have the potential for residential or other urban land use development on a substantial scale within the next 3 years. The board may waive these requirements to the extent that water, terrain or geography prevents the development.”

1. Introduction

Lisbon has a substantial and rapidly growing residential population. The Town has experienced significant amounts of both residential and nonresidential development over the past ten years and has numerous developments currently underway. As described in Section 1(a): Characteristics of the Territory, Land Use Trends, the demand for residential lots and nonresidential parcels has kept pace with the rapid development of new subdivisions and nonresidential parcels. Undeveloped lands that are suitable for development represent a small percent of land in Lisbon and are primarily infill areas between existing development and natural resource preservation areas. Based on the pace of recent and current development, the territory beyond the most densely populated square mile, as shown on Map 10 (p. 46), has the potential for development on a substantial scale within the next three years.

2. Population

According to the Wisconsin Demographics Services Center, the Town of Lisbon had an estimated 10,731 residents as of January 1, 2021. The Cooperative Plan with the Village of Sussex identifies 66 parcels that are to be detached from the Town and attached to the Village. These parcels, totaling approximately 512 acres, include 52 parcels with existing single-family residences. The Boundary Agreement also includes the transfer two quarry parcels from Sussex to Lisbon, however these parcels do not have any residents. The 2015-2019 American Community Survey (ACS) estimates the average household size for the Town of 2.57 persons per household. Assuming 2.57 persons per household for the 52 residences that will be attached to the Village, the estimated population of the area proposed for incorporation is 10,597 persons.

Table 8 - Parcels and Housing Units to be Transferred to the Village of Sussex

Tax ID	Current Use	Acres	Housing Units
0201 998 001	Agriculture	35.10	0
0201 998 002	Agriculture / Residential	5.00	1
0201 999 002	Residential	2.00	1
0198 995	Agriculture / Residential	10.00	1
0198 996	Residential	10.00	1
0198 998	Agriculture	19.90	0
0198 999	Agriculture / Residential	39.00	1
0197 998	Residential	1.00	1
0194 992	Residential	1.60	1
0194 993	Residential	2.00	1
0194 994	Residential	1.60	1
0194 995	Residential	4.40	1
0194 996	Residential	1.30	1
0198 997 001	Residential	2.00	1
0199 999 001	Residential	1.50	1
0199 995	Residential	0.90	1

0199 996	Residential	0.90	1
0199 997	Residential	0.90	1
0204 999 002	Residential	1.30	1
0204 999 003	Residential	1.30	1
0199 991	Residential	1.00	1
0199 992	Undeveloped	0.90	0
0199 993	Undeveloped	0.90	0
0199 994	Residential	1.10	1
0204 998 004	Residential	4.00	1
0203 993	Undeveloped / Residential	20.00	1
0204 997	Residential	0.80	1
0204 998 002	Residential	5.00	1
0204 998 003	Residential	5.00	1
0204 998 005	Residential	1.00	1
0203 999 002	Residential	1.00	1
0203 999 003	Residential	1.00	1
0204 993	Residential	0.80	1
0204 996	Residential	0.80	1
0229 992	Residential	1.70	1
0199 989	Residential	1.80	1
0229 998 002	Residential	0.90	1
0229 998	Undeveloped	52.00	0
0229 998 001	Residential	3.00	1
0229 995	Residential	3.00	1
0229 997	Undeveloped	1.00	0
0229 996	Undeveloped	58.70	0
0229 996 001	Residential	1.20	1
0225 998 004	Agriculture	35.30	1
0225 997	Residential	1.10	1
0250 997	Residential	0.70	1
0250 998	Residential	0.50	1
0250 999	Residential	0.70	1
0253 998	Agriculture	38.40	0
0250 993	Residential	2.00	1
0251 995	County ROW	0.90	0
0251 996	Residential	7.10	1
0251 997	Residential	2.50	1
0251 998	Residential	0.70	1
0251 993	Residential	0.90	1
0251 991	Residential	0.90	1
0256 994	Residential	3.50	1
0256 996	Agriculture	80.30	0
0256 995	Residential	1.20	1
0276 997	Residential	5.00	1
0282 979 001	Residential	7.50	1

0282 979 002	Agriculture	2.40	0
0248 983 005	Agriculture	9.80	0
0248 980	Undeveloped	1.00	0
0248 981	Undeveloped	1.00	0
0194 998	Residential	0.50	1
Total		512.20	52
Undeveloped / Agriculture		395.70	

3. Land Suitable for Development

Lisbon has experienced rapid population growth and development in recent years and has a substantial amount of new residential and nonresidential development and construction underway currently.

As summarized on Map 10 (p. 46), Town of Lisbon Development Map, and described in preceding sections of this report, the Town has substantial areas that are not suitable for development due to geology, topography, soil conditions, distance to bedrock, wetlands, and other natural resources. Most of the areas that are suitable for development have been developed or are in the process of being developed, with limited remaining areas available for infill development.

As shown on Map 10, Town of Lisbon Development, and Map 17, Waukesha County Land Use Plan – Town of Lisbon (p. 67), most existing undeveloped lands suitable for development are planned for new low density, suburban density, medium density, or high-density housing. The areas planned for medium and high-density residential uses are adjacent to the Town Center currently under development and will be provided with municipal water and sanitary sewer service.

Substantial residential development is occurring in Lisbon currently. There are 374 residential lots in 10 subdivisions or additions to existing subdivisions in the development process currently, as well as 175-185 new single-family and duplex lots, as well as multi-family buildings, proposed for the Town Center development. In 2020 and 2021, Lisbon issued 142 building permits for new homes.

Some land in the far northwest corner of the Town, as well as scattered areas with existing rural density development, are planned for rural density and other agricultural land. Lisbon has several zoning classifications that would allow undeveloped land in this category to be developed in rural density subdivisions or individual residential parcels. Some of this area was recently developed as a rural subdivision, as shown on Map 10, Town of Lisbon Development.

Substantial amounts of nonresidential development are also underway in Lisbon, and remaining undeveloped nonresidential land is limited. Additional commercial and governmental or institutional uses are planned or in development within the following areas:

- STH 164 Commercial Center (Indian Grass Lane) – all parcels have been improved, however, the largest parcel has remaining space for future expansion or division of the parcel to provide a new building site.
- TID No. 1 (Town Line Road and Main Street) – Sewer and water service was extended to this area in 2020 and 2021. Of the 139 acres of new development, 113 is completed or under development, with one 26-acre parcel remaining. The Town is currently in negotiations with developers for the sale of most of the remaining 26 acres.
- Town Center Development (STH 164 northwest of the Lisbon Commercial Center) – Sewer and water service will be extended to this area under the agreements with Sussex. This development currently encompasses a total of 150.5 acres and will include a new Village Hall and park, medium density single-family and duplex residential units, multi-family units, and a mix of commercial uses. Land east of STH 164 is planned for future expansion of the Town Center with mixed-use development.
- Intersection of STH 164 and County Line Road – This area has existing unsewered development, including a neighborhood commercial center, and a former bank branch that, along with the vacant parcel to the south, is currently being redeveloped as a Kwik Trip. Additional parcels planned for commercial development total 19 acres.
- Lisbon Industrial Center (STH 74 and CTH K) – Two 4.6-acre parcels are still available in the industrial center.
- Commercial area at CTH MD and CTH VV – This area has one vacant, 1.4-acre parcel.
- There are other areas planned for future nonresidential uses as shown on Map 17, Waukesha County Land Use Plan – Town of Lisbon. The single largest undeveloped parcel planned for nonresidential use is a 38-acre on the south side of Plainview Road, east of STH 164, owned by the Hamilton School District for a future school site

Table 9 summarizes the amount of land by generalized planned land use and development status. As shown, there are over 685 acres of land currently in the development process. Undeveloped lands that are suitable for development represent only 14.3 percent of the Town, and except for the rural density lands in the northwestern corner of the Town, are scattered infill areas. It should be noted that the acreage of undeveloped lands includes areas that are part of a larger developed parcel where the existing use could be expanded, or the parcel could potentially be divided, as well as scattered areas of undeveloped land on parcels already developed in rural densities.

“Other” lands include land reserved for transportation, communication and utilities, rights of way, extractive and recreational lands, environmental corridors, natural resource areas, wetlands, floodplains, and surface water, and other lands to be preserved due to slopes, soil conditions, or other limitations to development.

Table 9 - Land Area by Planned Land Use and Development Status, 2022

Planned Land Use Category	Acres	Percent of Total
Rural Density and Other Agricultural Land, Developed Prior to 2011	264.9	1.6%
Rural Density and Other Agricultural Land, Developed 2011 to Present	62.4	0.4%
Rural Density and Other Agricultural Land, Undeveloped	971.5	5.7%
Subtotal	1,298.8	7.6%
Residential, Developed Prior to 2011	3,965.7	23.2%
Residential, Developed 2011 to Present	428.8	2.5%
Residential, Development Approved/In Process	573.3	3.4%
Residential, Undeveloped	1,318.4	7.7%
Subtotal	6,286.2	36.8%
Nonresidential, Developed Prior to 2011	232.3	1.4%
Nonresidential, Developed 2011 to Present	157.1	0.9%
Nonresidential, Development Approved/In Process	111.8	0.7%
Nonresidential, Undeveloped	146.7	0.9%
Subtotal	648.0	3.8%
Other	8,841.7	51.8%
Total	17,074.7	100.0%

Lisbon has experienced rapid population growth and development in recent years that far exceeded the projections in the Town's Comprehensive Plan adopted in 2009. Lisbon has a substantial amount of development underway currently and demand remains strong for both residential and nonresidential properties. The territory beyond the core of the proposed village has the potential for development on a substantial scale within the next three years.

Section 2(a): Tax Revenue

66.0207(2)(a) Tax revenue.

“The present and potential sources of tax revenue appear sufficient to defray the anticipated cost of governmental services at a local tax rate, which compares favorably with the tax rate in a similar area for the same level of services.”

1. Introduction

Lisbon's effective government management, use of intergovernmental service agreements, and substantial tax base allow the Town to offer a full range of quality municipal services and maintain its infrastructure and facilities at a low tax rate. The Town is in excellent financial condition, has strong budgeting and financial management practices, and is well prepared to transition to a village form of government.

Lisbon has a larger tax base than most villages in Waukesha County and provides services that some of the surrounding villages do not provide.

2. Town Services

The following pages provide a department-by-department review of the level of services offered by the proposed Village of Lisbon. Municipal urban services in Lisbon include police, fire, sewer, recreation, building inspections, housing, planning, and zoning, administration, public works, animal control and other functions as required or requested from residents. While there is no form or guideline that clearly defines a village, the next few pages show that Lisbon has the characteristics of a municipal village and acts more as a village than as a town. Lisbon has adopted policies, procedures, and ordinances that citizens typically associate with municipalities that are incorporated and offers many excellent programs and services. It is not expected that additional personnel will be needed to maintain these services when Lisbon becomes a village.

The respective departments of Lisbon all have mission statements and Five-Year Plans and all look to the Town Administrator and Lisbon Board for resources and guidance in budgeting. The Clerk, Treasurer, Police, Highway, Fire, and Park Departments appropriately do whatever they can to serve Lisbon's constituents by accomplishing tasks in their Five-Year Plans. They produce monthly and annual reports delineating tasks accomplished that are used to monitor services.

Together, the departments serve the community, each addressing specific needs of the community as spelled out in their respective Five-Year Plans. The Town Administrator guides the departments' activities, and the Lisbon Board allocates resources. Departments develop long range plans cooperatively through the Administrator to minimize conflicts or duplicates in budgeting or purchases

Lisbon has fundamentally functioned as an incorporated municipality by adopting policies, procedures and ordinances that typically are associated with municipalities that are incorporated. Operations in Lisbon demonstrate a level of sophistication and governance that generally is reserved for a metropolitan village or city. For example, Lisbon:

- Adopted and functions under Village Powers as permitted under Wis. Stats. 60.22
- Functions under a five (5) person Board since 1977
- Retains a full-time professional Administrator, full-time Clerk, full-time Deputy Clerk, full-time Treasurer, and full-time Deputy Treasurer at Town Hall
- Employs a social media/marketing professional

- Employs a professional planner, present at all Plan Commission meetings
- Administers Zoning Ordinances, Building Codes and Subdivision Regulations with:
 - Building Inspector
 - Plan Commission
- Retains an Assessor
- Offers an informative, useful, and high-quality website at www.townoflisbonwi.com
- Negotiates and administers complex development agreements
- Completed Comprehensive Plan in 2010 and completed an update to the Plan in 2021
- Became Smart Growth Law compliant in 2010
- Implemented processes for amending the Lisbon Comprehensive Plan
- Administers a Groundwater Protection Ordinance
- Regulates Adult Oriented Establishments
- Administers Zoning and Subdivision Control Ordinances
- Adopts ordinances to restrict and/or regulate dogs, signs, private swimming pools
- Conducts periodic community opinion surveys (i.e. Long-Range Visioning Group)
- Prepares and distributes a municipal newsletter, the Lisbon Gazette
- Maintains a Facebook page
- Offers online electronic payments and forms
- Negotiates intergovernmental agreements with neighboring communities for ongoing development and efficient provision of cooperative services
- Uses government Cable Channel 14 to announce events, meetings and plans; contracts to supply cable services to residents throughout Lisbon
- Conducts Board and Committee meetings live via Zoom (and posts recordings of meetings to the Town website) and provides opportunities for residents to provide public comments and participate in public hearings via Zoom
- Makes recordings of Board and Committee meetings available on YouTube
- Imposes Impact Fees and uniform address ordinances
- Maintains Ordinances: Building Codes, Electrical Codes and Plumbing Code
- Maintains and plows 101 miles of roadways within Lisbon
- Staffs a full-time Highway Department, with a Director of Public Works and a total of 8 employees to maintain Highways and Parks
- Owns and maintains 180 acres of parkland, in five locations in Lisbon
- Seeks federal approval for a Railroad Quiet Zone under new federal rules
- Staffs seven full-time Fire Department personnel, including a full-time Fire Chief, part-time fire fighters and paramedic teams
- Maintains two fire stations, two fire companies, and fire/EMT training facilities
- Regulates: offenses against public health, property, safety and order, trespassing
- Maintains a Compost Site, with user agreements for the Village and Town of Merton
- Maintains meeting rooms for local and county groups and professional associations

- Provides facilities for education groups: W.C.T.C., scouting, Toast Masters
- Provides leadership and facilities for Bark River Emergency Services group training in cooperation with the Village of Merton
- Conducts an annual financial audit of governmental and business-type activities
- Supports the Sussex-Lisbon Historical Society Museum
- Created and administered a successful Tax Incremental Finance District to redevelop the former Lied's Nursery site, bringing new manufacturing jobs and retail businesses to the Town

Lisbon has the characteristics of a municipality and operates like a village. Lisbon is fully prepared to supply a full complement of urban services, managed from a Lisbon Village Hall that provides support to the Lisbon Board and houses a staff that conducts the financial business for the community and serves as the hub and response center for citizens' needs, the response center for the Lisbon Board, Plan Commission, and committee meetings, and for Public Hearings. The Town owns properties shown on Map 25 that are used to provide current services or are planned for future facilities and services, including a site for a future municipal well.

Administration: Lisbon has a full-time Administrator, a full-time Clerk, a full-time Deputy Clerk, a full-time Treasurer and a full-time Deputy Treasurer. In addition to a five-member Town Board, the Town has a Board of Appeals, Board of Review, Lisbon-Merton Joint Planning Committee, Lisbon-Sussex Joint Planning Committee, Park Committee, Plan Commission, Police & Fire Commission, and a Public Safety Committee.

Police/Sheriff Services: Lisbon has a full-service police department, on contract since January 1, 2008, with the Waukesha County Sheriff's Department. Currently, Lisbon is contracting for full-time police services, with 24 hours of coverage per day with a dedicated deputy and two dedicated Lisbon squad cars, 365 days a year. The contract also provides for dedicated supervision four hours per week. Lisbon provides a dedicated workspace for the Sheriff's deputies and parking space for the vehicles. Additional 24-hour coverage is provided by the Waukesha County Sheriff's district squad. The Sheriff's Department has a supervisor on duty 24 hours a day as well as a large number of deputies in the Lisbon area of the county. The contract ends December 31, 2022, but Lisbon plans to renew the contract for another five-year period.

Fire Department and Paramedic Services: Lisbon has a full-time Fire Department and Paramedic company. Ten years ago, the Town had a Class 6 ISO Fire Protection rating. Today, the Town has a Class 4 ISO rating, reflecting a substantial improvement in its fire protection. This Class 4 ISO rating saves residents of Lisbon on their fire insurance rates each year.

The Lisbon Fire Department provides full-time fire coverage from two fire stations, using two engines, two tankers, one aerial truck, a grass fire suppression truck, three ambulances, two paramedic intercept trucks, and one ATV. The department is a combination career and part-time department, with seven full-time personnel, and 42 part-time or "paid on call" personnel. The Town has more than doubled its full-time staffing in the last ten years. The Lisbon Fire

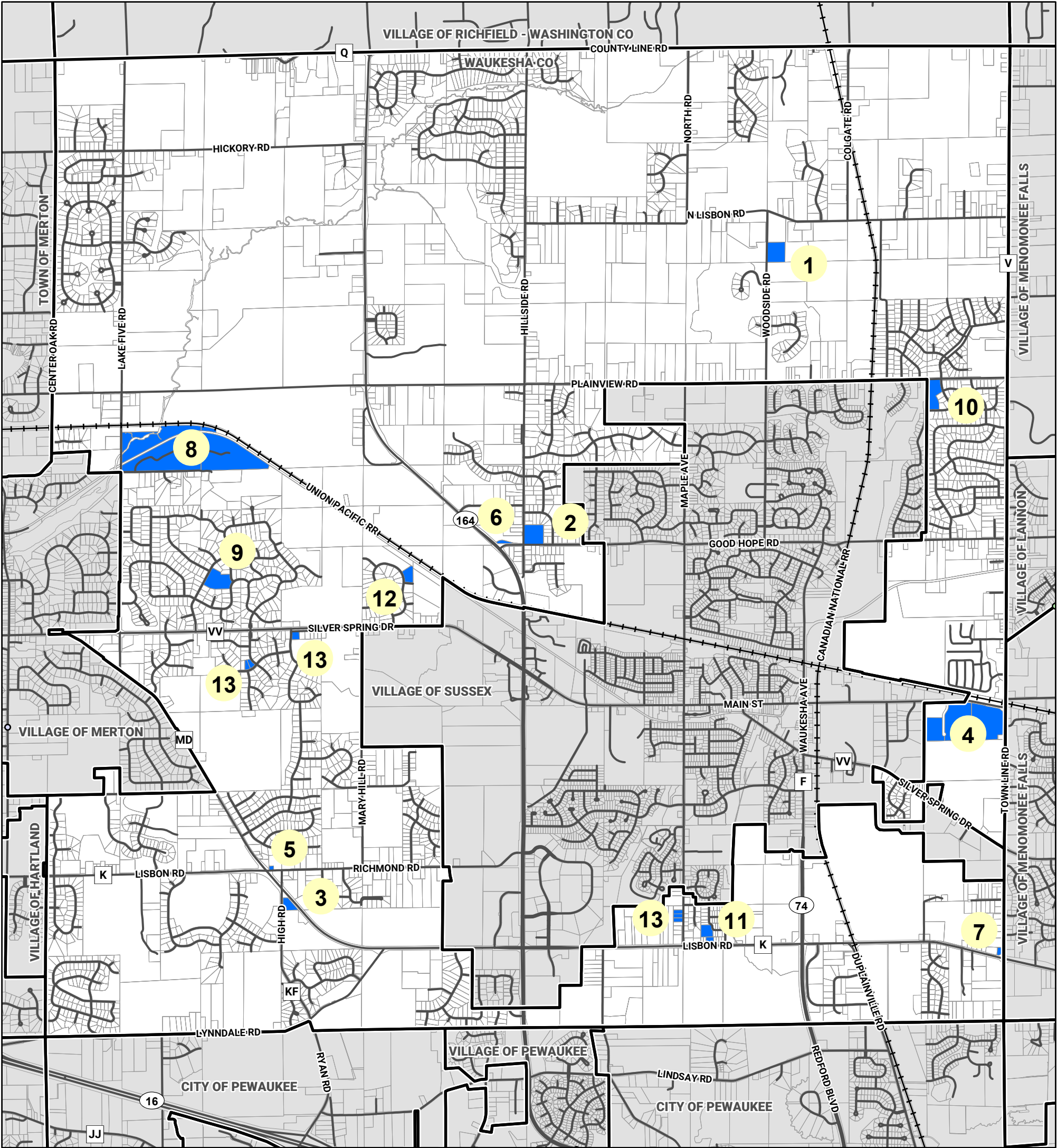
Department and Paramedic Services excel in all aspects of service and are actively engaged with the Lisbon community.

Lisbon FD services include Fire/EMS rescue services and Advanced Life Support. The Town employs a fire marshal to conduct fire inspections and fire suppression review for new developments. The Department responds to about 1,500 calls per year from its 30 square mile service area, or more than double the number of calls ten years ago.

The Lisbon Fire Department participates in the Waukesha County Countywide Mutual Aid Agreement and the Wisconsin Mutual Aid Box Alarm System (MABAS). The Department has additional aid agreements with fire departments in Hartland, Merton, Richfield, Stone Bank, and Sussex as described in more detail in Subsection 7. Intergovernmental Agreements, below.



Figure 30 - Sparky the Fire Dog, Lisbon Fire Department



TOWN OF LISBON PROPERTY MAP

Town-Owned Properties

Roads

Parcels

Other Municipalities

Name	GIS Acres
1 Town Hall & Town Hall Park	9.00
2 Lisbon Fire Station No. 1, Public Works & Fred Keller Field	10.00
3 Lisbon Fire Station No. 2 & Open Woods to SE	3.11
4 Business Park East	61.93
5 Richmond Cemetery	0.51
6 Future Utility Site (Sewer)	1.00
7 Future Utility Well Site (Water)	0.93
8 Lisbon Community Park	119.98
9 Lisbon Oaks Park	9.93
10 Stone Family Park	9.54
11 Stoney Halquist Park	4.88
12 Dedicated Open Space with Connection to Bugline Trail	3.36
13 Open Space	6.28

N

0

0.5

1

Mile

Waukesha County

Waukesha County

Lisbon

Foth

Map prepared: April 2022

From the earliest days until 2008, the entire community of Lisbon was served from Fire Station #1, located at the corner of Hillside Road and Good Hope Road, north of the railroad tracks that cut across Lisbon. For years, residents on the south side of the railroad tracks faced possible fire response or emergency service delays if trains were crossing at CTH J (now STH 164) at the time-of-service need. In 2008, Lisbon built a second Fire Station, the Richmond Company Station #2, on the south side of Lisbon.



Figure 31 - Fire Station No. 1

Opening of the Richmond Company Station #2, in 2008, improved working conditions, station area, and training facilities for the Lisbon Fire Department. The Richmond Company Station #2, named the Richard Jung Fire Station, is dedicated to the memory of Richard Jung, former Chairman of the Lisbon Board. This facility houses the administration offices for the Lisbon Fire Department and includes a large community room that serves community groups, provides space for public education and the teaching of safety and fire prevention, and serves as a community meeting place that ties Lisbon together.



Figure 32 - Richard Jung Fire Station

Lisbon's Capital Improvement Budget includes funds to acquire land and build a new fire station in the central part of the Town to replace Fire Station No. 1.

Lisbon's Department of Public Works (DPW) employs 6 full-time employees and maintains 101 miles of roadways and rights-of-way in Lisbon, including roadway and shoulder repairs, repair and replacement of signs, and snow plowing and salting. The department also plows and salts approximately 19 miles of roads in the Village of Merton. In addition to road maintenance, the department provides setup and take-down for elections, performs general building maintenance for Town buildings including fire stations, and vehicle maintenance for all Town vehicles, including general maintenance of fire department vehicles and equipment.

The DPW maintains a drop-off site for waste oil and antifreeze at the Lisbon Garage on the corner of Good Hope and Hillside Road. In 2021, Lisbon collected 8,150 gallons of waste oil, 605 gallons of antifreeze, and 11 drums of used filters. The DPW also provides an appliance and tire drop-off service, collecting 156 appliances, 5,669 pounds of E-waste, and 124 tires in 2021.

The DPW also manages the regional Lisbon Compost Site on a weekly, seasonal schedule from April through November. Permits are sold to residents to cover costs of operating the site. After Spring and Fall brush pick-ups, the DPW grinds brush into usable mulch for residents to take and use as they please. Grass and leaves that are collected at the compost site are ground up and turned so they can make next year's potting soil and topsoil that also is available to residents. Residents of two adjacent communities, the Village of Merton and Town of Merton, are allowed

to use the Lisbon Compost Site under intergovernmental agreements. Use of the Compost Site has been increasing. In 2021, a total of 15,324 visits were recorded, with 64% from Lisbon residents, 36% from Town of Merton and Village of Merton residents.

Lisbon maintains a road maintenance and paving program to provide quality roads for residents and easy access to and from all parts of Lisbon and into adjacent communities. The 2022 budget allocates \$1.3 million of the total operating budget of \$6.1 million to the Highway Department for road paving and maintenance, snow plowing, brush pickup and other miscellaneous public works related services. Funding includes \$115,000 for routine crack filling and paving and a \$350,000 deposit to a sinking fund for vehicle and equipment replacement.

Lisbon owns and maintains a variety of equipment used by the DPW to serve residents of Lisbon in all seasons of the year. The Lisbon DPW shares equipment and manpower with surrounding municipalities throughout the year, reducing costly duplication of equipment. Lisbon has agreements with surrounding municipalities for snow removal operations.

Health and Sanitation: Lisbon contracts with Advanced Disposal to provide weekly residential garbage and recycling collection services.

Parks, Recreation, and Forestry: Lisbon maintains 163 acres of parkland and sports fields. Two full-time Parks Department employees maintain five neighborhood parks, Community Park, and sports fields. All Lisbon parks have facilities that are available for rent, as described on the Town's website at <https://www.townoflisbonwi.com/316/Renting-Park-Facilities>. As described above in Section 1(a): Characteristics of the Territory, the Parks Department hosts or co-hosts multiple community events each year.

Development Services: Lisbon prepares, maintains, and administers a Comprehensive Land Use Plan and administers zoning and subdivision ordinances and conditional use permits. The Town contracts for professional community and development planning, engineering, development review, building inspection services, and code and zoning enforcement.

3. Proposed Budget

As described above, Lisbon currently provides a full range of services for area residents and businesses. Lisbon is in a strong financial position to fund all needed services since it has high equalized value and a low tax rate. The past, present and potential sources of tax revenue are sufficient to defray the anticipated cost of governmental services at the existing tax rate.

Since the entire Town of Lisbon is proposed for incorporation, it is anticipated that the financial transition from a Town into a Village will be seamless.

A summary of General Fund Revenues & Expenditures for 2020 and 2021 from the Town's Financial Statements, and a summary of the 2022 budget for each of the Town's general governmental funds are provided in Tables 10-14 below. A copy of the 2022 Approved Operating Budget appears in Appendix L and copies of the financial statements are included in Appendix M.

Table 10 - General Fund Revenues and Expenses, 2020-2022

General Fund	2020	2021	2022 Budget
Revenues			
Property Taxes	\$2,765,327	\$2,690,491	\$3,047,167
Other Taxes	\$106,668	\$113,819	\$100,815
Intergovernmental	\$818,900	\$772,961	\$766,979
Regulation and Compliance	\$540,100	\$653,824	\$718,281
Charges for Services	\$1,985,010	\$2,417,865	\$1,417,410
Intergovernmental Charges for Service	\$18,999	\$34,836	\$55,000
Interest	\$53,513	\$11,876	
Miscellaneous	\$59,757	\$54,755	\$36,600
Total Revenues	\$6,348,274	\$6,750,427	\$6,142,252
Expenditures			
General Government	\$1,208,233	\$1,042,060	\$1,029,549
Public Safety	\$2,376,757	\$2,601,559	\$2,658,493
Public Works	\$863,066	\$835,749	\$1,380,862
Sanitation	\$826,528	\$819,470	\$897,810
Culture and Recreation	\$150,034	\$166,728	\$175,539
Conservation and Development			
Interest and Fiscal Charges			
Total Expenditures	\$5,424,618	\$5,465,566	\$6,142,253
Proceeds from sale of capital assets		\$552	
Transfers to Other Funds	(\$890,260)	(\$783,483)	\$0
Increase / (Decrease) in Fund Balance	\$33,396	\$501,930	-\$1
Ending Balance	\$4,197,191	\$4,699,121	\$4,699,120

Table 11 - Debt Service Fund Revenues and Expenses, 2020-2022

Debt Service Fund	2020	2021	2022 Budget
Revenues			
Property Taxes	\$1,488,180	\$1,480,715	\$1,452,233
Public Charges for Service	\$16		
Total Revenues	\$1,488,196	\$1,480,715	\$1,452,233
Expenditures			
Debt Service:			
Principal	\$1,598,530	\$1,624,303	\$1,289,533
Interest	\$223,182	\$194,393	\$162,700
Total Expenditures	\$1,821,712	\$1,818,696	\$1,452,233
Proceeds from sale of capital assets		\$400,125	
Transfer from General Fund	\$333,532	\$340,917	\$0
Fund Balance (Ending)	\$21,295	\$424,356	\$424,356

Table 12 - Equipment Acquisition Fund Revenues and Expenses, 2020-2022

Equipment Acquisition Fund	2020	2021	2022 Budget
Revenues			
Property Taxes		\$239,400	
Intergovernmental Charges for Services	\$63,485	\$64,555	
Miscellaneous	\$41,600	\$15,000	\$458,609
Total Revenues	\$105,085	\$318,955	\$458,609
Expenditures			
Capital Outlay	\$1,655,481	\$214,898	\$458,609
Interest	\$4,500		
Total Expenditures	\$1,659,981	\$214,898	\$458,609
Proceeds from sale of capital assets		\$23,575	
Transfer from Stormwater Fund	\$80,520		
Transfer from General Fund	\$556,728	\$442,566	
Fund Balance (Ending)	\$1,023,109	\$1,593,307	\$1,593,307

Table 13 - Tax Incremental Revenues and Expenses, 2020-2021

TID #1	2020	2021	2022 Budget
Revenues			
Property Taxes		\$80,973	\$83,459
Intergovernmental Revenues		\$250,000	
Total Revenues	\$0	\$330,973	\$83,459
Expenditures			
Conservation and development	\$1,408,597	\$2,212,827	\$2,000,000
Capital outlay			
Debt service		\$63,289	\$65,298
Total Expenditures	\$1,408,597	\$2,276,116	\$2,065,298
Debt issued		\$3,360,000	\$2,000,000
Fund Balance (Ending)	(\$1,939,922)	(\$525,065)	(\$506,904)

Table 14 - Nonmajor Governmental Fund Revenues and Expenses, 2020-2022

Nonmajor Governmental Funds	2020	2021	2022 Budget
Revenues			
Public Charges for Services	\$103,528	\$166,219	
Intergovernmental Charges for Services ⁽¹⁾	\$34,015	\$39,859	\$45,136
Miscellaneous	\$1,672	\$2,064	
Total Revenues	\$139,215	\$208,142	\$45,136
Expenditures			
Public Works ⁽²⁾	\$40,709	\$78,797	\$45,136
Culture and Recreation	\$874	\$2,308	
Total Expenditures	\$41,583	\$81,105	\$45,136
Fund Balance (Ending)	\$506,107	\$633,144	\$633,144
Total Governmental Fund Balance	\$3,807,780	\$6,824,863	\$6,824,862

(1) Charges for compost

(2) Expenses for compost site

A summary of revenues and expenditures for all Town general funds, including TID No. 1, is shown in Table 15 below.

Table 15 - Summary of General Fund Revenues and Expenses, 2020-2022

Total Revenues All Funds	2020	2021	2022 Budget
Total Property Tax Revenue	\$4,360,175	\$4,605,398	\$4,600,215
Charges for Services	\$2,088,554	\$2,584,084	\$1,417,410
Intergovernmental Revenues	\$818,900	\$1,022,961	\$766,979
Regulation and compliance	\$540,100	\$653,824	\$718,281
Intergovernmental charges for service	\$116,499	\$139,250	\$100,136
Investment income	\$53,513	\$11,876	\$0
Miscellaneous	\$103,029	\$71,819	\$495,209
Total Revenues	\$8,080,770	\$9,089,212	\$8,098,230
Tax Rate per \$1,000 Equalized Value	\$3.22	\$3.15	\$2.90
Total Expenditures All Funds	2020	2021	2022 Budget
Operating Expenditures	\$5,424,618	\$5,465,566	\$6,142,253
Debt Service	\$1,821,712	\$1,818,696	\$1,452,233
Capital Outlay	\$1,659,981	\$214,898	\$458,609
Total Expenditures	\$10,356,491	\$9,856,381	\$8,098,231
Total Governmental Fund Balance	\$3,807,780	\$6,824,863	\$6,824,862

The Town also has an enterprise fund for the Storm Water Utility. A summary of the Storm Water Utility Fund revenues and expenditures for 2020-2021 and the 2022 budget is shown in Table 16 below.

Table 16 - Storm Water Utility Revenues and Expenses, 2020-2022

Stormwater Enterprise Fund	2020	2021	2022 Budget
Revenues			
Charges for Service	\$237,482	\$241,451	\$241,992
Total	\$237,482	\$241,451	\$241,992
Expenses			
Operation and Maintenance	\$154,705	\$158,024	\$241,992
Depreciation	\$9,264	\$9,265	\$9,264
Total	\$163,969	\$167,289	\$251,256
Transfer to Equipment Acquisition Fund	(\$80,520)	\$0	\$0
Capital Contributions		\$469,632	
Net Position (Ending)	\$1,036,506	\$1,580,300	\$1,571,036

Revenues

Revenues for the Town have been stable to increasing.

Property taxes accounted for 50-57 percent of the Town's governmental revenues during this period. The tax levy increased by 5.6 percent in 2021 and is flat for 2022. Despite the increase in the tax levy, the Town's tax rate per \$1,000 of equalized value decreased in 2021 and again in 2022 due to increases in equalized property value.

Charges for services are the second largest source of revenues, making up another 18-28 percent of the Town's revenues. Ambulance fees, inter-facility transports, and refuse and garbage fees make up the bulk of this revenue. The projected revenues for 2022 are lower than 2020 and 2021 due to budgeted decreases in ambulance fees and inter-facility transports.

Intergovernmental revenues comprise the third largest source of revenues, accounting for 10-11 percent of Town revenues in recent years. State transportation aids account for over half of intergovernmental revenues.

Licenses and permits constitute 7-9 percent of the Town's revenues, with building permits generating most of this revenue.

Expenditures

General Fund operating expenses are most of the Town's expenditures, comprising more than half of total expenditures in 2020 and 2021 and over 75 percent of expenditures for 2022. The 2022 budget includes an increase in salaries for the Public Works department and the Fire Department, contributions of \$350,000 to a sinking fund for future DPW equipment replacement and \$135,000 for Fire Department equipment replacement, and an increase in bad debt write off for ambulance fees.

Debt service has been about 18 percent of the Town's annual expenditures. In 2021, the Town issued \$3,360,000 of General Obligation promissory notes to fund improvements in TID No. 1. The Town received a Moody's rating of 'Aa3' for this issuance, a high-quality rating. A copy of the Official Statement for this borrowing is included in Appendix N. Most of Town's outstanding debt matures by 2027, with the remainder maturing by 2036.

Capital outlay varies substantially from year to year. In 2020, the Town spent \$1.4 million in TID No. 1 for water and sewer extensions and road improvements. In 2021, the Town spent an additional \$2.2 million for capital improvements in TID No. 1, funded by issuance of \$3,360,000 of General Obligation promissory notes.

The total governmental fund balance was drawn down in 2020 by major capital improvements in TID No. 1 but was replenished in 2021 by the issuance of \$3.36 million of G.O. notes for TID expenditures in 2020 and 2021. The fund balance is projected to remain the same in 2022.

Assets and Liabilities

The Town's assets and liabilities at year ends 2020 and 2021 are shown in Table 16. The Town is in excellent financial condition, with a strong net position, low outstanding debt, and substantial unrestricted liquid assets.

Since the entire Town of Lisbon is proposed for incorporation, all the assets and liabilities shown above would transfer to the new village.

The Town's working capital (current assets minus current liabilities) was \$10.1 million at year end 2020 and is estimated at \$13.1 million for year-end 2021. The Town's goal is to maintain working capital equal to at least 25 percent of its General Fund operating budget. For 2020, working capital was equal to 186 percent of the operating budget, and is estimated at 239 percent for 2021, so the Town is far exceeding its desired amount of working capital.

The amount of current assets exceeded current liabilities by \$10 million at year end 2020, and by \$13.1 million at year end 2021. The Town's goal is to maintain a ratio of current assets at least equal to current liabilities. The Town is far exceeding this goal.

As of 2020, the Town had a municipal general obligation debt limit of \$77,552,090 according to the Wisconsin Department of Revenue. At year-end 2020, the Town had \$8,104,271 in outstanding general obligation debt, leaving over \$69 million of remaining general obligation borrowing capacity. With the additional promissory notes issued in 2021, the Town still has an estimated \$66.1 million of remaining general obligation borrowing capacity.

The Town's other long-term liabilities include a contract payable to the Village of Sussex for the Town's share of contracted capacity in the Sussex Regional Wastewater Treatment Plant, accumulated sick and vacation pay, and estimated other post-employment benefits liability (OPEB). As of the end of 2021, outstanding debt for the Sussex Wastewater Treatment Plant was \$705,193. This debt will be retired in 2027. Beginning in 2009, Lisbon implemented GASB 45, which requires Lisbon to report and recognize post-employment benefit obligations other than pensions. An actuarial valuation was conducted and indicated an actuarial liability of \$249,813 as of 2009. The Town's current OPEB liability of \$170,453 was determined by an actuarial valuation as of December 31, 2019.

Table 16 - Assets and Liabilities, 2020 and 2021

	Ending Balance	
	2020	2021
Current Assets	\$10,762,621	\$14,289,756
Capital Assets (Net of Accumulated Depreciation)	\$22,839,668	\$23,388,168
Other Assets ⁽¹⁾	\$1,950,893	\$2,095,222
Deferred Outflows of Resources	\$580,840	\$814,911
Total Assets	\$36,134,022	\$40,588,057
Current Liabilities	\$647,509	\$1,195,451
Long-Term Liabilities		
General Obligation Debt	\$8,104,271	\$9,947,498
Village of Sussex Contracts Payable	\$812,723	\$705,193
(Discounts)/Premiums	\$184,340	\$153,616
Subtotal	\$9,101,334	\$10,806,307
Other long-term liabilities		
Accumulated sick and vacation pay	\$125,092	\$159,390
Other post-employment benefits liability	\$167,984	\$170,453
Subtotal	\$293,076	\$329,843
Total Long-Term Liabilities	\$9,394,410	\$11,136,150
Deferred Inflows of Resources	\$6,127,647	\$6,522,313
Total Liabilities	\$16,169,566	\$18,853,914
Net Position		
Net investment in capital assets	\$14,562,576	\$14,387,258
Restricted	\$715,945	\$1,446,877
Unrestricted	\$4,685,935	\$5,900,008
Total Net Position	\$19,964,456	\$21,734,143
Working Capital	\$10,115,112	\$13,094,305
Working Capital as Percent of Operating Expenses	186.5%	239.6%
Ratio of Current Assets to Current Liabilities	16.62	11.95

(1) Includes a restricted net pension asset and land held for resale.

Proposed Village Budget

The Town provides a high level of services to its residents and plans to maintain the same level of services as it transitions to a village. Therefore, it is expected that the 2022 budget as presented in Appendix M represents the budget for the new village and the same level of services enjoyed by residents at present will be maintained without a tax increase.

4. Five-Year History of Equalized Value and Estimated Current Equalized Value

The Town has experienced strong growth in equalized property value during the past five years, as shown in Table 17.

In total, the Town's equalized value grew by more than \$386 million, or over 33 percent, between 2016 and 2021. Residential and commercial property values grew by 34 percent and 47 percent, respectively, while undeveloped land and agricultural forest property value decreased. New construction accounted for over \$106 million of this increase in property value.

Table 17 - Equalized Value, 2016-2021

Property Class	2016	2017	2018	2019	2020	2021
Residential	\$1,071,965,800	\$1,098,602,300	\$1,147,405,200	\$1,224,644,800	\$1,299,576,900	\$1,439,748,900
Commercial	\$50,425,200	\$51,406,300	\$58,003,200	\$62,586,300	\$67,200,200	\$74,308,400
Manufacturing	\$16,630,100	\$16,667,400	\$16,925,400	\$17,636,900	\$18,076,500	\$18,257,500
Agricultural	\$1,139,500	\$1,125,800	\$1,140,300	\$1,146,600	\$1,132,700	\$1,139,800
Undeveloped	\$3,245,300	\$3,149,900	\$3,356,600	\$2,594,400	\$2,601,700	\$2,192,200
Ag Forest	\$3,510,000	\$3,510,000	\$3,510,000	\$3,483,000	\$3,229,200	\$3,169,800
Forest	\$1,771,200	\$1,468,800	\$1,468,800	\$1,468,800	\$1,468,800	\$1,944,000
Other	\$4,511,400	\$4,576,900	\$4,813,900	\$4,694,500	\$4,833,500	\$4,703,600
Total Real Property	\$1,153,198,500	\$1,180,507,400	\$1,236,623,400	\$1,318,255,300	\$1,398,119,500	\$1,545,464,200
Personal Property	\$11,619,400	\$12,376,200	\$4,794,300	\$4,058,700	\$3,969,500	\$5,577,600
Total Equalized Value	\$1,164,817,900	\$1,192,883,600	\$1,241,417,700	\$1,322,314,000	\$1,402,089,000	\$1,551,041,800
New Construction						
During the Year	\$17,007,200	\$23,955,700	\$24,488,800	\$30,570,800	\$10,066,600	

The Town's 2021 equalized value is higher than that of most of the incorporated villages in Waukesha County. As shown below, if the Town were a village in 2021 it would have had the third highest equalized property value of any village in Waukesha County, just under the equalized value of the neighboring Village of Sussex, as shown in Table 18.

Table 18 - Comparison of Lisbon Equalized Value to Waukesha County Villages

Municipality	2021 Equalized Value
Village of Menomonee Falls	\$6,150,246,600
Village of Sussex	\$1,661,648,200
Town of Lisbon	\$1,551,041,800
Village of Hartland	\$1,535,906,500
Village of Elm Grove	\$1,299,350,800
Village of Summit	\$1,267,150,100
Village of Waukesha	\$1,236,613,000
Village of Pewaukee	\$1,128,782,800
Village of Vernon	\$1,104,662,300
Village of Mukwonago	\$1,037,875,100
Village of Chenequa	\$562,835,600
Village of Merton	\$523,328,000
Village of Wales	\$482,931,600
Village of Oconomowoc Lake	\$429,558,000
Village of North Prairie	\$290,238,300
Village of Butler	\$272,554,800
Village of Dousman	\$234,700,500
Village of Eagle	\$233,587,300
Village of Nashotah	\$230,523,300
Village of Big Bend	\$210,770,500
Village of Lannon	\$180,513,900
Village of Lac La Belle	\$132,426,500

5. Town Financial Reports

The Town's annual financial reports for the preceding five years are included in Appendix M.

6. Special Purpose Districts

The Lisbon Sanitary District No. 1 (Lisbon SD#1/District) provides sewer service in the Town of Lisbon. The District is in excellent financial condition. A copy of the District's financials for 2020 and 2021 are included in Appendix O.

The District's annual operating expenses for 2021, including depreciation, were \$324,000, down from \$467,000 in 2020. Some of this decrease was the result of lower wastewater treatment charges paid to the Village of Sussex. In 2020, the Village adopted a schedule of sewer rates for 2021-2024 that included annual decreases in the rates for wastewater from the Lisbon SD#1, Willow Springs mobile home park and Hamilton School District facilities, and increases in the rate for Richmond School District and the Town of Lisbon Fire Station. In addition, a meter reading error for the meter measuring wastewater flow from the District was discovered and corrected, thereby reducing the amount billed to the District.

The majority of the District's revenues are from user charges billed to customers. Lisbon SD#1 charges different rates to customers in the various areas served, reflecting the differences in the facilities that these customers use and how those facilities were financed. The District also levies some property taxes, \$50,000 in 2021. These taxes are levied to cover general and administrative expenses such as commissioner fees and auditing and accounting.

Lisbon SD#1 currently has no outstanding debt or other long-term liabilities. The District's net position increased by \$123,000 in 2021. As of the end of 2021, the District had \$2.7 million in capital assets, net of accumulated depreciation. Lisbon SD#1 capital assets were approximately 37 percent depreciated, overall.

At the end of 2021, the District had \$367,000 of cash and investments restricted for equipment replacement, and \$433,000 of unrestricted cash and investments. Unrestricted cash and investments were equal to about 488 days of operating expenses.

Once the Town is incorporated, all Lisbon SD#1 facilities and customers will be within the new village, so the District will be dissolved under Wis. Stats. §60.79(1). The Village will create a sanitary sewer enterprise fund, transfer Lisbon SD#1 assets and liabilities to this new enterprise fund and continue to provide sewer service to customers within the former District boundaries and other areas of Lisbon. The service agreements between the Lisbon Sanitary District and other entities with respect to wastewater treatment and conveyance will be binding on the new Village as a successor to the District.

7. Intergovernmental Agreements

Lisbon and Lisbon SD#1 have agreements with the Village of Sussex for provision of sanitary sewer and water service to portions of the Town. Under the sanitary sewer service agreement between the Town of Lisbon and the Village of Sussex, the Town is responsible for paying a portion of the Sussex Clean Water Fund Loan for 2007 upgrades and expansions to the Sussex WWTF. Copies of these agreements are included in Cooperative Plan between Lisbon and Sussex (Exhibit L, found at <https://doa.wi.gov/DIR/Exhibit%20L%20WastewaterTreatment.pdf>) and Appendix J.

Lisbon also has an administrative support contract with the Village of Sussex. Under this agreement, Sussex enters Lisbon police citations into its TRACS software system for a fee per hour of service provided. A copy of this agreement is included in Appendix P.

Lisbon provides salting and snowplowing services to the Village of Merton under an agreement dated December 12, 2016, terminating April 30, 2026. Under the agreement, the Town salts and plows Village streets in the same manner and according to the same schedule as it salts and plows Town roads. The Village pays the Town for labor, fuel, salt, salt handling, an annual contribution to a new Town salt shed, and an annual vehicle charge. A copy of this agreement is included in Appendix Q.

The Lisbon Fire Department participates in the Waukesha County Countywide Mutual Aid Agreement and the Wisconsin Mutual Aid Box Alarm System (MABAS). The Department has the following additional aid agreements with fire departments in Hartland, Merton, Richfield, Stone Bank, and Sussex:

- An agreement with the Hartland Fire Department for automatic response for an EMT-Intermediate or Paramedic responder to any high priority emergency medical incident, mutual aid as requested for other emergency situations requiring fire or ambulance equipment, and for conducting joint training and sharing information regarding their departments' operating procedures.
- A mutual aid agreement between Lisbon, Hartland, Merton, Stone Bank, and Sussex departments.
- An agreement with the Richfield Fire Department that provides for automatic response by the Richfield Fire Department with a rapid intervention team to any structure fire in Lisbon, mutual aid as requested for other emergencies, and for conducting joint training and sharing information regarding their departments' operating procedures.
- An agreement with the Merton Fire Department for the Lisbon Fire Department to provide Advanced Life Support (ALS) intercept services upon request.
- An agreement with the Richfield Volunteer Fire Company for the Lisbon Fire Department to provide ALS intercept services upon request.

Copies of these agreements are included in Appendix R.

Lisbon has an agreement with the Waukesha County Sheriff's Department for 24/7 police protection. The cost of contracted police protection services is approximately \$781,000 per year under this contract. A copy of this agreement is included in Appendix S.

Lisbon also has an agreement with Waukesha County for planning services, including conduct of office hours as needed, preparation of Plan Commission reports and recommendations, attendance at Plan Commission and Town Board meetings, assistance with implementation of the Comprehensive Plan and updates, and assistance with administration of the zoning and subdivision ordinances and updates. Lisbon pays for compensations, benefits, and expenses based on the assigned personnel and hours necessary to provide the services. A copy of this agreement is included in Appendix T.

8. Capital Facility Needs

Lisbon maintains a robust capital improvement program, replacing vehicles and equipment on a regular basis. Recent capital improvements have included replacements of much of the Town's public works vehicles and equipment. Planned projects for 2022 include construction of a new salt storage shed that will triple the Town's amount of salt storage space and replacement of all playground equipment at Stone Family Park, as listed in Table 19.

Table 19 - Capital Improvements, 2018-2022

Year	Project / Equipment	Cost
2018		
	1 ton Dump Truck	\$53,000
	3/4-ton truck	\$34,000
	Playground equipment	\$34,000
	Mower	\$24,500
2019		
	Mini excavator	\$75,000
	Toro mower	\$66,000
2020		
	Skid Loader	\$40,000
	Wheel loader	\$144,000
2021		
	Security camera and narcotic safe	\$26,000
	1-ton dump truck	\$73,000
	1-ton dump truck w/Plow	\$75,000
2022		
	Ambulance	\$135,000
	Salt Storage Shed	\$410,000
	Chipper box	\$12,000
	Trailer with brine tank	\$20,000
	Dump trailer	\$16,000
	Skidsteer snow blower	\$10,000
	Playground equipment	\$200,000

Lisbon has an adopted Capital Project Plan 2022-2026, a copy of which is included in Appendix U. The plan identifies specific vehicles and facilities by department, estimated expenditures per year, and uses of Town sinking funds, grants, impact fees, capital fund, and general funds. The only major public facility construction in the five-year plan is construction of a new fire station facility planned for 2025/2026. As noted above, the Town has \$66 million of remaining general obligation borrowing capacity available to finance capital improvements.

Section 2(b): Level of Services

66.02027(2)(b) Level of services.

“The level of governmental services desired or needed by the residents of the territory compared to the level of services offered by the proposed village or city and the level available from a contiguous municipality which files a certified copy of a resolution as provided in s. [66.0203 \(6\)](#).”

No contiguous city or village has filed a resolution to annex the entire territory as provided for by §66.0203(6).

Section 2(c): Impact on the Remainder of the Town

66.0207(2)(c) Impact on the remainder of the town.

“The impact, financial and otherwise, upon the remainder of the town from which the territory is to be incorporated.”

The area proposed for incorporation includes the entire Town.

Section 2(d): Impact on the Metropolitan Community

66.0207(2)(d) Impact on the metropolitan community.

“The effect upon the future rendering of governmental services both inside the territory proposed for incorporation and elsewhere within the metropolitan community. There shall be an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.”

The Town has worked diligently and vigorously in anticipation of this incorporation petition to meet with, listen to, understand and actively tackle concerns of its neighbors in the Metropolitan Community. These efforts have culminated (as previously addressed) in a hallmark Cooperative Boundary Plan with the Village of Sussex and service agreements with its neighboring municipalities. The best gauge on the question whether the proposed incorporation will substantially hinder the solution of governmental problems affecting the metropolitan community is how the metropolitan community expresses concerns and conveys these concerns to the Board. Precisely the opposite is the case here. All of the Town's metropolitan neighbors have expressed support for the Town's incorporation, virtually all taking the extraordinary effort (and in my experience, unprecedented) of adopting Resolutions **expressly approving** this incorporation. These Resolutions of the Villages of Sussex, Hartland, Merton, Pewaukee, Lannon and Richfield and the Town of Merton are included in Appendix V. The Town has been advised that the Village of Menomonee Falls will take up its resolution soon. The Town will supplement Appendix V upon receipt of this.

There can be no better demonstration of impact on the Metropolitan Community than the expression of the Metropolitan Community itself. The Town of Lisbon respectfully suggests that the Board recognizes the will of this Metropolitan Community.