CHAPTER 3: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

This chapter of the Comprehensive Master Plan contains information about the agricultural, natural, and cultural resources within the City of Franklin. It is intended to establish the factual basis for the recommendations and suggestions to protect these important City resources. Chapter 2 states that the agricultural, natural, and cultural resources of Franklin contribute significantly to defining the community's urban, suburban and rural character. Chapter 2 also states that community character is very important to the citizens who participated in the two surveys undertaken in 2005 as part of this planning effort. This chapter contains goals, objectives, policies and programs that embrace the principle that maintaining the character of the community is considerably dependent upon the preservation and conservation of the City's agricultural, natural and cultural resources.

The health, safety and welfare of the community are also dependent upon the preservation and wise use of its agricultural, natural and cultural resources. The private market often does not adequately consider or allocate the costs to protect these resources. This typically compels the government—in this case, the City of Franklin—to use its police powers to set policy to protect the public's health, safety, and welfare.

As stated within the demographic profile of Chapter 2, Franklin's population is growing rapidly. However, much of the land in Franklin remains undeveloped. The undeveloped lands in Franklin range from natural areas such as woodlands, steep slopes, lakes, ponds, streams, shore buffers, floodplain, wetlands, and prairie remnants, to active agricultural lands, fallow fields and hedgerows. According to, *A Regional Land Use Plan For Southeastern Wisconsin: 2035*, the City of Franklin is the only community in Milwaukee County with lands identified as prime agricultural under the Wisconsin Farmland Preservation Program (SEWRPC 2006).

This chapter will identify and inventory by Planning Area agricultural, natural, and cultural resources and establish corresponding protection priorities. It will also provide recommendations to achieve a balance between resource protection and preservation, and future development. A glossary of definitions and references are also included at the end of this chapter.

Wisconsin's Comprehensive Planning Legislation recognizes how important this subject is as it has identified agricultural, natural and cultural resources as one of the nine required elements of comprehensive plans. The law also requires that this element not be prepared in isolation, but rather, be part of a greater whole, such that this element supports and is consistent with all of the other elements of a comprehensive master plan. Section 66.1001(2)(e) of the Wisconsin Statutes provides that this agricultural, natural and cultural resources element shall be:

> "A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources."

GUIDING PRINCIPLE, GOALS AND OBJECTIVES

> "A compilation of objectives, policies, goals…for the conservation, and promotion of the effective management, of natural resources…" [excerpt from Wisconsin State Statute 66.1001(2)(e)]

The principles, goals, objectives, policies and programs set forth in this chapter will guide the City of Franklin's agricultural, natural and cultural resources activities as they relate to official mapping, subdivision regulation and zoning. Any principles, goals, objectives, policies, programs and related recommendations and suggestions pertaining to issues other than official mapping, subdivision regulation and zoning are not intended to create any further allowances or restrictions by the Comprehensive Master Plan or to create any additional conditions or requirements of the Comprehensive Master Plan. However, should any such recommendation or suggestion propose, and the Common Council concur, that changes to the Comprehensive Master Plan are warranted, any such changes would then be made to the Comprehensive Master Plan through the formal amendment process to ensure an appropriate level of consistency between the recommendation and this Plan.

The City of Franklin has a long history of natural resources protection. Most of the City's prior planning studies listed in Chapter 2 addressed the importance of natural resource protection. The 1992 Comprehensive Master Plan, and subsequent amendments (2004), state the protection of the City's remaining natural resources is an important objective. More recently, the South 27th Street Corridor Plan (2004) identified specific areas to be preserved within the corridor. During the Planning Area Kick-off Meetings in 2005, residents expressed concern about natural resource loss and considered environmental protection to be a high priority.

Important principles, goals and objectives pertaining to natural resource protection, as well as to a lesser extent agricultural and cultural resource protection are included in Chapter 2. These same resource protection concepts have been included within other planning documents previously prepared by the City or by other organizations. It is intended that the principle, goals and objectives, as set forth below, guide the

recommendations and suggestions of this chapter. In addition, the Natural Resource Base Protection Objective, Principles, and Standards, and the Open Space Preservation/Protection Objective, Principles, and Standards set forth in the 1992 City of Franklin Comprehensive Master Plan are hereby incorporated by reference into this Plan for general reference purposes (see pages 6-13 through 6-17 of the 1992 Comprehensive Master Plan for this information).

Principle

- Preserving the rural/suburban community character while at the same time encouraging growth and development generates competition between the need to preserve historic and natural resources and the need to accommodate residential, business and industrial development. Therefore, enhancing and preserving the essential components of Franklin's urban, suburban and rural characteristics will be considered in the formulation of the action and strategies of this Comprehensive Master Plan. [from Chapter 2, Community Character]

Goals

- The residents of Franklin will have access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle. [from Chapter 2, Mission Statement]

- The residents and property owners have indicated a strong desire for the City of Franklin to permit growth while protecting the natural resource features and high-quality suburban character that currently exists. [from Chapter 2, Balanced Development]

- The protection of natural, and to a lesser extent agricultural and cultural resources, is intended to achieve many purposes, including: Control erosion and sedimentation; promote and maintain the natural beauty of the City; retain as much as possible the rural/suburban character of the City; sustain a high quality and interconnected natural resource network throughout the City; serve as buffers between different land uses and land use densities; and serve as locations for existing and future parks, outdoor recreation sites, and trails. [from Pre-Sanitary Sewer, Land Use/Zoning, Land Division, and Public Services Policy]

- Preserve and enhance the City's community character, including individual planning area identities, while directing growth and development. [from public input and the 1992 Comprehensive Master Plan]

- Protect environmental resources. [from public input and the 1992 Comprehensive Master Plan]

- Provide park and recreation areas throughout the City as identified in the Comprehensive Outdoor Recreation Plan. [from public input and the 2002 Comprehensive Outdoor Recreation Plan]

Objectives

- Protect the City's remaining natural resource features. [from public input and the 1992 Comprehensive Master Plan]

- Allow existing agricultural land to remain in farming production until alternative long-term uses are identified and come to fruition. [from public input]

- Discourage incompatible development and alteration of floodplains, lakes, rivers and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impacts upon adjacent properties. [from public input and the 1992 Comprehensive Master Plan]

- Control and minimize development within the Southeastern Wisconsin Regional Planning Commission's delineated Environmental Corridors and Isolated Natural Resource Areas to protect, preserve, and enhance those natural resource features contained within, to maintain the natural beauty of the City, to balance these with the development rights of the underlying existing and planned zoning, and to minimize adverse impacts to surrounding properties. [from public input and the 1992 Comprehensive Master Plan]

- Preserve existing parks, recreation areas, and recreational opportunities. [from public input, the 1992 Comprehensive Master Plan, and the 2002 Comprehensive Outdoor Recreation Plan]

- Create a city-wide trail system for pedestrian and bicyclists. [from public input, the 1992 Comprehensive Master Plan, and the 2002 Comprehensive Outdoor Recreation Plan]

- Identify opportunities for new neighborhood parks and city parks. [from public input, the 1992 Comprehensive Master Plan, and the 2002 Comprehensive Outdoor Recreation Plan]

- Create links to other natural areas in the City when developing park areas. [from public input, the 1992 Comprehensive Master Plan, and the 2002 Comprehensive Outdoor Recreation Plan]

- Identify potential funding mechanisms for the development and maintenance of parks, recreation facilities, and programs. [from public input and the 2002 Comprehensive Outdoor Recreation Plan]

- Work with MMSD and non-profit organizations to purchase/protect conservation sites. [from public input]

- Continue to update the Comprehensive Outdoor Recreation Plan to maintain the City's eligibility to apply for State Stewardship Program grants. [from public input and the 2002 Comprehensive Outdoor Recreation Plan]

INVENTORY AND ANALYSIS

> "A compilation of…maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources." [excerpt from Wisconsin State Statute 66.1001(2)(e)]

Introduction

For the purpose of updating the Comprehensive Master Plan, an assessment of existing agricultural and natural resources in Franklin was conducted in 2005 and 2006. In order to thoroughly and accurately map remaining resources, a three-fold approach was followed:

- A comprehensive review of available maps and information (hardcopy and digital formats);

- Field surveys to verify and update the available maps and information; and

- Collection of information and knowledge about remaining natural resources from discussions with area residents, landowners, representatives of the Franklin Environmental Commission, and City staff.

This approach differs from other comprehensive master plans in that both qualitative (e.g., map review) and quantitative data (e.g., field inventories) were collected. Because the City of Franklin considers natural/agricultural resource protection a priority, it was important to conduct on-the-ground field surveys using updated maps. Many maps and local reports were used, and are listed in the references section at the end of this chapter.

The field surveys took place throughout the summer and fall of 2005 and 2006. Each undeveloped and partially developed parcel in each planning area was assessed by windshield surveys and/or by foot, if

accessible. Inaccessible features were assessed using binoculars from the road, or by obtaining information from landowners and City staff. Field sketches of natural resources and agricultural fields were made on year 2000 and 2005 aerial photographs, and representative photographs were taken.

Data collected during the field assessments included descriptive information and the general condition of each resource (Appendix F, such as resources present (e.g., cattail marsh, mature woodland, etc.), general size and habitat value, dominant vegetation, degree of connectivity to other natural resources, rarity, restoration potential and potential linkages, etc. This data was later imported into an Arc View GIS database for creating Natural Resource maps by planning area. The field sketches were digitized on Year 2000 ortho photographs using ArcGIS 9.0. Habitat type classification followed Curtis' *Vegetation of Wisconsin* (1968) and Eggers and Reed's *Wetland Plant Communities of Minnesota and Wisconsin* (1997).

Once draft natural resource maps were generated for each planning area, each map was presented and discussed with the City of Franklin's Environmental Commission. Several naturalists on the Commission contributed their valuable knowledge about certain features, or areas of the City, which helped to increase map accuracy.

Establishing Protection Priorities

Protecting remaining agricultural, natural, and cultural resources while also allowing for sensible development is a challenge for Franklin. On one hand, hydric soil characteristics and federal and state laws, make wetlands difficult to develop, and therefore often easier to protect. On the other hand, upland woods often have few soil limitations and few regulatory restrictions, and therefore are often more difficult to protect.

After completion of the field assessment and mapping, the information was integrated to identify areas of high resource value. Areas that received medium to high rankings for their floristic quality, rarity, connectivity or habitat value were classified as high priority protection areas. Lands designated by the Southeastern Wisconsin Regional Planning Commission as primary environmental corridor, secondary environmental corridor, or isolated natural resource area (definitions provided in glossary) were also classified as high priority protection areas. Other criteria considered were known State or Federal rare and/or endangered species habitats, size, restoration potential, location within floodplains, and capacity to buffer nearby streams or tributaries. Sites that were identified as a high priority for protection were mapped and are individually addressed by planning area later in this chapter.

Linking Protection Priorities

Separate from the larger environmental corridors noted above are isolated patches of natural resources which vary in habitat type, quality, and size. Isolated patches of habitat limit wildlife movement and in many cases are less sustainable. If aggressive non-native species are not yet present, establishing physical links to isolated patches of natural resources can provide the potential to encourage wildlife diversity. The ecological

value of the individual patches can then establish a connected matrix to protect habitat, promote wildlife migration and native plant dispersal. It is important to recognize the role natural resources have in retaining the City's scenic and rural character while providing opportunities for low-intensity human recreation such as hiking and wildlife viewing.

Planned linkages should connect two or more areas of natural resource features. For example, in Franklin, areas identified by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as primary or secondary environmental corridor could be linked to an isolated natural resource area. Buffers should be incorporated around these resources, and linkages should be created or maintained between them. Table 3.1 provides a summary of principles that were used when identifying potential linkages in the Planning Areas. Map 3.1 identifies the location of the Linkages.

Table 3.1. Basic Ecological Principles for Establishing Linkages

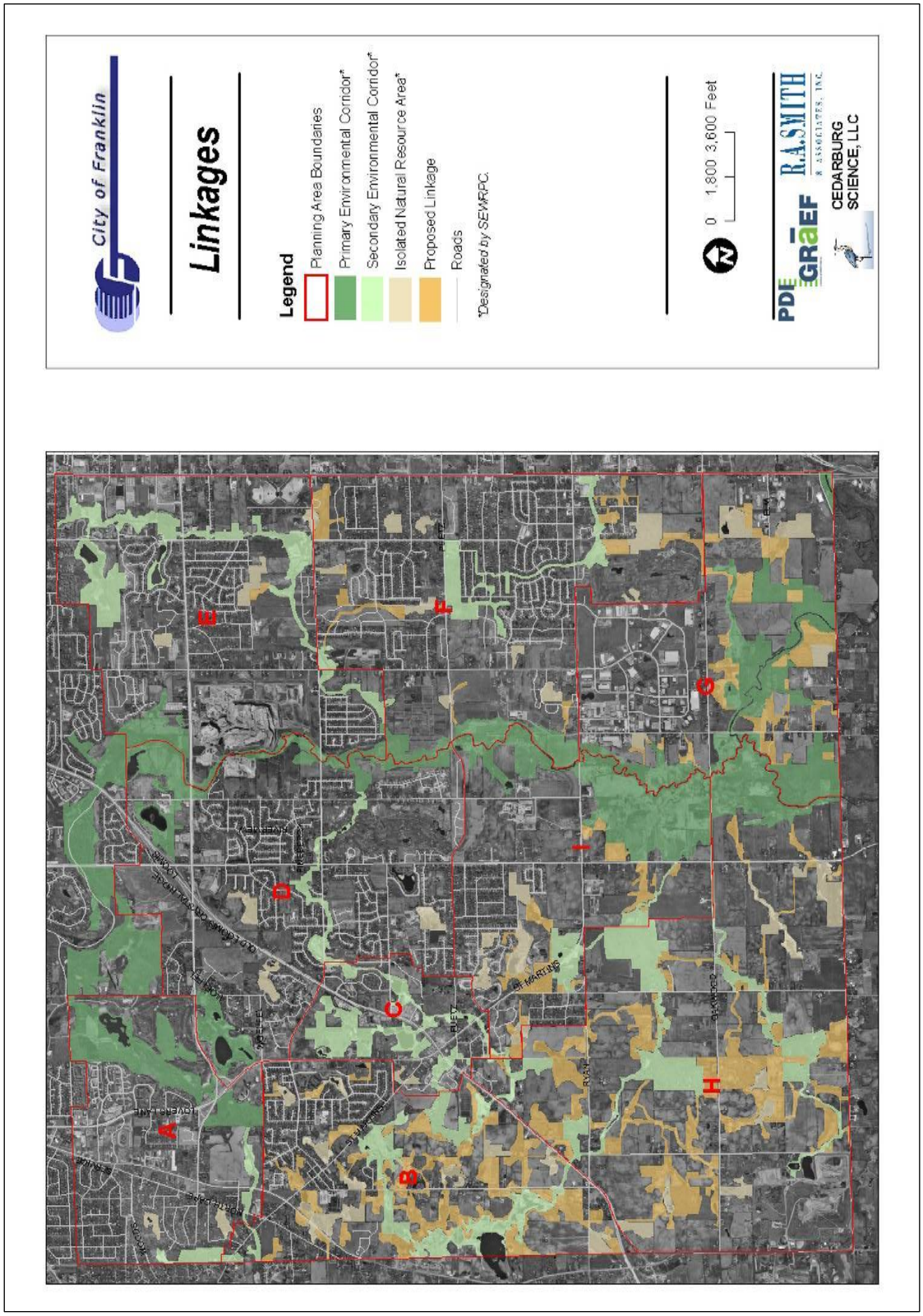
Determining Which Natural Resources to Link

- Large natural areas should be generally prioritized over small natural areas.
- Several patches of the same habitat type are better than one patch.

Linkages

- Wider linkages are better than narrow linkages.
- Natural connectivity, especially hydrologic links, should be maintained or restored when possible.
- Introduced connectivity should be considered when appropriate.
- Two or more linkages between patches are better than one.
- Structurally diverse linkages and patches (higher habitat values) are better than ones with uniform structure (lower habitat values).

Map 3.1, Linkages



Note: Additional Linkage data for Planning Areas A, C, D and E will be included in the final report.

Fallow fields, shrub thickets, and hedgerows are examples of areas that can serve as buffers and linkages in Franklin. These areas should be evaluated during any development proposal for their appropriateness as a buffer or linkage and maintained (and managed, if possible) for their wildlife and/or potential recreational value. Where buffers and linkages maintain habitat quality, they should be kept as wide as possible to maximize their habitat and recreational value as wildlife transportation corridors. Where possible, the quality of these areas should be enhanced by increasing their width and structural diversity through native plantings.

Because the majority of the remaining habitat within Franklin is fragmented (and because it has been estimated that less than 17 percent of the City's pre-European settlement habitat remains), the following items should be considered during transportation and utility planning, development proposal reviews and recreational facility design:

- Roads serve as barriers to wildlife movement; therefore, avoid designing roads through core reserve areas.

- Wildlife crossings and culverts that allow for the passage of wildlife should also be considered for roads that divide buffer and linkage areas.

- Minimize the width and extent of trails through high quality natural areas; instead, design the trails along the perimeter and within the linkages.

The natural resource map for each Planning Area depicts areas that should be maintained or created as linkages (see Appendix G). These Linkage areas are recommended to be protected as described later in this chapter, and are also discussed in greater detail by planning area later in this chapter.

Additional Natural Resource Protection Standards

During 2007 and 2008, the Comprehensive Master Plan Update Steering Committee undertook a special study (further information about this study, entitled *"Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City*", is provided in Chapter 5) in part to identify additional natural resource protection standards for the southwestern portion of the City (encompassing all of those lands within Planning Area H and adjacent portions of Planning Areas B and I). The intent of this part of the study was to set standards to protect the existing rural character of this portion of the City (which includes its natural resources) to the greatest extent possible in light of envisioned future development. The study was adopted by the City of Franklin Plan Commission on November 20, 2008, as an element of the 1992 Comprehensive Master Plan, with the intent that it be included in the Comprehensive Master Plan Update.

The study for the southwestern portion of the City recommended protection of the following natural resource features in addition to those already within the City of Franklin Unified Development Ordinance:

- The Southeastern Wisconsin Regional Planning Commission's Primary Environmental Corridors, Secondary Environmental Corridors, and Isolated Natural Resource Areas, as set forth in Planning Report NO. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035;

- Cedarburg Science's proposed Linkages, as set forth in this chapter of the Comprehensive Master Plan; and

- The Southeastern Wisconsin Regional Planning Commission's Greenway Connections as set forth in Memorandum Report NO. 152, A Greenway Connection Plan for the Milwaukee Metropolitan Sewerage District.

In general, it can be noted that the study envisioned that these additional natural resource features would receive separate and more flexible standards than those already set forth in the Unified Development Ordinance, to enable more opportunities for natural resource protection. Appendix G provides a copy of this information.

It is recommended that the "*Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City*", be included as part of this Comprehensive Master Plan, and that the subject Overlay District for the southwestern portion of the City of Franklin be adopted as an amendment to the Unified Development Ordinance. Furthermore, it is also recommended that these additional natural resource protection standards be considered for implementation in other appropriate portions of the City, subject to further study of this matter during the timeframe of this Comprehensive Master Plan.

It is further suggested that when these additional natural resource protection standards are considered, that the City also researches the following concepts for possible implementation within the City:

- Protection and mitigation standards for wetlands and woodlands to be based in whole or in part upon the quality of the subject wetland/woodland;

- Creation of protection and mitigation standards specific to prairies;

- Creation of standards for money in lieu of mitigation (i.e. banking credits); and

- Creation of a wetland and woodland mitigation banking program.

Continued implementation of the natural resource protection standards contained within the Unified Development Ordinance, in conjunction with the additional natural resource protection standards noted above, are intended to allow more flexibility and still address the natural resource protection needs and requirements of the City of Franklin for at least the timeframe of this Comprehensive Master Plan update

(2005 through 2025). However, it is envisioned that periodic review of this situation will be necessary to ensure that these protection standards continue to properly address the needs of the City.

FINDINGS

While the preceding section provided information on overall natural resource protection priorities and standards, the following section provides more detailed information in regard to specific natural resource features.

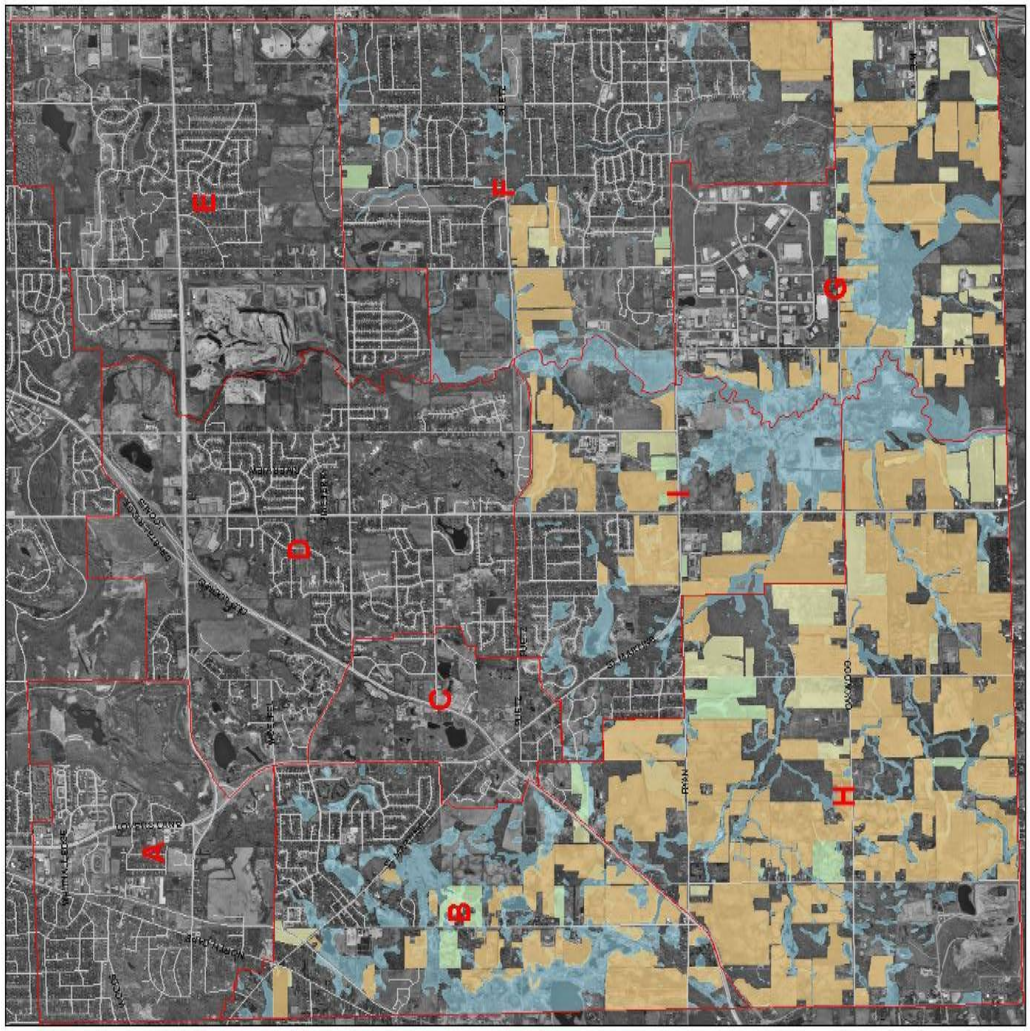
Agricultural Resources

While agriculture is important, particularly in the City of Franklin's situation, because it's associated landscapes contribute to and often are a significant part of the City's rural character, it should be noted that few active farms remain within the City. The majority of the agricultural lands within the City are leased to non-tenant farmers. However, agriculture in general, particularly from a regional standpoint, can be very important. See Map 3.2 for the location and status of agricultural lands within the City, and Appendix G for such maps for each of the nine Planning Areas.

In this regard, the American Farmland Trust has identified the loss of productive agricultural land to development in the southeast Wisconsin region as one of the three most critical farmland preservation issues in the United States. And as mentioned earlier, the City of Franklin contains the last prime agricultural land within Milwaukee County. Prime agricultural lands consist of those highly productive soils classified as agricultural capability Class I and Class II by the U.S. Natural Resources Conservation Service. Additional information on this topic can be obtained from the Southeastern Wisconsin Regional Planning Commission and *Planning for Agriculture in Wisconsin, A Guide for Communities*, November 2002, prepared by the UW Cooperative Extension and the Wisconsin Department of Agriculture, Trade and Consumer Protection.

The majority of the soils in the City are classified as hydric or soils with hydric inclusions (see Map 3.3 for the location of hydric soils within the City, and Appendix G for such maps for each of the nine Planning Areas). These soils are very fertile, as they have a higher organic component that provides essential nutrients, and they retain moisture during drought conditions. These soils often produce high crop yields, and therefore have been used for agricultural purposes. However, some risk is involved when farming hydric soils, due to large precipitation or spring runoff events that often result in flooding of these soils. Flooding in the early spring may preclude the use of the soils or may delay planting of the crops, thereby restricting the type of crop that can be grown. Flooding during the growing season may damage existing crops, thereby reducing yields.

Map 3.2, Agricultural Lands



City of Franklin

Agricultural Lands

Legend

- Planning Area Boundaries
- Active Fields
- Active Fields - Cost-Share Potential
- Fallow Fields
- Potential Wetlands
- Roads

0 1,750 3,500 Feet

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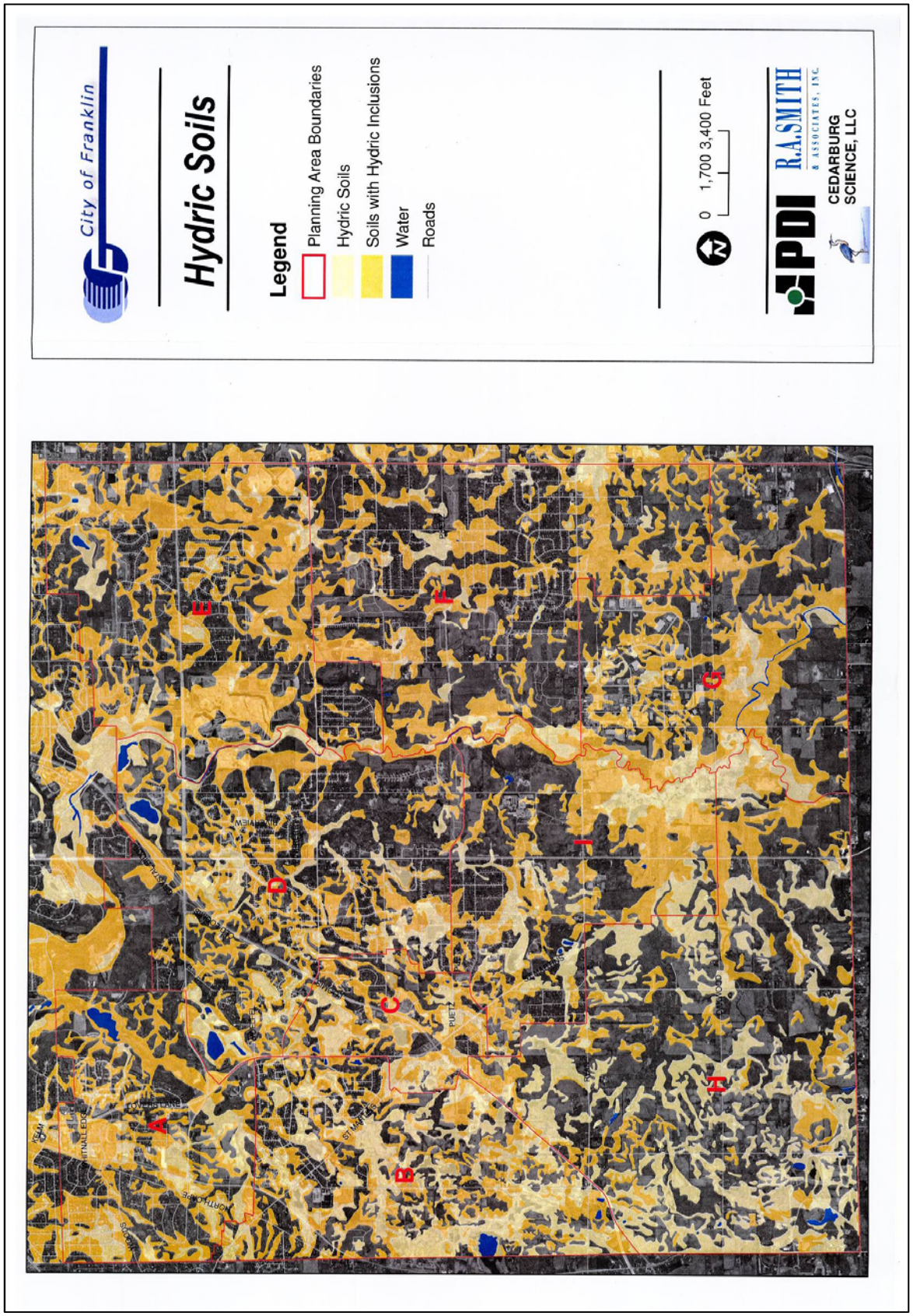
Note: Agricultural Lands data for Planning Areas A, C, D and E will be included in the final report.

Map 3.3, Hydric Soils



Hydric soils are, by definition, soils that are poorly drained. They are typically located in wetland areas, when artificial drainage or filling has not occurred. These soils are important because they act as a sponge by retaining water, thereby reducing surface runoff which leads to soil erosion and flooding of lakes and streams.

Agricultural runoff contributes excess nutrients, sediment, and chemicals such as fertilizers and herbicides to surface waters, resulting in degraded water quality. Restoring buffers around water resources, and installing filter strips along drainage ways within fields, are some Best Management Practices (BMPs) designed to reduce agricultural runoff. During the field surveys, areas where these practices would be beneficial were identified (see City of Franklin: Agricultural Lands).

Several cost-share conservation programs are available to assist with the funding of Best Management Practice (BMP) implementation, or placing land in conservation easements:

- The **Environmental Quality Incentives Program** (EQIP) is a Natural Resource Conservation Service (NRCS) program that provides financial and technical support with structural and management conservation practices on agricultural land.

- The **Conservation Reserve Program** (CRP) is a Natural Resource Conservation Service (NRCS) program that provides annual rental payments and cost-share assistance to landowners to establish long-term conservation practices.

- The **Wetland Reserve Program** (WRP) is a Natural Resource Conservation Service (NRCS) program that provides financial incentives to landowners to restore wetlands that have been drained for agriculture.

- **Greenseams** is a flood management program sponsored by the Milwaukee Metropolitan Sewerage District (MMSD) that identifies and purchases undeveloped, privately owned properties that contain large areas of hydric soils, thereby protecting them from future development.

In addition, it is suggested that the City consider use of the Land Evaluation and Site Assessment (LESA) system created by the Natural Resources Conservation Service which, among other things, measures agricultural land productivity to assist landowners and others prior to making land use conversions to non-agricultural uses.

Protection of these agricultural resources as they pertain to sustaining the rural and suburban character of the City, and as they may be incorporated into the Linkages and additional natural resource protection standards noted earlier in this chapter, is envisioned to fully address the needs of the City on this matter.

However, it is suggested that should opportunities become available, and local interest exist, for greater protection of this resource, such opportunities should be considered.

Agricultural land in Franklin is zoned A-1 and A-2, designating the land for agricultural usage. Additional farmland preservation opportunities exist for the City of Franklin. Examples of farmland preservation tools include: agricultural zoning, conservation easements, purchase of development rights programs, transfer of development rights programs, etc. Conservation easements offer long-term protection of agricultural land through voluntary donations of land and/or development rights. Conservation easements are a preservation tool that permanently protects land from development. Local land trusts or State Agencies could hold conservation easements. Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) Programs are not currently available in the City. Such programs could be instituted at the City, County or State level. These programs are voluntary and permanently protect land from development.

Natural Resources

Protection of natural resources helps ensure the continuing beauty and cultural heritage of the region, which in turn can contribute to the quality of life. Even more importantly, the health, welfare and safety of a community are inextricably linked to the preservation of its remaining natural resources. The benefits derived from natural resource protection can include, among others:

- Recharge of groundwater supplies;
- Maintenance of surface water and groundwater quality;
- Attenuation of flood flows and stages;
- Maintenance of base flows of streams and watercourses;
- Reduction of soil erosion;
- Abatement of air pollution;
- Abatement of noise pollution;
- Favorable modification of climate;
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat;

- Facilitation of the dispersal of plant seeds;
- Protection of plant and animal diversity; and
- Protection of rare, threatened and endangered species.

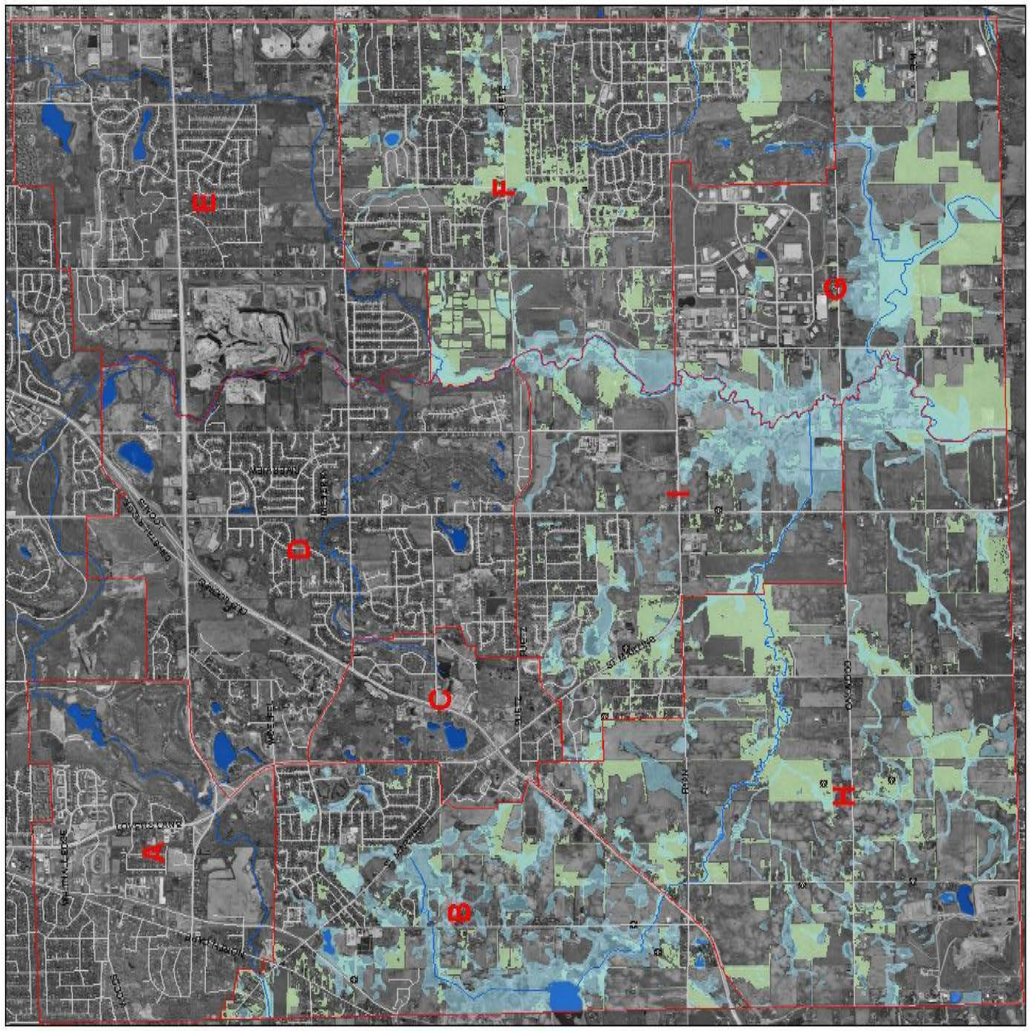
Because of the vital functions performed by natural resources, the intrusion of development activities into these areas should be discouraged. The possibility for incompatibility can be evidenced by the widespread, serious and costly problems that development can encounter within natural resource features. Examples include failing foundations of pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewer systems, and poor drainage.

Further background and inventory information, including the basis for the natural resource protection standards present within the City of Franklin's Unified Development Ordinance, can be found in Chapter 3 of the 1992 City of Franklin Comprehensive Master Plan.

Since each resource element or environmental unit is a component of one or more systems, protection of its function with that system is more important than protecting it for its own sake. As stated earlier, the City of Franklin contains a majority of the remaining natural and agricultural resources (wetlands, woodlands, agricultural land) in Milwaukee County. Of the seven-county area in Southeast Wisconsin, Milwaukee County has suffered the greatest loss in pre-settlement vegetation, including nearly all of its prairie and oak savanna (SEWRPC, 1997). Loss of pre-settlement vegetation has resulted from urban development, agricultural practices, and invasions by exotic plant and animal species, fire suppression, pathogens and destructive insects.

In the City of Franklin in 2005, however, approximately 18.7 percent of the land area supports mature and young woodlands—primarily mixed-oak hardwood forests and remnant oak savanna. Additionally, 12.9 percent still consists of wetlands, and approximately 21.3 percent is active agricultural land. Most of the remaining woodlands and wetlands are in need of management (e.g., invasive species control). Although the percentage of remaining natural and agricultural lands in Franklin far exceeds what is remaining in most other Milwaukee County municipalities (thus elevating the value of the City's natural resources and establishing a valid rationale for resource protection in Franklin), the land mass of the City of Franklin is much larger than most of the neighboring communities in Milwaukee County. See Map 3.4 for the location of potential woodlands, wetlands, and prairies within the City, and Appendix G for such maps for each of the nine Planning Areas.

Map 3.4, Natural Resources



City of Franklin

Natural Resources

Legend

- Planning Area Boundaries
- Potential Wetlands
- Potential Woodlands
- Rivers & Open Water Areas
- Roads
- Prairie Remnant

0 1,750 3,500 Feet

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Note: Additional Natural Resources data for Planning Areas A, C, D and E will be included in the final report.

A detailed discussion of the existing natural resources within each Planning Area is provided later in this chapter. The following sections provide a general explanation of each of the important natural resource features present within the City and the information needed to distinguish between different resource categories and elements of the resource base.

Soils

Soil is a natural body comprised of unconsolidated minerals and organic matter, liquid, and gasses that occurs on the surface of the earth, occupies space, and is characterized by one or both of the following: horizons, or layers, that are distinguishable from the initial parent material as a result of additions, losses, transfers, and transformations of energy and matter or the ability to support rooted plants in a natural environment (NRCS 2003). Soil properties exert a strong influence on the manner in which man uses land. Map 3.5 identifies the soils present within the City, and Map 3.6 identifies those soils which are often unsuitable for development due to conditions such as high groundwater, excessive amounts of organic matter or clay, etc. The soil resources Section set forth in the 1992 City of Franklin Comprehensive Master Plan is hereby incorporated by reference into this Plan (see pages 3-4 through 3-7 of the 1992 Comprehensive Master Plan for this information).

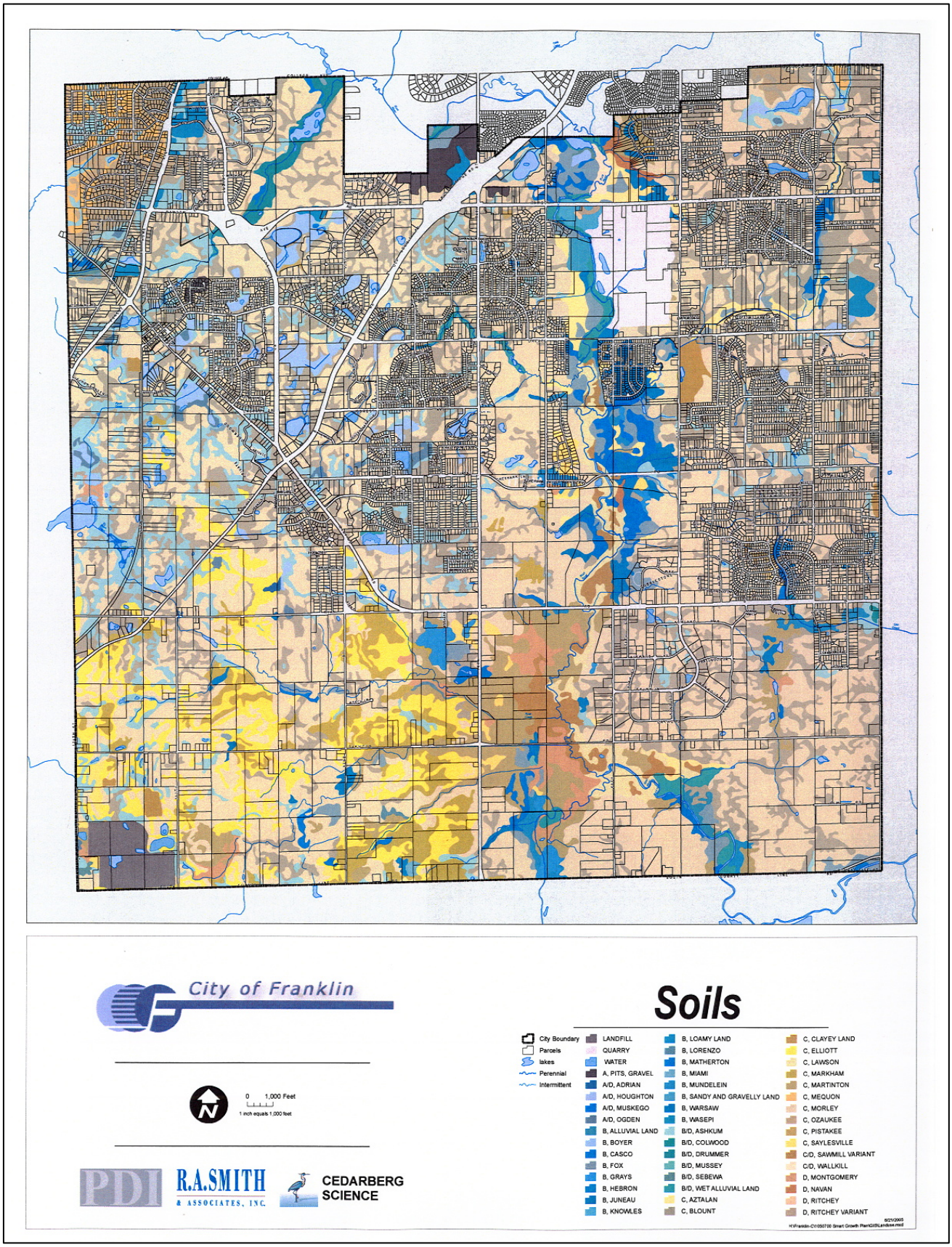
Woodlands

Woodlands and forests have important roles in many biological cycles, such as the energy, oxygen, nitrogen, and carbon cycles. They provide habitat for numerous plants, organisms, and wildlife. Woodlands contribute to water quality, air quality, and soil stabilization, serve as wind breaks for agricultural fields and homes, and moderate solar radiation. See Map 3.4 for the location of potential woodlands within the City and Appendix G for such maps for each of the nine Planning Areas.

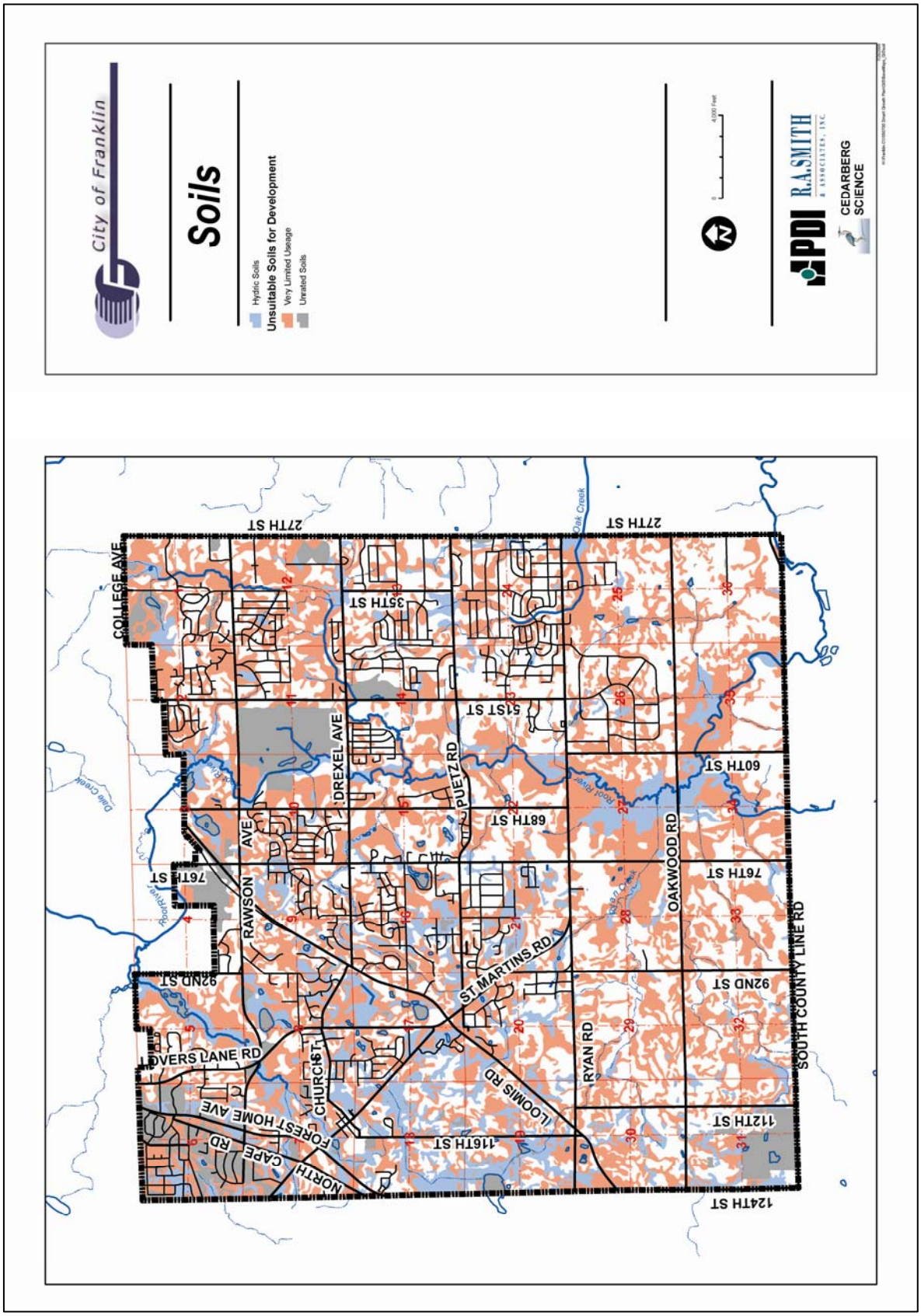
Under the City's Unified Development Ordinance, woodlands are classified as either mature or young, with differing protection standards based upon this classification and the type of zoning, as set forth in Table 15-4.0100. For the purposes of this Plan, and as set forth in the Unified Development Ordinance, a mature woodland is defined as an area or stand of trees whose total combined canopy covers an area of one acre or more and at least fifty (50) percent of which is composed of canopies of trees having a diameter at breast height (DBH) of at least ten (10) inches; or any grove consisting of eight (8) or more individual trees having a DBH of at least twelve (12) inches whose combined canopies cover at least fifty (50) percent of the area encompassed by the grove. However, no trees planted and grown for commercial purposes should be considered mature woodland.

A young woodland is defined as an area or stand of trees whose total combined canopy covers an area of one-half (0.50) acre or more and at least fifty (50) percent of which is composed of canopies of trees having a diameter at breast height (DBH) of at least three (3) inches. However, no trees kept or grown for commercial purposes shall be considered young woodland.

Insert Map 3.5: Soils



Insert Map 3.6: Soils Unsuitable for Development



Steep Slopes

Slope, to a considerable extent, determines the land uses practicable on a given parcel of land. Slope is directly related to water runoff and erosion hazards. Therefore, the type and extent of land uses should be carefully adjusted to the slope of the land. In general, slopes of ten percent or more are unsuitable for development and most agricultural uses; they should be maintained as essentially natural, open areas for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for certain open space uses such as pasturelands, and for certain development, such as carefully designed low-density residential areas. Lands which area gently sloping or nearly level are typically, best suited to development. However, for detailed site and land planning purposes, all slopes should be determined from on-site topographic surveys prepared and graphically shown with at least a two-foot contour interval.

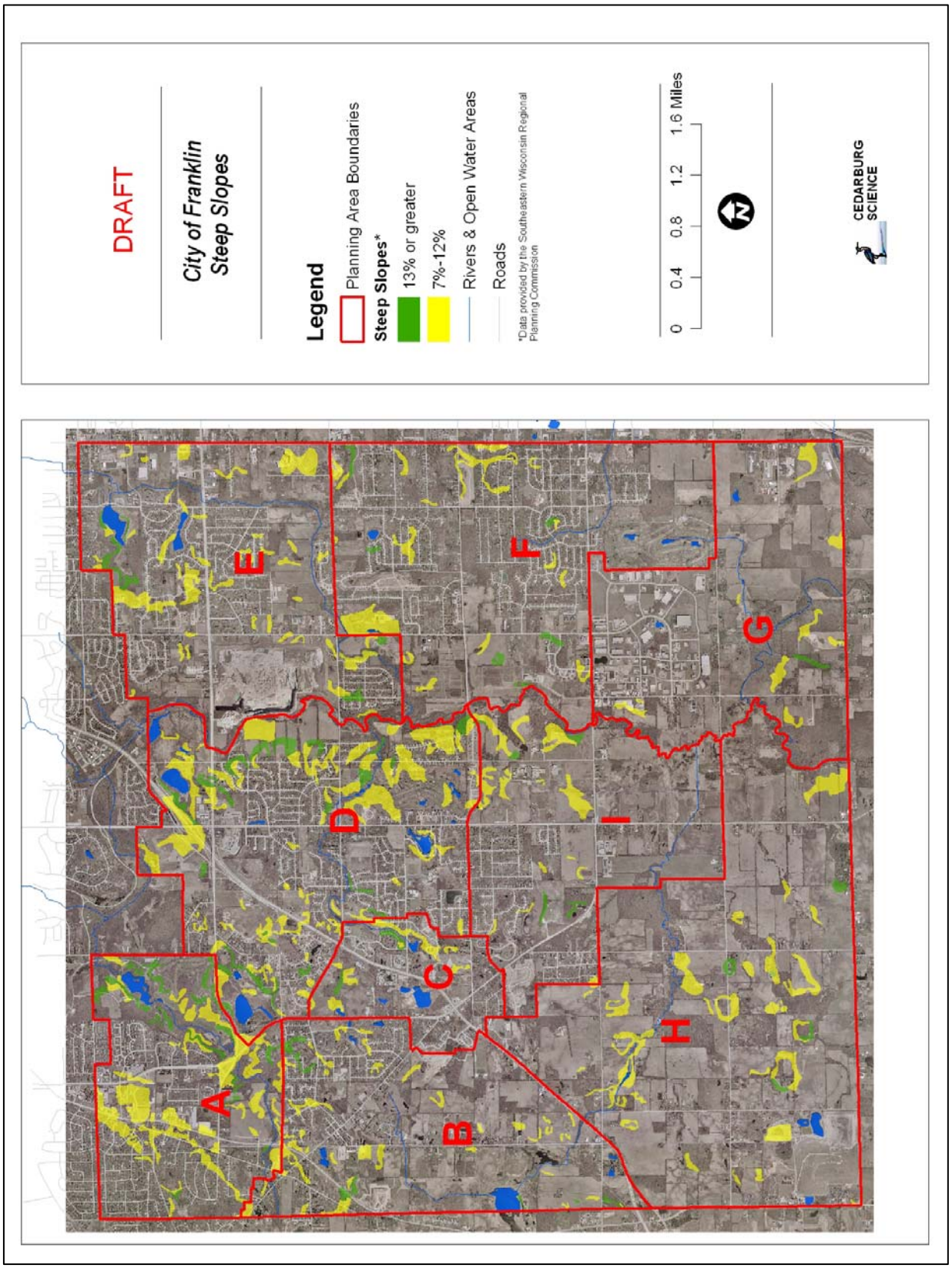
Under the City's Unified Development Ordinance, steep slopes are classified into three categories, those slopes between 10 and 19 percent, those between 20 and 30 percent, and those greater than 30 percent, with differing protection standards based on these classifications and the type of zoning, as set forth in Table 15-4.0100. (see Map 3.7)

Topography is a graphic presentation of the land surface's features, indicating their relative position and elevations. This information is typically collected and utilized for large areas, and is particularly useful in regional planning for the determination of future generalized land uses in relationship to one another and to the land's surface. A common example is the utilization of topographic information to determine appropriate locations for regional facilities such as:

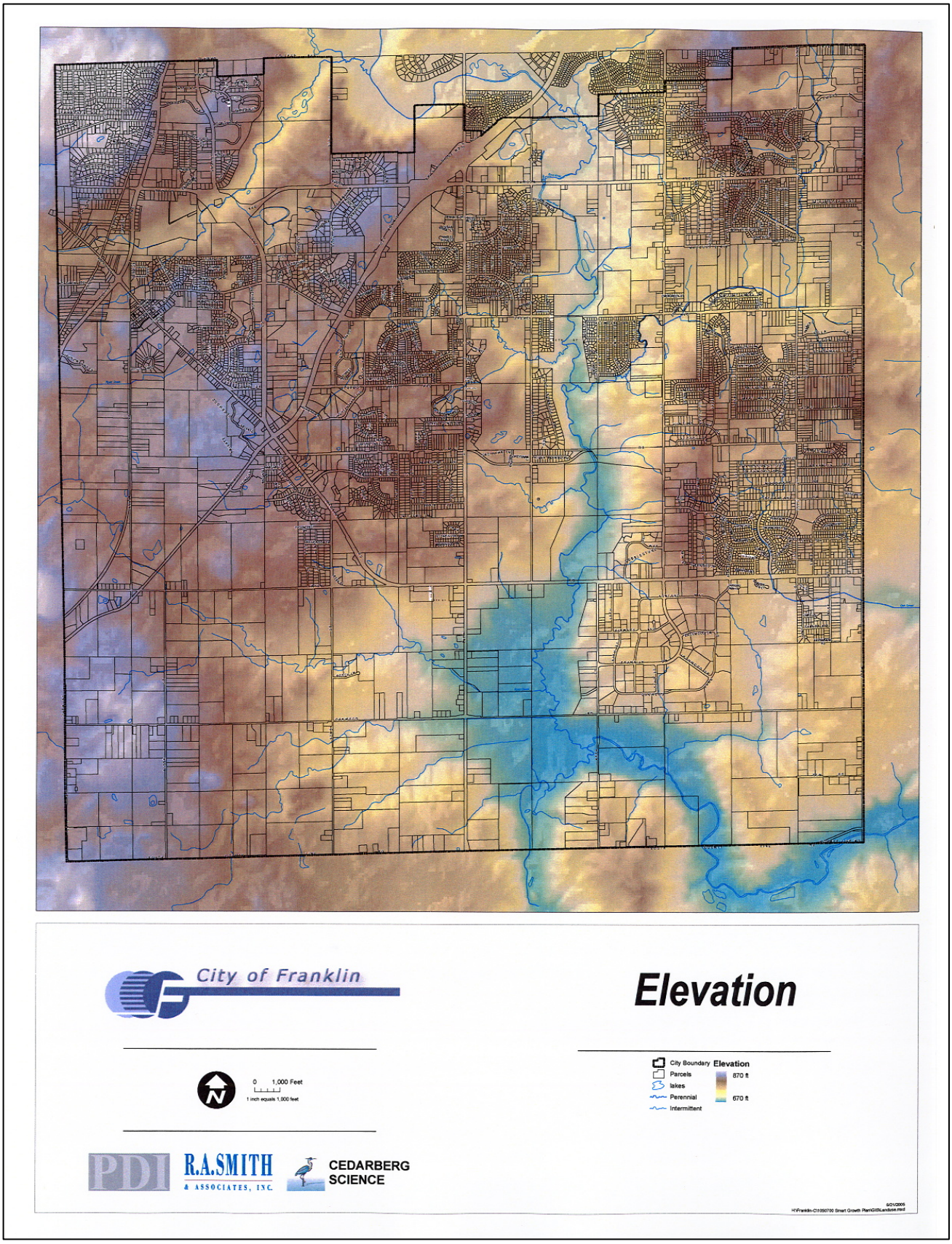
- sewage treatment facilities (down slope and downstream of most of the development it is intended to serve);
- airports (on topography with few obstructions); and
- highways (selecting those route locations with the fewest obstructions and impediments to overcome).

Map 3.8 identifies the relative elevations (topography) within the City of Franklin. As shown on Map 3.8, the highest elevations occur in the western portions of the City (about 856 feet above sea level, near S. 123rd Street and W. Belmar Drive), and generally decrease in elevation as one heads southeast. The lowest elevations occur along the Root River in the southeastern portion of the City (about 668 feet above sea level, where the Root River exits the City).

Insert Map 3.7: Steep Slopes



Map 3.8, Elevation



Water Resources

Water resources are a crucial element of the natural resource base for the City of Franklin. Water resources such as; groundwater, surface water, stream corridors, floodplains, and wetlands sustain the City's economic development, population growth, and wildlife while also providing recreational opportunities, and aesthetic quality.

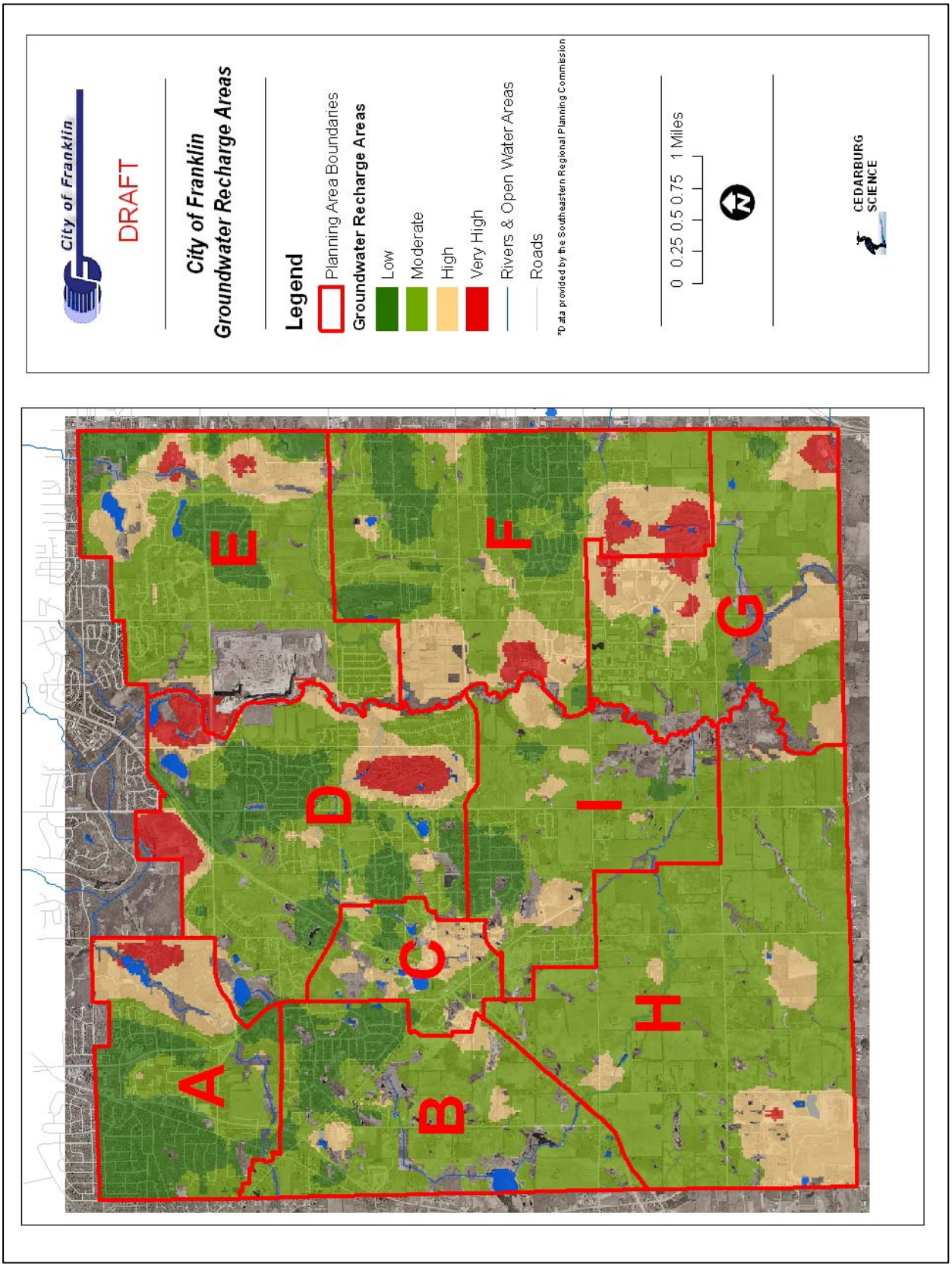
According to the Wisconsin Department of Natural Resources (DNR), a watershed includes the lands that drain from surrounding areas to a common point such as a lake or stream, to its confluence with a neighboring watershed. All lands and waterways are located within a watershed. The Root River and its associated watershed is a major water resource in the City of Franklin and Milwaukee County. A water pollution management system, with assistance from the DNR and the Southeastern Wisconsin Regional Planning Commission, is being developed that uses a "watershed approach" or a systems approach, whenever possible, to address water pollution problems or to restore or protect water resources. The Root River, which is listed by the DNR as an impaired (303d) water, may be subject to such a program. Whether this occurs or not, it is commonly understood that protecting watersheds from nonpoint source pollution is important to protecting and improving water quality.

Groundwater

Groundwater is water that infiltrates down into subsurface soil and rock. Groundwater moves through openings between soil or rock particles or along fractures in rock. A layer of rock or soil that is capable of storing, transmitting and yielding a usable amount of water to a well or spring is called an aquifer. Groundwater occurs within five aquifers that underlie Southeastern Wisconsin including the Quaternary sand and gravel, Silurian dolomite, Galena-Platteville, upper sandstone, and lower sandstone. (see Map 3.9)

Groundwater sustains lake levels and wetlands and provides the base flows of streams in the City of Franklin. Groundwater also comprises a source of water for domestic, municipal and industrial wells. The City of Franklin switched from groundwater to lake water in 1997 to provide residents with higher quality drinking water. Prior to the switch, radium levels in excess of government standards were found in the Franklin ground water well system. Franklin's well system now is used only as a backup during periods of high usage. One percent of the water supplied by the Franklin Water Utility comes from groundwater. The majority of Franklin's municipal water is purchased from the Oak Creek Water Utility which pumps and treats water from Lake Michigan.

Insert Map 3.9: Groundwater Recharge Areas



Lakes and Ponds

Lakes and ponds are natural or artificial water bodies that retain water year-round. Lakes are defined in the City's Unified Development Ordinance as any body of water two acres or larger in size; ponds are all bodies of water smaller than two acres. The size of the lake or pond is measured by the shoreline at its Ordinary High Water Mark rather than the permanent pool condition, if there is any difference.

In the City of Franklin, there are several named lakes which must be protected, including; Bishop Lake (now known as Koepmier Lake located in U.S. Public Land Survey Section 3), Dumkes Lake (Section 19), Monastery Lake (Section 8), Mud Lake (located in Grobschmidt Park in Section 1), Root River Parkway Pond (Section 3), and Whitnall Park Lake (Section 5).

Under the City's Unified Development Ordinance, lakes' and ponds' protection standards are based on the type of zoning, as set forth in Table 15-4.0100.

Stream Corridors

The City of Franklin lies within three separate watersheds. These include the Root River, Oak Creek, and Fox River Watersheds. In fact, the dividing line between the Fox River Watershed and the Root River Watershed is the sub continental divide and is located in Franklin's U.S. Public Land Survey Sections 30 and 31. Precipitation falling on that part of the City lying east of this divide will flow to Lake Michigan as part of the Great Lakes- St. Lawrence River drainage basin. Precipitation falling on that part of the City lying west of this divide will flow to the Fox River as part of the Mississippi River drainage basin.

The two major perennial streams in the City of Franklin are Oak Creek and the Root River. Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as those watercourses that do not maintain a continuous flow throughout the year. All but the smallest of these stream corridors generally include floodways, floodplains, shorelands, and wetlands. These features are overlapping and form a continuous system of drainage. Stream corridors not only accommodate drainage flow but also provide habitat and water for wildlife.

Under the City's Unified Development Ordinance, streams' (defined as a course of running water, either perennial or intermittent, flowing in a channel) and channel (defined as a natural or artificial watercourse of perceptible extent which periodically or continuously contains moving water, or which forms a connecting link between two bodies of water, and has a definite bed and banks which confine the water), protection standards are based on the type of zoning, as set forth in Table 15-4.0100.

Shore buffers are typically a vegetated strip of land that protects water from the impacts of nearby development, provides wildlife habitat, and screens buildings when viewing from the water. If properly

designed and maintained, a shore buffer can help protect shorelands and adjacent lakes and rivers from physical, chemical, hydrological, and visual impacts.

Under the City's Unified Development Ordinance, the shore buffer is defined as "All of that land area located within seventy-five feet landward of the ordinary high water mark of all ponds, streams, lakes, and navigable waters (as determined by the Wisconsin Department of Natural Resources) and parallel to that ordinary high water mark, which is to remain undisturbed as a Natural Resource Feature (including undisturbed natural vegetation). Shore buffers do not include any area of land adjacent to any stream enclosed within a drainage structure, such as a pipe of culvert." The protection standards for the shore buffer are also based on the type of zoning, as set forth in Table 15-4.0100 of the Unified Development Ordinance.

Floodplains

The floodplains of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. Rivers and streams occupy their channels most of the time. However, during even minor flood events, stream discharges increase markedly, and the channel may not be able to contain and convey all of the flow. As a result, stages increase and the river or stream spreads laterally over the floodplain. The periodic flow of a river into a floodplain is a natural and healthy phenomenon and will occur regardless of whether or not urban development exists on the floodplain.

For Planning and regulatory purposes, floodplains are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that would be reached or exceeded in severity once on the average of every 100 years. Stated another way, there is one percent chance of this event being reached or exceeded in severity in any given year. Floodplain areas are generally not well suited to development, not only because of flood hazard, but also because of the presence of high water tables and of soils poorly suited to such use. However, the floodplain areas generally contain important elements of the natural resource base, such as woodlands, wetlands, and wildlife habitat. Therefore, floodplains constitute prime locations for needed open space areas. Every effort should be made to discourage indiscriminate and incompatible development on floodplains, while encouraging compatible open space use.

Pursuant to Federal Emergency Management Agency (FEMA) and Wisconsin Department of Natural Resources (DNR) requirements, the City of Franklin undertook an update of its floodplain regulations in 2008. In order to meet the federal and state deadlines for update of the floodplain regulations, the City chose to adopt both the DNR's model floodplain ordinance as well as update the floodplain regulations contained within the Unified Development Ordinance. The new floodplain regulations for the City of Franklin are set forth in Ordinance NO. 2008-6482, An Ordinance to Amend the Unified Development Ordinance Text as it pertains to Floodplain Zoning Regulations, which was approved by the Common Council on September 11, 2008.

The floodplain zoning regulation changes were required because an update of the Flood Insurance Study and Flood Insurance Rate Map for Milwaukee County (including the City of Franklin) had been completed by the Federal Emergency Management Agency and the Wisconsin Department of Natural Resources. The City's new floodplain zoning regulations now includes the updated mapping as required by FEMA, as well as meets or exceeds all floodplain standards required by the DNR. See Map 3.10 for this information.

However, due to utilization of both the Wisconsin Department of Natural Resources' model ordinance, as well as continued use of the floodplain regulations within the Unified Development Ordinance, some duplication and inconsistencies between the two documents have been identified. It is therefore recommended that the floodplain regulations be revised to correct these concerns as soon as feasible.

In addition, it is recommended the City of Franklin consider participation in the Community Rating System (CRS) administered by the National Flood Insurance Program. The CRS provides discounts on flood insurance premiums in those communities that establish floodplain management programs that go beyond National Flood Insurance Program minimum requirements. Under the CRS, communities receive credit for more restrictive regulations, acquisition, relocation, or flood proofing of flood-prone buildings, preservation of open space, and other measures that reduce flood damages or protect the natural resources and functions of floodplains.

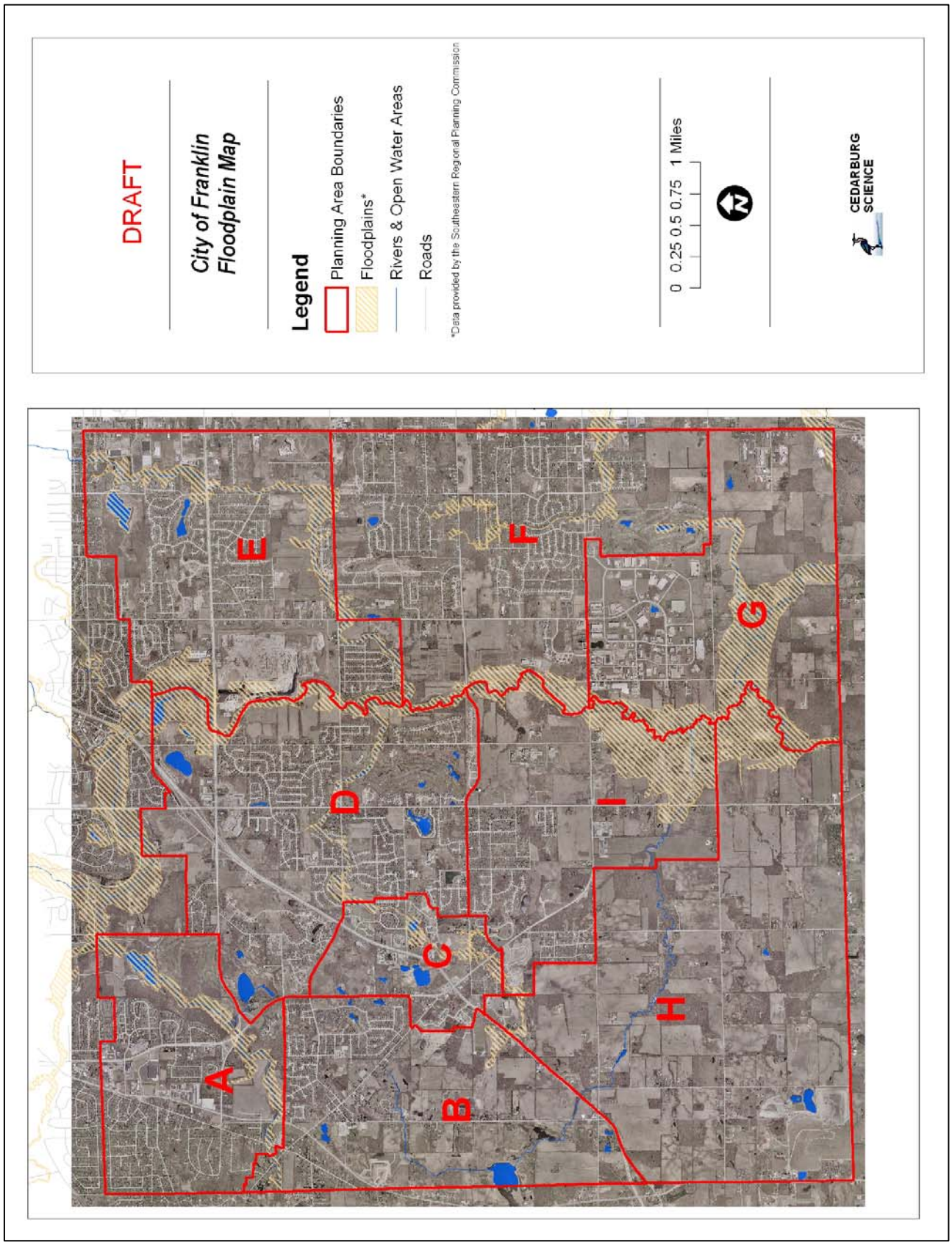
Wetlands

Wetlands are defined in the City's Unified Development Ordinance as areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions. Wetlands are characterized by vegetation, soil type, and degree of saturation or water cover. Wetlands include swamps, marshes, sedge or "wet" meadows, bogs, and similar areas.

Wetlands have an important set of functional values which make them a particularly valuable resource. These functions include; floral diversity, fish and wildlife habitat, flood protection, water quality protection, shoreline protection, groundwater recharge and discharge, aesthetics, recreation, and education. Wetland protection is a Federal mandate implemented by the Army Corps of Engineers, as well as a State mandate implemented by the Wisconsin Department of Natural Resources. See Map 3.4 for this information within the City, and Appendix G for such maps of the nine Planning Areas.

Under the City's Unified Development Ordinance, wetlands' protection standards are based on the type of zoning, as set forth in Table 15-4.0100.

Insert Map 3.10: Floodplain Map



Wetland buffers or setbacks are those lands outside but immediately adjacent to a wetland where development is restricted or prohibited. Their primary function is to physically protect and separate a wetland from future disturbance or encroachment. If properly designed and maintained, wetland buffers/setbacks can provide stormwater management benefits, and can help sustain the integrity of the wetland ecosystem and habitat.

Under the City's Unified Development Ordinance, the wetland setback is defined as "All of that landward land area defined by the minimum required horizontal setback distance of fifty feet from a delineated wetland boundary, and a line parallel thereto. The wetland setback is inclusive of any require wetland buffer area." More simply, the wetland buffer is that land within 30 feet of the wetland, within which development and land disturbing activities are generally prohibited. The wetland setback is that land within 50 feet of the wetland, but outside the wetland buffer, within which development is generally prohibited but within which temporary land disturbing activities are generally allowed. The protection standards for the wetland buffer and wetland setback are also based on the type of zoning, as set forth in Table 15-4.0100 of the Unified Development Ordinance.

Threatened and Endangered Species

The State of Wisconsin designates endangered species as any species native to the State of Wisconsin whose continued existence as a viable component of the State's wild animals or wild plants is determined by the Wisconsin Department of Natural Resources (WDNR), on the basis of scientific evidence, to be in jeopardy (Wis. Stats, S. 29.604(2)(a)). The State designates threatened species as any species of wild animal or wild plants native to the State of Wisconsin which appear likely, within the foreseeable future and on the basis of scientific evidence, to become endangered (Wis. Stats, S. 29.604(2) (b)). Special Concern species are those species about which some problem of abundance or distribution is suspected but not yet proved. The main purpose of this category is to focus attention on certain species before they become threatened or endangered (Wisconsin Department of Natural Resources).

The Wisconsin Natural Heritage Inventory (NHI) was established in 1985 by the Wisconsin Legislature, as a tool for maintaining data on the locations and status of rare species, natural communities, and natural features in Wisconsin. The NHI is maintained by the Wisconsin Department of Natural Resources (WDNR) Bureau of Endangered Resources. The Wisconsin Natural Heritage Inventory database provides a Working List of recent and historic element observations by Town and Range for Milwaukee County. The list references species designated as "Endangered" or "Threatened." Township 5 North, Range 21 East encompasses the City of Franklin. Endangered Species in Franklin include; Purple Milkweed (Asclepias purpurascens), Ravenfoot Sedge (Carex crus-corvi), False Hop Sedge (Carex lupuliformis), and Bluestem Goldenrod (Solidago Caesia). Threatened Species in Franklin include; Prairie Indian Plantain (Cacalia tuberosa), Handsome Sedge (Carex formosa), Blanding's Turtle (Emydoidea blandingii), Longear Sunfish (Lepomis megalotis), Redfin Shiner (Lythrurus umbratilis), and Osprey (Pandion haliaetus). Species of Special Concern in Franklin include; Northern Yellow Lady's-slipper (Cypripedium parviflorum var. m), Showy Lady's-

slipper (Cypripedium reginae), Lake Chubsucker (Erimyzon sucetta), Least Darter (Etheostoma microperca), American Gromwell (Lithospermum latifolium), Prairie Crayfish (Procambarus gracilis), Heart-leaved Skullcap (Scutellaria ovata), Dickcissel (Spiza americana), Reflexed Trillium (Trillium recurvatum), Smooth Black-haw (Viburnum prunifolium).

Natural communities native to Wisconsin that are found in Franklin include; Emergent Marsh, Floodplain Forest, Mesic Prairie, Nothern Wet Forest, Oak Opening, Shrub-carr, Southern Dry-mesic Forest, Southern Mesic Forest, Southern Sedge Meadow, Wet Prairie, and Wet-mesic Prairie.

See Map 3.11 for the location of critical habitat within the City.

Metallic and Non-Metallic Mineral Resources

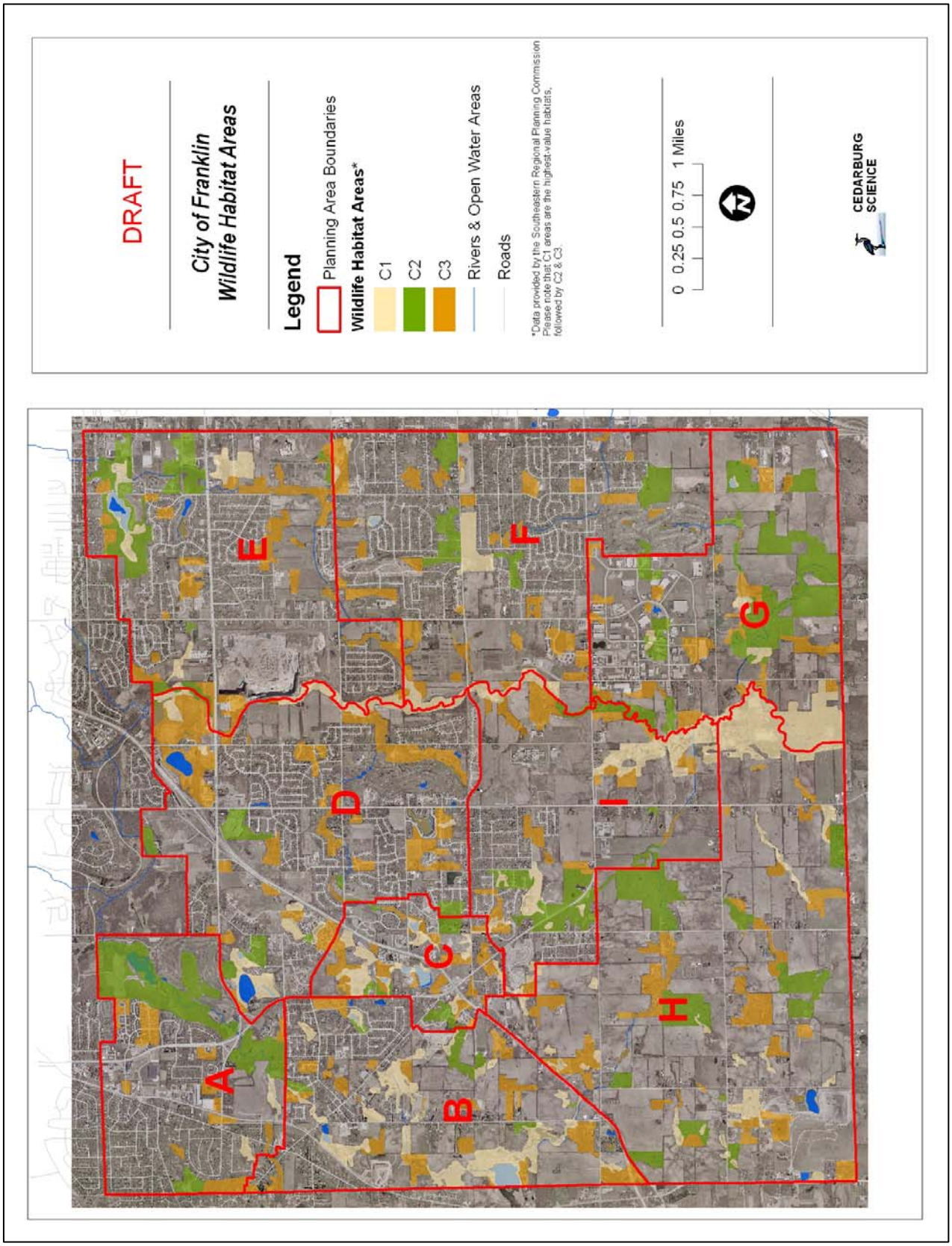
Metallic mineral mining refers to mining of mineral deposits that contain recoverable quantities of metals, such as copper, zinc, lead, iron, gold, and silver. The City of Franklin has no known metallic mineral resources or metallic mines within the City.

The commercial utilization of Franklin's mineral resources is limited to the mining of nonmetal deposits. Nonmetallic minerals include sand, gravel, and stone. Franklin contains two active non-metallic mines (quarries). Payne & Dolan, Inc. operates an approximately 155 acre limestone quarry and Vulcan Materials Company operates an approximately 170 acre limestone quarry. The two quarries are located adjacent to one another in U.S. Public Land Survey Sections 10 and 11 of the City of Franklin.

These two quarries are governed by State of Wisconsin regulations, contained within Chapter 30 of the State Statutes and Wisconsin Administrative Codes NR 135 and 340. In addition, the two quarries are governed by City of Franklin Ordinance No. 97-1456, and the City regularly reviews the blast monitoring reports.

It is envisioned that the quarries will continue to be regulated and monitored as required by State and City regulations.

Insert Map 3.11: Wildlife Habitat Areas



Cultural Resources

Community cultural resources are a significant element in defining local character, and include buildings, neighborhoods, view sheds[1] and geographic landscapes. As with many communities, the cultural attributes of Franklin are highly valued by the community as they provide residents and visitors a special sense of place and a feeling of continuity and association with the past. Such a contribution is invaluable at a time when Franklin is developing. As Franklin plans for pending growth, it is important to consider the aesthetic, educational and economic benefits of cultural resources – from rural landscapes to individual structures. Therefore, planning objectives that serve to protect and enhance the cultural heritage merit attention.

Prehistoric Resources

The area of Franklin was inhabited for thousands of years by a variety of Native American groups prior to a sudden influx of European and American settlers during the early-to-mid 1800s. Within Southeast Wisconsin, evidence of Native American civilization is preserved in archeological sites, and provides important information about the lives of people who are not well represented in the written record.

However, it is not uncommon to find evidence of American Indian villages and other earlier settlements in the form of houses, storage areas, burials, and other undisturbed deposits underneath the tilled layer in farm fields or in urban settings.

Wisconsin Archaeological Site Inventory

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI). Approximately 100 archaeological sites, including nine cemetery or burial sites, have been catalogued in the City of Franklin. Since a small portion of the City has been surveyed for the presence of archaeological sites and cemeteries, the inventory represents only a fraction of sites that are likely present.

Within Franklin, the largest concentration of archeological resources – principally campsites or villages – are found within Root River floodplain, and therefore receive a measure of protection as a result of environmental constraints to development. As a general rule, areas that are most likely to harbor archeological resources – and therefore should be considered high priorities for protection – include:

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[1] Viewsheds are typically defined as areas of particular scenic or historic value that are deemed worthy of preservation against development or change, are visible from public areas such as roads or parks, and are often part of open space preservation programs.

- higher, dryer areas adjacent to rivers, streams, creeks, lakes, wetlands
- higher, dryer areas adjacent to older abandoned rivers, streams, creeks, lakes, wetlands
- areas adjacent to historic features such as trails, early roads, rail corridors, and early Anglo-settlements

Although Wisconsin's burial sites preservation law is quite progressive when compared with other states, it leaves the majority of Wisconsin's burial sites with only limited protection. Unless a burial site is formally catalogued, a process that requires hiring a registered surveyor and filing a land description at the County Register of Deeds, owners can get permission to remove and analyze any burial, including those within Native American mounds. Under the current law and burial sites office budget, cataloging Wisconsin's remaining mounds, as well as Wisconsin's other relatively unprotected burials outside of maintained cemeteries, will take decades.

Historic Resources

The Anglo-settlement of the City of Franklin dates to the early 1800s when the "crossroads" of St. Martins was established west of the Root River. While the events of Franklin's history are chronicled in writing, few physical resources that allow for interpretation of these events survive to the present day.

National Register of Historic Places

Under the Historic Preservation Act of 1966, cultural resources that are associated with historic events, lives of significant persons, methods of construction or artistic style, or important historic and prehistoric information may potentially be nominated to the National Register of Historic Places (NR).

Listed properties benefit from Federal tax credits for rehabilitation, and may be eligible for various rehabilitation grants. While the National Register upholds high standards for maintaining historic integrity, Federal listing does not impose regulations or policies that inhibit modifications or sale of designated prosperities. Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, or properties that have achieved significance within the past 50 years are not considered eligible for the National Register.

Within the 34-square mile area of Franklin, the National Historic Register lists one structure (Painesville Chapel, ca. 1853; listed 1977), a Greek Revival style funerary building constructed of stone, brick and weatherboard in approximately 1852, which is located at 2740 W. Ryan Road.

Wisconsin Architecture and History Inventory

The AHI is a permanent record maintained by the Wisconsin Historical Society, and contains historical and architectural data on buildings, structures and objects that illustrate Wisconsin's unique history. The inventory documents a wide range of historic properties such as the barns, log houses, metal truss bridges, and small town commercial buildings. The catalogue has been assembled since the 1970s from a wide variety of sources, and much of the survey information is dated. In particular, buildings or objects that were constructed during the early post-World War II era have not been recorded.

The Architecture and History Inventory lists 71 buildings or sites in Franklin (November 2005) that are "of cultural interest." Most of the listed properties from the City of Franklin were visually surveyed, and the cultural significance and historic integrity has likely gone undocumented. It is probable that a number of these properties in Franklin have been significantly altered, relocated or no longer exist.

Unlike some local historic landmark programs, inclusion in this inventory conveys no special status, rights or benefits to owners of these properties. However, it provides for documentation for comparative purposes, and represents an accessible resource from which to begin more thorough historical investigations.

Milwaukee County Landmarks Program

The Milwaukee County Landmarks Committee administers a county-wide program to designate buildings, sites, and districts that reflect the historical, architectural, or cultural significance of Milwaukee County. The primary purpose of designating a landmark is strictly educational and does not confer special protection on a structure, provide it with any financial or legal advantage, modify or limit the owner's property rights. Nominations are accepted annually by the Milwaukee County Historical Society.

As shown on Table 3.2, of 94 county-wide properties that have been awarded "landmark status, eight reside in the City of Franklin. Four of these historic buildings were relocated to Lion's Legend Park by the Franklin Historical Society.

Table 3.2: Designated Landmarks within the City of Franklin

Property Name	Address	Year Designated	Date of Origin
Painesville Memorial Chapel	2740 West Ryan Rd.	1977	1852
Carmen Family Cemetery	9000 South 68th St.	1982	1839
Michels/Balistreri Farm	10623 West Oakwood Rd.	1994	1868
The Whelan School	Drexel Ave. & Loomis Rd	1995	1852
St. Peter's Chapel	Drexel Ave. & Loomis Rd	1995	1869
Franklin Town Hall	Drexel Ave. & Loomis Rd	1995	1884
The Sheehan-Godsell Cabin	Drexel Ave. & Loomis Rd	1995	1836
Holy Assumption Church	11321 W. St. Martin Rd.	1998	1867

Historic Preservation Overlay

The City of Franklin affords a measure of protection and preservation of structures that represent historic assets through a Historic Preservation Overlay (HPO) District zoning regulation (Section 15-3.0317, Unified Development Ordinance 2004). Properties that are designated as historic districts, landmarks or landmark sites may elect protection under the HPO tool, and would undergo rezoning. Structural alterations and destruction are regulated through the ordinance, and approval of such plans must be granted approval by the City Plan Commission. Although this municipal planning tool endorses historic preservation efforts, no formally designated historic district exists at present. Municipal-level tax incentives and funding are minimal to non-existent for HPO Districts in most cases.

Parklands and Parkways

The Milwaukee County Parks system has a rich history that dates to the early days of the City of Milwaukee, when vacant lands were purposefully designated as public commons. By turn of the century in 1900, the City of Milwaukee accounted for a population of 330,000 – 10 times larger than the census records of 1850. In tandem with population growth, the City of Milwaukee dedicated generous acreage for parkland use that included developed playing fields, pastoral greens, and natural areas along river drainages.

By the mid-1920s, the system of parkland had expanded to the urban-rural interface. A substantial new "anchor park" in the southwestern area of the City was established in 1928, when 600 acres of farmland that straddled Root River in the communities of Franklin and Hales Corner was bequeathed to the City. Known as Hales Corners Park (later renamed Whitnall Park), this public facility served as a catalyst that eventually helped guide preservation of some 2,100 additional acres along the Root River channel in the City of Franklin (Franklin Comprehensive Outdoor Recreation Plan: 2020, 2002).

While the County manages the majority of parklands in Franklin (about 3,300 acres), approximately 15 to 20 percent of these regional facilities accommodate active, developed or 'urbanized' recreation. In addition to some 3,300 acres of land, Milwaukee County Parks anticipates increasing their land holdings – primarily along the Root River Basin – in the future. As a significant component of the park system, county parks in Franklin contribute to the cultural value and heritage of green space in Milwaukee County. (see Table 3.3)

Table 3.3: Milwaukee County Park Sites within the City of Franklin

County Parks	Park Facilities	Address	Acres
Crystal Ridge	Downhill skiing, mountain bike trails, undeveloped natural area	7900 W. Crystal Ridge Dr	92
Franklin Park	Undeveloped natural area	10400 W. Oakwood Rd	165
Froemming Park	Baseball, softball, tennis, volleyball, tot-lot	8801 S. 51st St	17
Grobschmidt Park	Undeveloped natural area (prairie), trails	3751 W College Ave	139
Milwaukee County Sports Complex	Outdoor baseball, softball, soccer, football/rugby, frisbee golf; Indoor soccer, in-line hockey, volleyball, basketball	6000 W. Ryan Rd	117
Oakwood Park	Golf, driving range	3600 W Oakwood Rd	277
Root River Parkway	Picnic facilities, trails, undeveloped natural area	throughout Franklin	2100
Southwood Glen	Baseball, volleyball, tot-lot	3180 W Hilltop Ave	9
St. Martins Park	Baseball, soccer	10705 W Robinwood Ln	19
Whitnall Park	Golf, Wehr Nature Center, trails, cross-country skiing, sledding	5879 S. 92nd St	388
		T O T A L	3323

A comprehensive Outdoor Recreation Plan (CORP) is a fundamental tool utilized in sound public park, open space, and recreational facilities planning and is a key element of community planning. An approved and adopted Comprehensive Outdoor Recreation Plan is required by the Wisconsin Department of Natural Resources in order for communities to be eligible for participation in Stewardship Grant Program. The City of Franklin Comprehensive Outdoor Recreation Plan was last updated in 2002 by Meehan & Company, Inc., and was designed to address projected and prioritized needs of the City through the year 2020. However, the CORP was intended to have an extensive review and/or update every five years.

The City of Franklin Comprehensive Outdoor Recreation Plan (CORP), and all subsequent updates and amendments to that plan, are hereby incorporated by reference into this Comprehensive Master Plan. It is recommended that an update to the CORP should be expedited in order for the City of Franklin to retain eligibility for State cost sharing (grant) programs.

See Table 3.4 for a list of the city-owned park, recreation, and open space sites.

Map 3.4: City of Franklin Park, Recreation, and Open Space Sites

Franklin Parks	Park Facilities	Address	Acres
Cascade Creek	Undeveloped natural area	8300 S 60th St	9
Christine Rathke Memorial Park	Play structures, baseball, trail	7700 s 68th St	7
Country Side (Tifton Woods)	Undeveloped natural area	4500 W. Marquette Ave	6
Crooked Creek Walking Trail	Trial	W Forest Hill Ave to S 44th St	
Ernie Lake Trail	Trail	8000 S Chapel Hill Dr	13
Franklin Woods Nature Center	Play structure, pavilion, trail	3723 W Puetz Rd	38
Friendship Park	Play structures, baseball, basketball	3810 W Sharon Ln	2
Glen Meadows	Play structures, basketball	7362 S 37th Pl	1
Jack Workman Park	Play structure, baseball, basketball, tennis, volleyball, trail	3674 W Forest Hill Ave	12
Ken Windl Park	Play structure, indoor pavilion with restrooms, tennis	11615 W Rawson Ave	3
Lions Legend Park I	Play structures, pavilion with restrooms, band shell, baseball, tennis, volleyball, trail	8050 S Legend Dr	14
Lions Legend Park II	Play structure, pavilion with restrooms, baseball, soccer, tennis, volleyball, trail	8717 W Drexel Ave	21
Lynette Fox Memorial Park	Tot-lot	6860 S Harvard Dr	1
Market Square	Gazebo	11230 W Franklin St	1
Meadowland Trail	Trail	8665 W Elm Ct	14
Mission Hills Neighborhood Wetlands	Undeveloped natural area	10400 W Church St	14
Ollie Pederson Field	Baseball		20
Pleasant View	Undeveloped natural area	South of Pleasant View Elementary School	24
St. Martins Bike Trail	Trail	Rawson Ave. to St. Martins Rd. to Forest Home Ave. to North Cape Rd.	2
		TOTAL	**202**

In addition, it is suggested that the Comprehensive Outdoor Recreation Plan update include the following topics:

- Consideration of a central City Park large enough to serve as the site of community wide events such as the Fourth of July Celebration.

- An update of the City of Franklin's Impact Fee regulations.

- Creation of a formal Capital Improvements Program which would identify all envisioned city park, outdoor recreation, and natural resource protection, acquisition and development proposals and which would be regularly updated.

- Consideration of creation of a Mixed-Use zoning district, or revision of appropriate existing zoning districts, which would allow (either as a permitted use or a special use) public park sites in conjunction with other compatible uses.

- Consider participation in the Wisconsin Safe Routes to School program, which provides funding to make biking and walking to school a safer and more appealing transportation option.

Issues

Protection of these cultural resources as they pertain to sustaining the rural and suburban character of the City, and as they may be incorporated into the Linkages and additional natural resource protection standards noted earlier in this chapter (in conjunction with the recommendations and suggestions in the following section of this chapter), is envisioned to fully address the needs of the City on this matter. However, it is suggested that should opportunities become available, and local interest exist, for greater protection of this resource, such opportunities should be considered.

Lack of Understanding of Cultural Resource Presence

While public interest in and support of historic preservation has grown since the establishment of the National Historic Preservation Act of 1966, protection of cultural resources is often viewed as a barrier to progress, economic development and growth. Conversely, historic buildings and districts can serve as a stimulus for economic stability and as a cornerstone that provides a community with a sense of identity.

Extant cultural resources in Franklin are likely threatened by a lack of awareness as illustrated by the absence of effective regulatory tools. Although a modest level of vernacular buildings, farm complexes, agricultural landscapes and buried archaeological sites are present in Franklin, these types of cultural resources often lack immediate public appeal. These resources are particularly at risk for loss.

It is worth noting that questionnaires distributed by the Wisconsin Historical Society (WHS) reveal increased interest in agricultural building preservation. Respondents to the 2005 questionnaire ranked agricultural buildings, such as distinctive barns and silos, as the third highest priority for WHS preservation efforts, compared to the 2000 questionnaire that ranked agricultural buildings as the sixth highest priority (Wisconsin Historic Preservation Plan, 2005). The moral force of public opinion continues to be the guiding force behind issues of historic preservation.

Lack of Use of Historic Preservation Overlay District

Historic Preservation Overlay (HPO) District. One of the primary intent of Franklin's Historic Preservation Overlay (HPO) District ordinance (Section 15-3.0317) is to establish a high standard for preservation of multiple structures owned by different interests within a designated district. As with many local overlay zoning ordinances, the HPO places additional restrictions on the property or structure than county, state or federally-designated historic landmarks. Through enforcement of design standards, property values are often stabilized and enhanced. However, some property owners may be concerned that the zoning ordinance could potentially hinder the sale of a historic property, restrict altering the façade or use of a structure, or limit the ability to demolish a building.

Absence of Cultural Resource Preservation in Site Plan Requirements

Site Plan Development Requirements. It is estimated that Wisconsin will add 400,000 new households between 1995 and 2015. This, combined with the trend toward "scattered development," does not bode well for Wisconsin's ancient and historic places. In Franklin, anticipated greenfield development may threaten to damage traditional rural landscapes, archaeological sites, and historically significant structures.

Franklin's Unified Development Ordinance (2004) and site plan application process does not require documentation of cultural resources as private property is developed or redeveloped. Unlike protection, regulatory and mitigation measures specified for natural resources (Section 15-7.0102, Division 15-7.0100), there are no regulatory directives that ensure for the long-term safeguarding of historic and prehistoric resources. Examples of such resources that have been lost within the City of Franklin include:

- A five-story tall windmill located in the St. Martins area during the late 1800's and early 1900's.
- A brewery operated by Gottfried Gross at the intersection of what are now Forest Home Avenue and St. Martins Road, which operated in the late 1800's.
- Seven of the original eight public schools that served Franklin (Riverside, Stargard, Oakwood, Green Valley, St. Martins, Willow Edge, and Kilbourn), which were constructed in the mid 1800's and early 1900's.
- The Peter Poths General Store at the northeast corner of 76th Street and Rawson Avenue; and
- The original St. James school house of 1865.

Absence of a Historic Preservation Commission

In cooperation with property owners, the City of Franklin is empowered to designate objects, structures, buildings, districts and sites as local landmarks if they possess aesthetic, architectural, cultural or historic

value. In most cases, the local landmark designation affords properties a greater level of protection than similar designations at the county, state, and federal levels.

As outlined in the Franklin's Unified Development Ordinance (2004), administration of the local historic landmarks program is the responsibility of the City's Historic Preservation Commission (Division 15-10.0400). However, the Historic Preservation Committee has not been established, and tasks associated with management of the local historic landmarks program are not being pursued.

However, it is important to note that the Franklin Historical Society, a non-profit organization created in 1969 which is affiliated with the Wisconsin State Historical Society, is very active in the community. Their mission statement indicates that "Since its beginning, the Franklin Historical Society has sought to collect, document and preserve local history, inspire reading programs at local schools, and maintain living museums in Legend Park for community awareness and fulfillment". It can be specifically noted that the Franklin Historical Society has published the previously referenced "From Cabins to Condos, The History of Franklin, Wisconsin Since 1834".

Lack of Funding and Incentive for Conservation and Preservation

Wisconsin offers some funding and economic incentives for protecting significant archaeological sites and historic resources. Through a competitive process, the state provides monies for professional services related to cultural resource planning, cataloguing and documenting historic and archeological sites for municipalities that undergo a certification process. As a general practice, neither Wisconsin nor the federal government provides monies for rehabilitation of historic structures.

Perhaps the greatest financial benefits for cultural resource preservation are made available through state and federal tax incentives: The Historic Buildings Tax Exemption (Wis. Stat. § 70.11), Archaeological Tax Exemption (Wis. Stat. § 70.11 /13m), and Federal and State Investment Tax Credits. However, to qualify for these benefits, a property must be listed on the State or National Register of Historic Places or be deemed eligible for listing. At present, only one property in Franklin qualifies for these incentives.

A limited number of not-for-profit organizations dedicated to Wisconsin cultural history and heritage offer grants that support a wide range of services related to cultural history. These include the Jeffris Family Foundation, the National Trust for Historic Preservation, the Wisconsin Humanities Council as well as local foundations in Milwaukee County. The Wisconsin Department of Transportation and Department of Natural Resources occasionally helps to fund historic preservation projects.

Cultural Resources Recommendations

The recommendations for cultural resources are applicable to the entire City of Franklin, although a concentration of prehistoric and historic resources occurs in certain neighborhoods. It is recommended that following a comprehensive inventory of the condition and significance of cultural resources, specific properties and sites in certain neighborhoods would then become a focus of more neighborhood-oriented preservation or conservation efforts.

Develop a Cultural Resource Preservation Plan

It is recommended that the City work with the Franklin and Wisconsin Historical Societies to generate a detailed Cultural Resource Preservation Plan that outlines goals, objectives and action strategies that promote documentation and preservation of cultural resources in Franklin, and to ensure that historic preservation incentives and benefits for private property owners and developers are well-articulated. Programs and resources that are relevant and provide technical assistance, grant funding, tax incentives should also be described.

As a primary component of the plan, the City should evaluate the range of tax and funding incentives (federal, state, municipal) to determine whether Franklin's cultural resource base will realistically benefit from these mechanisms.

Establish the City as a Certified Local Government (CLG)

It is recommended that the City become designated as a Certified Local Government. Designation of Certified Local Government status through the State Historic Preservation Officer and National Park Service provides various incentives for conservation of cultural resources. In particular, CLGs may apply for grant funding that supports activities such as historical and archeological surveys, historic nominations, municipal preservation plan development, education and other services relevant to historic preservation. The funding program is administered through the Wisconsin Historic Preservation Fund. Communities neighboring Franklin that currently maintain CLG status include Hales Corners, Milwaukee, New Berlin and Mukwonago.

Update Franklin's Inventory of Cultural Resources

It is recommended that the City work with the Wisconsin Historical Society to update the Architecture and History Inventory that was conducted in 1980 (59 of 71 total properties), and spatially represent identified cultural resources through mapping and geographic coordinate identification.

It is recommended that the City consider more detailed resource inventories that examine historic agricultural landscapes and farm complexes, buildings, as well as structures and districts that have been constructed between 1940 and 1960, and consider establishment of a working relationship with the departments of planning, landscape architecture and geography at the University of Wisconsin to assist with implementation of these surveys.

It is recommended that the City collaborate with the Wisconsin Historical Society (WHS) to update the Archaeological Site Inventory. Complete investigations at the locations of known archaeological sites and high potential areas to assess the urban-induced impacts on these resources, to ensure that all known cemeteries and burials in the City are catalogued (Wis. Stat. 157.70) to provide for the maximum protection of these important sites and to clearly define their boundaries.

It is recommended that the City encourage property owners to register archeological a sites to the National or State Register of Historic Places (Wis. Stats. 70.11). Properties and sites for potential nomination should be noted as part of the Cultural Resources Protection Plan.

Reestablish the Historic Preservation or Landmarks Commission

It is recommended that the City consider reinitiating the Historic Preservation Commission to designate historic or archaeological landmarks, and to review cultural resource issues related to development of redevelopment of land.

Incorporate Cultural Resource Preservation in Site Plan Requirements

It is recommended that the City incorporate cultural resource preservation into its Site Plan review requirements. Franklin's government can promote historic preservation of culturally significant resources by requiring that a preliminary plat or sketch plat illustrate historic and archaeological sites and other cultural resources. This regulation can be written to require that developers give the same care in protecting historic resources, cemeteries, archaeological sites as they do to sensitive environmental features such as wetlands, floodplains and steep slopes. Bonus densities and tax credits to preserve or rehabilitate certain types of cultural resources may provide incentives and a means to promote historic and prehistoric resource preservation. Preservation of agricultural structures within a new development may also serve as a marketable asset.

Continue to Support acquisition of land by Milwaukee County Parks

It is recommended that the cultural resource preservation contributions expressed by the presence of the Milwaukee County Parks System in the City of Franklin should be supported by the City, although these lands are not managed nor primarily funded by the City. It is also recommended that the City ensure that cross-jurisdictional cooperation is achieved relevant to future County parkland acquisition.

PLANNING AREA ISSUES

Recommendations specific to the nine Planning Areas (see Map 2.2 for the location and boundaries of each of these Areas) are set forth within the following sections devoted to each Area. It is important to note that most of the natural resource protection recommendations noted within each Planning Area discussion would be addressed should the recommendations pertaining to the Linkages and additional natural resource

protection standards noted earlier in this chapter be implemented by the City. If that recommendation is not implemented, it would then be necessary to individually pursue each recommendation contained within the following Planning Area sections of this chapter. See Appendix G for pertinent maps of each Planning Area.

Planning Area A

Agricultural Resources

Agricultural land makes up approximately 7 percent of Planning Area A. It is primarily concentrated along a band in the southern portion of the Planning Area. Most of these lands are comprised of fallow fields. The most common cultivated crops are soybeans and corn.

Opportunities for conservation practices were identified for most of the remaining farmed parcels in Planning Area A. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, vegetating drainage ways within active fields, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as CRP.

Natural Resources

Most of the land area in Planning Area A is developed. However, a few high quality natural resource features are intact; they are discussed below. Based on the field survey and map review, wetlands and woodlands comprise approximately 9 percent and 17 percent, respectively, of the land use in Planning Area A. Most of these natural areas occur within or near the Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated primary and secondary environmental corridors associated with Whitnall Park Creek. These areas are described below. The remaining wetlands and woodlands are fragmented by residential development.

Protection/Conservation Priorities

1) Whitnall Park Woods: This Primary Environmental Corridor contains fresh wet meadow and shrub-carr wetlands, and a mixture of medium-aged lowland and upland hardwoods habitats associated with Whitnall Park Creek. This corridor serves important functions in floodwater storage and stormwater attenuation.

2) Isolated Natural Resource Areas & Secondary Environmental Corridors areas: Two Isolated Natural Resource Areas occur in the southern portion of the planning area. These areas contain mature woodlands containing white and red oak, black walnut, and green ash. Two secondary environmental corridors occur within the southwestern portion of the planning area: one extends eastward along Whitnall Park Creek until it meets the Primary Environmental Corridor associated with Whitnall Park Creek; the other extends along the western boundary of the City of Franklin. The

first corridor contains predominately fresh wet meadow and shrub-carr habitat along Whitnall Park Creek, and the second corridor contains a mature woodland.

Planning Area B

Agricultural Resources

Agricultural land makes up approximately 20 percent of Planning Area B, and is mainly concentrated on the south half of the Planning Area. The most common cultivated crops are hay, soybeans and corn.

The majority of the soils in Planning Area B are classified as hydric or soils with hydric inclusions. Most of the hydric soil areas in Planning Area B have been drained (tiled) for agricultural purposes.

Opportunities for conservation practices were identified for most of the farmed parcels in Planning Area B. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as the Conservation Reserve Program (CRP). Several parcels in Planning Area B are already enrolled in CRP.

Natural Resources

Because the majority of the soils in Planning Area B are either hydric or hydric with inclusions, wetlands dominate the land cover, at approximately 30 percent. Most of the wetlands are open marshes, wet meadows or shrub-carr. Planning Area B contains a few wooded tracts, most of which are within or associated with nearby wetlands. Some of the wooded areas are Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated Isolated Natural Resource Areas (discussed below).

Protection/Conservation Priorities

1) Dumkes Lake and Associated Secondary Environmental Corridor: Dumkes Lake, located on the southwestern edge of the Planning Area, serves as an important reservoir and headwater for the Root River. Dumkes Lake drains southeasterly into Ryan Creek through a 20 inch diameter drain tile installed in the 1940's. The small floodplain along Ryan Creek consists of a continuous wetland system that is designated as Secondary Environmental Corridor. The wetland system provides invaluable habitat for waterfowl and other wildlife due to its size and variety of habitats, including shallow marsh, fresh wet meadow, sedge meadow, and shrub carr. The southern portion of the secondary environmental corridor located west of 116th Street and north of Ryan Road, contains remnant oak savanna surrounded by sedge meadow and fresh wet meadow habitats. The remnant oak savanna contains several mature bur oaks. Prairie remnants were observed along the Wisconsin Electric Power Corporation's easement that runs through the areas, as well as along 116th Street. The corridor follows a drainage way east into Planning Area H.

2) Southeastern Wisconsin Regional Planning Commission Isolated Natural Resource Areas: There are nine designated isolated natural resource areas (INRAS) in Planning Area B, most of which are privately owned. Four of these areas contain mature woodlands. Three of these areas contain high quality, mature oak woodlands dominated by white oak, bur oak, and red oak. These areas are located south of Ryan Road in the southwest corner of the Planning Area, west of Loomis Road and 116th street, and between Forest Home Avenue and 116th Street. The remaining INRAs contain a variety of wetland types such as fresh wet meadow, emergent marsh, and shrub-carr.

3) Other important natural resources and linkage areas: Several additional patches of mature woodlands, high quality wetlands or other habitats (e.g., young woodlands) were identified during the field assessment and map review. Although the sizes of these patches were not as large as the areas discussed above, they are still worthy of protection. In some cases, these patches can be utilized to link the larger natural areas.

Planning Area C

Agricultural Resources

Agricultural land makes up approximately 6 percent of Planning Area C. Most of these lands are currently fallow fields. The most common cultivated crop is corn.

Opportunities for conservation practices were identified for most of the remaining farmed parcels in Planning Area C. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, vegetating drainage ways within active fields, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as CRP.

Natural Resources

Most of the land area in Planning Area C is developed. However, a few high quality natural resource features are intact and are discussed below. Based on the field survey and map review, wetlands and woodlands comprise approximately 14 percent and 17 percent, respectively, of the land use in Planning Area C. Most of these natural areas occur within or near a Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated secondary environmental corridor. This area is described below. The remaining wetlands and woodlands are fragmented by residential development.

Protection/Conservation Priorities

1) Secondary Environmental Corridors, Isolated Natural Resource Areas & Linkage areas: One contiguous Secondary Environmental Corridor is present within Planning Area C. This corridor extends throughout most of the natural resource areas within Planning Area C. The corridor area contains mature mixed hardwood forests, open water, and pockets of hardwood swamp wetlands.

An extensive wetland complex associated with Legend Creek stretches from the southwestern corner of Planning Area C into the northeastern corner of the Planning Area. One Isolated Natural Resource Area is located within the southwestern portion of Planning Area C. This area contains mixed hardwood forest dominated by various oaks, hickory, black cherry, and elm. A small linkage to connect the Secondary Environmental Corridor and the Isolated Natural Resource Area is proposed.

Planning Area D

Agricultural Resources

Agricultural land makes up approximately 12 percent of Planning Area D. Most of these lands are currently fallow fields. The most commonly cultivated crops are corn and soybeans.

Opportunities for conservation practices were identified for most of the remaining farmed parcels in Planning Area D. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, vegetating drainage ways within active fields, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as CRP.

Natural Resources

Most of the land area in Planning Area D is developed. However, a few high quality natural resource features are intact, and are discussed below. Based on the field survey and map review, wetlands and woodlands comprise approximately 5 percent and 14 percent, respectively, of the land use in Planning Area D. Most of these natural areas are associated with a Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated primary environmental corridor. These areas are described below. The remaining wetlands and woodlands are fragmented by residential development.

Protection/Conservation Priorities

1) Root River Corridor: This Primary Environmental Corridor contains fresh wet meadow and shrub-carr wetlands. It also contains a mixed habitat of lowland and upland hardwoods. This corridor is located primarily along the eastern boundary of Planning Area D; small portions are located in the northwestern corner and eastern side of the Planning Area. This corridor serves important functions in floodwater storage and stormwater attenuation, and continues southward into Planning Areas F, I and G.

2) Secondary Environmental Corridors, Isolated Natural Resource Areas & Linkage areas: One Secondary Environmental Corridor associated with Legend Creek is present within Planning Area D. This corridor extends to the east through the central portion of the Planning Area and then joins the Root River Primary Environmental Corridor. Four Isolated Natural Resource Areas (INRAs) are located within the Planning Area. Two of the INRAs are located in close proximity in the southern

portion of the Planning Area. The other two INRAs are located near one another in the central portion of the Planning Area. A Legend Creek Secondary Environmental Corridor linkage to the Root River Primary Environmental Corridor is proposed. A second linkage is proposed to connect a small area of mature woodlands to the section of Root River Primary Environmental Corridor located in the northwestern corner of the Planning Area.

Planning Area E

Agricultural Resources

Agricultural land makes up approximately 10 percent of Planning Area E. Most of these lands are currently fallow fields. The most commonly cultivated crops are corn and soybeans.

Opportunities for conservation practices were identified for most of the remaining farmed parcels in Planning Area E. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, vegetating drainage ways within active fields, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as CRP.

Natural Resources

Most of the land area in Planning Area E is developed. However, a few high quality natural resource features remain, and are discussed below. Based on the field survey and map review, wetlands and woodlands comprise approximately 2 percent and 13 percent, respectively, of the land use in Planning Area E. Most of these natural areas occur within or near a Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated primary and secondary environmental corridor. These areas are described below. The remaining wetlands and woodlands are fragmented by residential development.

Protection/Conservation Priorities

1) Root River Corridor: This Primary Environmental Corridor contains fresh wet meadow and shrub-carr wetlands. It also contains a mixed habitat of lowland and upland hardwoods. This corridor is located along the western boundary of Planning Area E. This corridor serves important functions in floodwater storage and stormwater attenuation, and continues southward into Planning Areas F, I and G.

2) Secondary Environmental Corridors, Isolated Natural Resource Areas & Linkage areas: One Secondary Environmental Corridor associated with an un-named tributary to the Root River is present within Planning Area E. This corridor extends to the southwest within the Planning Area and then joins the Root River Primary Environmental Corridor. Three relatively small Isolated Natural Resource Areas are located within Planning Area D. One Isolated Natural Resource Area is located in the southeastern corner of the Planning Area. This area contains a fresh (wet) meadow

surrounded by mixed hardwood forest. Another Isolated Natural Resource Area is located within the central portion of the Planning Area. This area contains mature mixed hardwood forest habitat. The last Isolated Natural Resource Area is located within the northern half of the Planning Area. This area contains mature mixed hardwood forest habitat and is surrounded by developed land. A linkage to connect the Isolated Natural Resource Area located within the central portion of the Planning Area to the Secondary Environmental Corridor is proposed.

Planning Area F

Agricultural Resources

Agricultural land makes up approximately 8 percent of Planning Area F, and is mainly concentrated along a narrow band in the west-central portion of the Planning Area. The most common cultivated crops are soybeans and corn. The City of Milwaukee Nursery also occurs in Planning Area F, along the Root River near the west boundary of the planning area.

Opportunities for conservation practices were identified for most of the remaining farmed parcels in Planning Area F. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, vegetating drainage ways within active fields, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as CRP.

Natural Resources

Most of the land area in Planning Area F is developed. However, a few high quality natural resource features remain, and are discussed below. Based on the field survey and map review, wetlands and woodlands comprise approximately 9 percent and 17 percent, respectively, of the land use in Planning Area F. Most of these natural areas occur within or near the Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated primary environmental corridor associated with the Root River, and a secondary environmental corridor extending north-south in the center of the planning area. These areas are described below. The remaining wetlands and woodlands are fragmented by residential development.

Protection/Conservation Priorities

1) Root River Corridor: This Primary Environmental Corridor contains fresh wet meadow and shrub-carr wetlands, and a mixture of medium-aged lowland and upland hardwoods habitats associated with the Root River. This corridor serves important functions in floodwater storage and stormwater attenuation, and continues southward into Planning Areas I and G.

2) Franklin (Puetz Road) Woods: This is a publicly owned parcel within a secondary environmental corridor that contains mature, medium-aged upland hardwoods. Dominant trees include basswood, shagbark hickory, and ironwood, and a diverse ground layer. Linkages to the north and south would connect Puetz Road Woods to isolated natural resource areas, one of which is Fitzsimmons Woods.

3) Fitzsimmons Road Woods: This parcel is owned and protected by the Milwaukee Area Land Conservancy (MALC). Mature woodlands comprise most of the parcel, and several wooded wetlands are located in the northwest portion of the property. Buffering and linking this parcel to the north and south is important for linking habitat and encouraging plant dispersal.

Planning Area G

Agricultural Resources

Planning Area G does not contain as much agricultural land than Planning Area H, as much of the land cover is commercial and industrial. However, a sizeable portion of the Planning Area's land cover (approximately 27 percent) consists of agricultural land. Most of this land is owned by Milwaukee County. The dominant agricultural uses in Planning Area G consist of soybeans and corn.

Opportunities for conservation practices were identified for most of the farmed parcels in Planning Area G. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, vegetating eroded drainage ways within agricultural fields, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as the Conservation Reserve Program (CRP).

Natural Resources

Planning Area G is unique in that the entire western boundary of this neighborhood is bound by the Root River and the eastern boundary is 27th Street. The Root River is considered to be one of the most (if not the most) important natural resource feature in Franklin. Much of the drainage basin is designated as primary environmental corridor by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and includes both the Root River and Root River Canal branch. This entire area is a high protection priority. Moreover, smaller areas of protectable habitat still remain. These areas are discussed below.

Summary of Protection/Conservation Priorities

1) Root River Canal Woods and Root River Wet-Mesic Woods: These wooded tracts are one of the largest forested tracts in Milwaukee County. They are located within the Southeastern Wisconsin Regional Planning Commission (SEWRPC) primary environmental corridor along the Root River Canal and the east banks of the Root River, and continue southward into Racine County. The

woodlands consist of a mixture of medium-aged lowland and upland hardwoods, such as green ash, American elm, bur oak, basswood, black cherry and cottonwood. Several rare plant species are also present.

2) Elm Road Woods North and South: These two wooded tracts are located in between the Root River and 27th Street. They are currently physically separated by West Elm Road, an agricultural field and industrial land. The woods mainly consist of mature, mixed hardwoods and lowland hardwoods (wetland). American beech trees are present, representing the western edge of their geographical range within the U.S. The two tracts are Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated Isolated Natural Resource Areas.

3) Other Southeastern Wisconsin Regional Planning Commission (SEWRPC) Isolated Natural Resource Areas and Proposed Linkage Areas: There are four designated Isolated Natural Resource Areas. One of the Isolated Natural Resource Area's is located west of 60th Street, and is connected to the Root River Primary Environmental Corridor. This area primarily consists of mature woodland.

4) Other Important Natural Resources and Linkages Areas: Several additional patches of woodlands, wetlands or other habitats were also identified during the field assessment and map review. Although the sizes of these patches were not as large as the areas discussed above, they are still worthy of protection. In some cases, these patches can be utilized to link the larger natural areas. For example, a linkage between Elm Road Woods North and South is recommended, and linking the unnamed isolated natural resource area in the above paragraph to the adjacent primary environmental corridor is recommended.

Planning Area H

Agricultural Resources

Planning Area H contains more agricultural land than any other planning area in Franklin. Based on the survey and map review, approximately 50 percent of the land in Planning Area H is used for farming purposes.

The dominant agricultural uses in Planning Area H consist of corn, soybeans, and hay. The majority of the soils in Planning Area H are classified as hydric or soils with hydric inclusions. As stated earlier, these soils are very fertile because they have a higher organic component that provides essential nutrients, and they also retain moisture during drought conditions. However, flooding can result in lower crop yields, creating a risk for farmers who plant crops on hydric soils.

Opportunities for conservation practices were identified for most of the farmed parcels in Planning Area H. Recommended conservation practices include installing buffers around existing wetlands and drainage ways and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as CRP. Several parcels in Planning Area H are already enrolled in CRP.

Natural Resources

Planning Area H contains several high quality examples of oak woodlands and savannas, prairie remnants and wetlands. The existing woodlands consist of mature oaks, shagbark hickory, black cherry, and many other species of trees. Based on the field assessment and map review, it is estimated that 25 percent of the land area in planning area H still consists of woodlands.

Several upland areas containing remnant prairie species were observed during the survey (discussed below). These small, sometimes less than 0.10 acre areas are critical for protection as undisturbed prairies are rare in southeast Wisconsin. Prairie remnants are often observed along railroad right of ways, trails, and road right of ways. The occasional disturbances associated with mowing or fire has been beneficial to these small remnants by preventing the invasion of shrubs and/or non-native cool season grasses.

According to the natural resource assessment and map review, wetlands comprise approximately 15 percent of the land cover in Planning Area H. A variety of wetland types still occur in Planning Area H, several of which are now uncommon in southeastern Wisconsin. The most common wetland type is fresh wet meadow. Fresh wet meadows in this area are mostly dominated by the non-native, invasive reed canary grass, *Phalaris arundinacea*. Although the floristic diversity in these fresh wet meadows tends to be low, there are still some areas of moderate to even high floristic diversity (discussed below).

Other wetland types include:

- Shallow marsh,
- Shrub-carr,
- Hardwood swamp, and
- Sedge meadow (uncommon).

Regardless of what type of plant community is present in the wetland, all wetlands provide critical functions in retaining stormwater and floodwater, filtering sediments and nutrients, and providing wildlife habitat.

Most of the hydric soil areas in Planning Area H have been drained (typically small pipes installed underground to remove any standing or slow to drain water) for agricultural purposes. Preservation of these

hydric soils is essential when planning for development; often these 'farmed wetlands' revert back to wetlands once farming has ceased.

Specific natural resources of interest and those that are prioritized for protection are described below.

Protection/Conservation Priorities

1) Franklin Park Savanna (Wisconsin DNR State Natural Area No. 409): This natural area is located in the central portion of Planning Area H, within Section 29, and consists of mature woodlands, wooded wetlands, and a portion of Ryan Creek. The woodlands consist of a former oak savanna, with large, scattered bur oaks, and several oak savanna/prairie species still remain in the understory. An intense restoration of this site is being conducted by the Friends of Milwaukee County Parks in conjunction with the Natural Resources Foundation. This entire site, along with the Ryan Creek corridor upstream and downstream, is designated as a secondary environmental corridor by the Southeastern Wisconsin Regional Planning Commission (SEWRPC).

2) Ryan Creek Woods: This is a privately-owned parcel approximately 87 acres in size, located along the eastern boundary of Planning Area H, that contains one of the largest remaining woodlots in Milwaukee County. Both mature and young woodlands are present; the mature woodlands are dominated by bur oak, basswood, red oak, shagbark hickory and black walnut. Ryan Creek flows through the woodland, and is thus naturally buffered in this area. The floristic quality varies from medium to high throughout the woodland. This parcel is located downstream of Franklin Park Savanna, and is designated as secondary environmental corridor by the Southeastern Wisconsin Regional Planning Commission (SEWRPC).

3) Other Southeastern Wisconsin Regional Planning Commission (SEWRPC) Primary and Secondary Environmental Corridors: There are three designated Secondary Environmental Corridors. One of the Secondary Environmental Corridor's extends along an unnamed Root River tributary from the existing landfill detention ponds to the east, connecting several high-quality mature woodlands and wetlands together.

4) Southeastern Wisconsin Regional Planning Commission (SEWRPC) Isolated Natural Resource Areas: There are nine designated isolated natural resource areas in Planning Area H, most of which are privately owned. However, one of these areas, located at the northwest corner of County Line Road and 76th street, has been residentially developed. All of the isolated natural resource areas contain either wetlands or mature woodlands, and several contain drainage ways.

5) Other important natural resources and linkage areas: Several additional patches of mature woodlands, high quality wetlands or other habitats (e.g., young woodlands) were identified during the field assessment and map review. Although the sizes of these patches are not as large as the areas

discussed above, they are still valuable and worthy of protection. In some cases, these patches can be utilized to link the larger natural areas.

Planning Area I

Agricultural Resources

Agricultural land makes up approximately 22 percent of Planning Area I, and is mainly concentrated in the center of the Planning Area. The most common cultivated crops are soybeans and corn.

The majority of the soils in Planning Area I are classified as hydric or soils with hydric inclusions. Most of the hydric soil areas in Planning Area I have been drained (tiled) for agricultural purposes or for residential housing.

Opportunities for conservation practices were identified for most of the farmed parcels in Planning Area I. Recommended conservation practices include installing buffers around existing wetlands and drainage ways, and enrolling portions of fields that contain hydric soils or farmed wetlands in conservation programs such as CRP.

Natural Resources

Based on the field survey and map review, wetlands and woodlands comprise approximately 23 percent and 21 percent, respectively, of the land area in Planning Area I. Most of these natural areas area associated with the Root River, which forms the eastern boundary of the planning area. Another concentration of woodlands and wetlands occurs along St. Martins Road in the western portion of the planning area. This area contains patches of mature and young woodland, shrub-carr, fresh wet meadow, and emergent marsh habitats. These habitats have become fragmented by residential development.

Summary of Protection/Conservation Priorities

1) Root River Wet-Mesic Woods: These wooded tracts are one of the largest forested tracts in Milwaukee County. They are located within the SEWRPC Primary Environmental Corridor along the Root River Canal and the banks of the Root River, and continue southward into Racine County. The woodlands consist of a mixture of medium-aged lowland and upland hardwoods, such as green ash, American elm, bur oak, basswood, black cherry and cottonwood. Several rare plant species are also present.

2) Root River Parkway Prairie: This restored prairie contains wet-mesic prairie vegetation, including big bluestem, saw-toothed sunflower, Virginia mountain mint, prairie cordgrass, leadplant, azure aster, bottle gentian, prairie dock, and slender ladies'-tresses orchid. It is the largest prairie remaining in Milwaukee County and is part of the Root River Parkway wetland complex.

3) Isolated Natural Resource Areas, Secondary Environmental Corridors, and Linkage areas: Four Isolated Natural Resource Areas occur in the northwest portion of the planning area. Three of these areas contain fresh wet meadow, emergent marsh, and shrub-carr wetlands. The last area contains a mature woodland containing white and red oak, black walnut, and green ash. A secondary environmental corridor occurs within the western portion of the planning area, extending southeasterly along Ryan Creek until it meets the primary environmental corridor associated with the Root River. This corridor contains a patch of young woodland and mature woodland (see Ryan Creek Woods under Protection/Conservation Priority in Planning Area H for details), connected by Ryan Creek.

These four Isolated Natural Resource Areas (INRAs) are in close proximity to each other and the secondary environmental corridor (SEC). However, previous agricultural practices and current residential development have fragmented the INRAs and separated them from the SEC. Linkages to connect these areas are recommended.

COMMUNICATING THE SENSIBLE DEVELOPMENT MESSAGE

Sensible development is often considered interchangeably with sustainable development. In the past, development throughout the country tended to focus on near-term economic benefits without truly considering the impacts upon the environment. Presently, many people and organizations are beginning to understand that the future health and well-being of our communities depends upon long-term, resource-driven decisions aimed to protect and sustain the natural environment.

The integration of urban planning and ecological concepts allows for sustainable development and the use of local environmental resources. The benefits of environmental planning and comprehensive planning include creating a sense of place (community), preserving and enhancing aesthetic appeal, improving physiological health and psychological well-being, allowing for preservation of intact natural habitats, filtering and conserving water, and allowing for improved flood storage.

Incorporating ecological sensitivity and responsiveness into a planning framework allows the City of Franklin to avoid and minimize environmental impacts, and to improve the quality of life for its citizens.

Conservation Subdivision Ordinance

Wisconsin's comprehensive planning legislation defines a "Conservation Subdivision" as: "a housing development in a rural setting that is characterized by compact lots and common open space, and where natural features of land are maintained to the greatest extent possible." Conservation Subdivisions have, however, occurred in a variety of settings, such as in urban areas, in a transition area between clearly rural

and urban areas, or in rural settings. And as stated in Chapter 2, different types of community character ranging from suburban to rural are found in the City of Franklin.

Conservation subdivision design concepts promote and encourage the clustering of homes to create a permanent network of open space. Often forty to eighty percent of a site is permanently set aside for open space. The preserved land may be managed by a homeowners association, a land trust, or the municipality. Besides protecting unbuildable areas such as wetlands, floodplains, water bodies, and steep slopes, conservation subdivision design can be used to preserve woodlands, prairie, wildlife habitat, farmland, scenic views, and/or cultural resources.

Conservation design is intended to allow the same number of residences as under current community zoning and subdivision regulations, but can also offer an increase in density to encourage this type of development. Developers benefit from decreased development costs due to less road surface, shorter utility runs, less grading, and other site preparation costs. Municipalities experience lower long term maintenance costs for the same reasons. Conservation subdivision design can also provide: buffers between residential development and non-residential uses; areas for passive and/or active recreational use or trails; areas for stormwater management, and protection of groundwater recharge areas (further information on Conservation Subdivisions is provided in Chapter 6).

The implementation of a conservation subdivision ordinance would help address, or partially address the following goals and objectives from Chapter 2:

1) Preserve and enhance the City's community character, including individual planning area identities, while directing growth and development.

    - Protect the City's remaining natural resource features.

    - Create a plan that provides direction but allows flexibility in the development of residential and non-residential areas.

2) Protect environmental resources.

    - Discourage incompatible development and alteration to floodplains, lakes, rivers, and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impacts upon adjacent properties.

    - Encourage the use of natural resources as visual and physical amenities for development and as buffers between different developments.

- Establish a program that identifies unique natural areas to be preserved.

It is envisioned that special review of this concept will be required within the southwest portion of the City, and any other areas of the City where public sanitary sewer and water service is not available but where residential development is to be allowed, in order to ensure that when public services become available, that they can be provided in a cost effective manner.

It is recommended that the City adopt a conservation subdivision ordinance patterned upon the UW Extension Model Ordinance, with revisions to its concepts and standards as determined by the Common Council.

It is also recommended that the Open Space Subdivision options within the residential zoning districts of the Unified Development Ordinance, be removed or revised if necessary, to address any inconsistencies with the proposed Conservation Subdivision Ordinance.

Greenways

For the purpose of this plan, a greenway is defined as a linear corridor of open space along a natural feature, such as a stream, shoreline, wetland, ridgeline, or overland along a railroad right-of-way converted to recreational use, a scenic road, or other route. Greenway corridors: provide space for streams and wetlands to function naturally to accommodate stormwater flows; provide opportunities for natural science and environmental education; provide opportunities for recreational activities, especially trail oriented activities such as hiking and bicycling; and provide a sense of open space and visual relief from intensive development. Greenway corridors are typically not well suited for development due to the limitations presented by hydric soils and flooding potential, and their preservation in a natural condition helps avoid development problems such as flooded buildings and sinking foundations.

The greenway concept is not new to the City of Franklin. It has been cultivated by the Milwaukee County Parks Department's historical acquisition of 2,100 acres of land in Franklin along the Root River Basin that today is known as the Root River Parkway. In addition, it has been promoted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) through the identification of "environmental corridors." (see Map 3.1) The preservation of environmental corridors is a key recommendation of the Regional Planning Commission's land use and water quality management plans for Southeastern Wisconsin. Furthermore, linking protection priorities such as isolated woodlands, wetlands, and prairies to SEWRPC primary environmental corridors, secondary environmental corridors and isolated natural resource areas, as mentioned earlier in this chapter, supports the greenway concept.

The development of a greenway/open space plan would help address, or partially address the following goals and objectives from Chapter 2:

1. Protect environmental resources.

    - Discourage incompatible development and alteration to floodplains, lakes, rivers, and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impacts upon adjacent properties.

    - Control and minimize development within the Southeastern Wisconsin Regional Planning Commission's delineated Environmental Corridors and Isolated Natural Resource Areas to protect, preserve, and enhance those natural resource features contained within, to maintain the natural beauty of the City, to balance these with the development rights of the underlying existing and planned zoning, and to minimize adverse impacts to surrounding properties.

2. Provide park and recreation areas throughout the City as identified in the Comprehensive Outdoor Recreation Plan.

    - Create a city-wide trail system for pedestrian and bicyclists.

    - Create links to other natural areas in the City when developing park areas.

    - Work with MMSD and non-profit organizations to purchase/protect conservation sites.

SUMMARY OF RECOMMENDATIONS AND SUGGESTIONS

The following list is a brief summary of all of the city-wide recommendations and suggestions set forth in this chapter. The detailed discussion of each recommendation is contained within the pertinent portion of this chapter. Those recommendations specific to a Planning Area are not listed here, but can be found within the section of this chapter devoted to discussion of that particular Planning Area.

As with all recommendations contained within this Comprehensive Master Plan, it is understood that for many valid reasons, not all recommendations can be implemented within the time-frame of this Plan. However, the Implementation chapter identifies the priority of the most important of this Plan's recommendations so that the City's limited resources can be focused first upon those critical recommendations.

In contrast to the recommendations, the following suggestions are intended solely to provide guidance to the City in terms of future topics of study and research. None of these suggestions are intended at this time to become policy or regulation. Only after the Common Council determines that the study and research associated with the suggestions should occur, and the findings of such studies supported by the Common Council, would these suggestions then be incorporated as recommendations into future updates or amendments of the Comprehensive Master Plan.

Recommendations

- It is recommended that the Linkages as set forth within this chapter should be protected.

- It is recommended that the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy recommendations, including the Southwest Overlay District, should be implemented.

    - It is also recommended that the associated natural resource protection standards be considered for implementation in other portions of the City as may be appropriate.

    - It is recommended that the associated natural resource protection standards be further studied in regard to possible inclusion of:

        - Wetland quality based protection and mitigation standards;

        - Prairie protection and mitigation standards;

        - Money in lieu of mitigation standards; and

        - Creation of a wetland mitigation banking program.

    - It is also recommended that these natural resource protection standards be periodically reviewed in order to ensure they continue to address the needs and requirements of the City.

- It is recommended that the City's floodplain regulations be reviewed, and revised if necessary, to address any inconsistencies that may be present.

- It is recommended that the City consider participation in the Community Rating System administered by the National Flood Insurance Program.

- It is recommended that the City update the Comprehensive Outdoor Recreation Plan.

- It is recommended that a Cultural Resource Preservation Plan be prepared.
    - It is recommended that the plan evaluate tax and funding incentives.
    - It is recommended that following completion of the plan, that preservation of specific sites and properties be identified in cooperation with the local neighborhood.
- It is recommended that the City obtain designation as a Certified Local Government for historic preservation purposes through the Wisconsin State Historic Preservation Office and the National Park Service.
- It is recommended that the City update the Architecture and History Inventory.
    - It is recommended that the City consider inclusion of a detailed agricultural related inventory.
- It is recommended that the City update the Archeological Site Inventory.
- It is recommended that the City encourage property owners to register archeological site with the State of National Register of Historic Places.
- It is recommended that the City consider establishing the Historic Preservation Commission.
- It is recommended that the City include consideration of culturally important sites in the development review process.
- It is recommended that the City continue to support the Milwaukee County Parkway system.
- It is recommended that the City adopt a conservation subdivision ordinance patterned upon the UW Extension Model Ordinance, with revisions to its concepts and standards as determined by the Common Council.
- It is recommended that the Open Space Subdivision options within the residential zoning districts of the Unified Development Ordinance, be removed or revised if necessary, to address any inconsistencies with the proposed Conservation Subdivision Ordinance.

Suggestions

- It is suggested that review of transportation, utility, recreation, and other development projects should consider the impact of these projects upon the issues of habitat fragmentation, stormwater drainage, and watercourse stability.

- It is suggested that the City prepare a study based upon the Land Evaluation and Site Assessment system created by the Natural Resources Conservation Service.

- It is suggested that should opportunities arise, and local interest exist, for implementation of greater agricultural resources protection, such opportunities should be considered.

- It is suggested that the Comprehensive Outdoor Recreation Plan update include review of the following topics;

    - establishment of a central park;

    - update of the City's Impact Fee regulations;

    - creation of a formal Capital Improvements Program for park, outdoor recreation and natural resource mitigation;

    - creation of a mixed-use zoning district such that park and open space sites would be a permitted use when included with other compatible uses; and

    - participation in the Wisconsin Safe Routes to School program.

DEFINITIONS

Farmed Wetland: Defined by NRCS, these are cropland areas that were manipulated and planted prior to December 23, 1985, but still meet wetland criteria (soils hydrology and plants). They can continue to be farmed as long as no additional manipulation is conducted, such as adding additional surface or subsurface drainage, and the area is not abandoned.

Hydric Soil: Defined by NRCS, this is a soil formed under conditions of saturation, flooding, or ponding long enough during the growing season to develop anaerobic conditions in the upper part.

Isolated Natural Resource Area: Defined by SEWRPC, these are areas that contain significant remaining resources that physically stand apart from primary or secondary environmental corridors. They are at least 5 acres in size and are at least 200 feet wide.

Primary Environmental Corridor: Defined by SEWRPC, these include natural resources that are at least 400 acres in size, two miles long, and 200 feet wide.

Secondary Environmental Corridor: Defined by SEWRPC, these include intermittent streams or links between segments of primary environmental corridors. Secondary environmental corridors are usually at least 100 acres in size, one mile long, and contain a variety of natural resource elements, often remnant resources from former primary environmental corridors which have been developed for intensive agricultural purposes or urban land uses. Secondary environmental corridors facilitate surface water drainage, maintain pockets of natural resource features, and provide for the movement of wildlife, as well as for the movement and dispersal of seeds.

Wetland: Defined by NRCS, these are lands that are transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. For purposes of classification wetlands must have one or more of the following three attributes: (1) at least periodically, the land supports predominantly hydrophytes; (2) the substrate is predominantly undrained hydric soil; and (3) the substrate is non-soil and is saturated with water or covered by shallow water at some time during the growing season of each year.

*Please note that these are basic definitions specific to the natural resource and agricultural sections of this chapter.

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