

1 Chapter 3

2 Agricultural, Natural and Cultural Resources

3 Introduction

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

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

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

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

29 Wisconsin's Comprehensive Planning Legislation recognizes how important this subject is as it has
30 identified agricultural, natural and cultural resources as one of the nine required elements of
31 comprehensive plans. The law also requires that this element not be prepared in isolation, but
32 rather, be part of a greater whole, such that this element supports and is consistent with all of the

1 other elements of a comprehensive master plan. Section 66.1001(2)(e) of the Wisconsin Statutes
2 provides that this agricultural, natural and cultural resources element shall be:

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

11 Guiding Principle, Goals and Objectives

12 “A compilation of objectives, policies, goals...for the conservation, and promotion of
13 the effective management, of natural resources...”

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

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

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

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

7 Principle

- 8 • Preserving the rural community character while at the same time encouraging growth and
 9 development generates competition between the need to preserve historic and natural
 10 resources and the need to accommodate residential, business and industrial development.
 11 Therefore, enhancing and preserving the essential components of Franklin’s urban,
 12 suburban and rural characteristics will be considered in the formulation of the action and
 13 strategies of this Comprehensive Master Plan (from the Community Character section of
 14 Chapter 2).

15 Goals

- 16 • The residents of Franklin will have access to parks, open space, and a wide range of
 17 recreational programs and facilities that help to promote an active and healthy lifestyle
 18 (from the City of Franklin’s Mission Statement).
- 19 • The residents and property owners have indicated a strong desire for the City of Franklin to
 20 permit growth while protecting the natural resource features and high-quality suburban
 21 character that currently exists (from the Balanced Development Principle in Chapter 2).
- 22 • The protection of natural, and to a lesser extent agricultural and cultural resources, is
 23 intended to achieve many purposes, including: control erosion and sedimentation; promote
 24 and maintain the natural beauty of the City; retain as much as possible the rural/suburban
 25 character of the City; sustain a high quality and interconnected natural resource network
 26 throughout the City; serve as buffers between different land uses and land use densities;
 27 and serve as locations for existing and future parks, outdoor recreation sites, and trails (from
 28 the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the
 29 Southwestern Portion of the City).
- 30 • Preserve and enhance the City’s community character, including individual planning area
 31 identities, while directing growth and development (Goal #1 in Chapter 2).
- 32 • Protect environmental resources (Goal #2 in Chapter 2).
- 33 • Provide park and recreation areas throughout the City as identified in the Comprehensive
 34 Outdoor Recreation Plan (Goal #7 in Chapter 2).

1 Objectives

- 2 • Protect the City's remaining natural resource features (from Goal #1 in Chapter 2).
- 3 • Allow existing agriculture land to remain in farming production until alternative long-term
4 uses are identified and come to fruition (from Goal #1 in Chapter 2).
- 5 • Discourage incompatible development and alteration of floodplains, lakes, rivers and
6 streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the
7 integrity of these resources and to promote the ecological value of these assets, and to
8 minimize adverse impacts upon adjacent properties (from Goal #2 in Chapter 2).
- 9 • Control and minimize development within the Southeastern Wisconsin Regional Planning
10 Commission's delineated Environmental Corridors and Isolated Natural Resource Areas to
11 protect, preserve, and enhance those natural resource features contained within, to
12 maintain the natural beauty of the City, to balance these with the development rights of the
13 underlying existing and planned zoning, and to minimize adverse impacts to surrounding
14 properties (from Goal #2 in Chapter 2).
- 15 • Preserve existing parks, recreation areas, and recreational opportunities (from Goal #7 in
16 Chapter 2).
- 17 • Create a city-wide trail system for pedestrian and bicyclists (from Goal #7 in Chapter 2).
- 18 • Identify opportunities for new neighborhood parks and city parks (from Goal #7 in Chapter
19 2).
- 20 • Create links to other natural areas in the City when developing park areas (from Goal #7 in
21 Chapter 2).
- 22 • Identify potential funding mechanisms for the development and maintenance of parks,
23 recreation facilities, and programs (from Goal #7 in Chapter 2).
- 24 • Work with MMSD and non-profit organizations to purchase/protect conservation sites (from
25 Goal #7 in Chapter 2).
- 26 • Continue to update the Comprehensive Outdoor Recreation Plan to maintain the City's
27 eligibility to apply for State Stewardship Program grants (from Goal #7 in Chapter 2).

28 Inventory and Analysis

29 "A compilation of...maps and programs for the conservation, and promotion of the
30 effective management, of natural resources such as groundwater, forests,
31 productive agricultural areas, environmentally sensitive areas, threatened and
32 endangered species, stream corridors, surface water, floodplains, wetlands, wildlife
33 habitat, metallic and nonmetallic mineral resources consistent with zoning

1 limitations under s. 295.20(2), parks, open spaces, historical and cultural resources,
2 community design, recreational resources and other natural resources.”

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

- 6 • A comprehensive review of available maps and information (hardcopy and digital
7 formats);
- 8 • Field surveys to verify and update the available maps and information; and
- 9 • Collection of information and knowledge about remaining natural resources from
10 discussions with area residents, landowners, representatives of the Franklin
11 Environmental Commission, and City staff.

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

17 The field surveys took place throughout the summer and fall of 2005 and 2006. Each undeveloped
18 and partially developed parcel in each planning area was assessed by windshield surveys and/or by
19 foot, if accessible. Inaccessible features were assessed using binoculars from the road, or by
20 obtaining information from landowners and City staff. Field sketches of natural resources and
21 agricultural fields were made on year 2000 aerial photographs, and representative photographs
22 were taken.

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

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

1 Establishing Protection Priorities

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

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

17 Linking Protection Priorities

18 Separate from the larger environmental corridors noted above are isolated patches of natural
19 resources which vary in habitat type, quality, and size. Isolated patches of habitat limit wildlife
20 movement and in many cases are less sustainable. If aggressive non-native species are not yet
21 present, establishing physical links to isolated patches of natural resources can provide the potential
22 to encourage wildlife diversity. The ecological value of the individual patches can then establish a
23 connected matrix to protect habitat, promote wildlife migration and native plant dispersal. It is
24 important to recognize the role natural resources have in retaining the City's scenic and rural
25 character while providing opportunities for low-intensity human recreation such as hiking and wildlife
26 viewing.

27 Planned linkages should connect two or more areas of natural resource features. For example, in
28 Franklin, areas identified by the Southeastern Wisconsin Regional Planning Commission (SEWRPC)
29 as primary or secondary environmental corridor could be linked to an isolated natural resource area.
30 Buffers should be incorporated around these resources, and linkages should be created or
31 maintained between them. Table 1 provides a summary of principles that were used when
32 identifying potential linkages in the Planning Areas.

33

Table 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).

1

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

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

13

- 14 • Roads serve as barriers to wildlife movement; therefore, avoid designing roads through core
15 reserve areas.
- 16 • Wildlife crossings and culverts that allow for the passage of wildlife should also be
17 considered for roads that divide buffer and linkage areas.
- 18 • Minimize the width and extent of trails through high quality natural areas; instead, design
19 the trails along the perimeter and within the linkages.

20

21 The natural resource map for each Planning Area depicts areas that should be maintained or created
22 as linkages (City of Franklin: Linkages). These Linkage areas are recommended to be protected as
23 described later in this chapter, and are also discussed in greater detail by planning area later in this
24 chapter.

Additional Natural Resource Protection Standards

Between 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 6) 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 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 F provides a copy of this information, including a proposed Overlay District intended to implement these additional standards.

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.

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

- 4 ▪ Protection and mitigation standards for wetlands and woodlands to be based in whole or
5 in part upon the quality of the subject wetland/woodland;
 - 6 ▪ Creation of protection and mitigation standards specific to prairies;
 - 7 ▪ Creation of standards for money in lieu of mitigation (i.e. banking credits); and
 - 8 ▪ Creation of a wetland and woodland mitigation banking program.
- 9

10 Continued implementation of the natural resource protection standards contained within the Unified
11 Development Ordinance, in conjunction with the additional natural resource protection standards
12 noted above, are intended to allow more flexibility and still address the natural resource protection
13 needs and requirements of the City of Franklin for at least the timeframe of this Comprehensive
14 Master Plan update (2005 through 2025). However, it is envisioned that periodic review of this
15 situation will be necessary to ensure that these protection standards continue to properly address
16 the needs of the City.

17
18 **Mention newly established Trail Council assoc. w/Milwaukee County – to be completed, waiting for**
19 **information from City Planning Dept.**

20 Findings

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

24 Agricultural Resources

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

31 In this regard, the American Farmland Trust has identified the loss of productive agricultural land to
32 development in the southeast Wisconsin region as one of the three most critical farmland
33 preservation issues in the United States. And as mentioned earlier, the City of Franklin contains the
34 last prime agricultural land within Milwaukee County. Prime agricultural lands consist of those
35 highly productive soils classified as agricultural capability Class I and Class II by the U.S. Natural
36 Resources Conservation Service. Additional information on this topic can be obtained from the

1 Southeastern Wisconsin Regional Planning Commission and *Planning for Agriculture in Wisconsin, A*
 2 *Guide for Communities*, November 2002, prepared by the UW Cooperative Extension and the
 3 Wisconsin Department of Agriculture, Trade and Consumer Protection.

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

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

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

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

- 24 • The **Environmental Quality Incentives Program (EQIP)** is a Natural Resource
 25 Conservation Service (NRCS) program that provides financial and technical
 26 support with structural and management conservation practices on
 27 agricultural land.
- 28 • The **Conservation Reserve Program (CRP)** is a Natural Resource
 29 Conservation Service (NRCS) program that provides annual rental payments
 30 and cost-share assistance to landowners to establish long-term
 31 conservation practices.
- 32 • The **Wetland Reserve Program (WRP)** is a Natural Resource Conservation
 33 Service (NRCS) program that provides financial incentives to landowners to
 34 restore wetlands that have been drained for agriculture.
- 35 • **Greenseams** is a flood management program sponsored by the Milwaukee
 36 Metropolitan Sewerage District (MMSD) that identifies and purchases

1 undeveloped, privately owned properties that contain large areas of hydric
2 soils, thereby protecting them from future development.

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

7 Protection of these agricultural resources as they pertain to sustaining the rural and suburban
8 character of the City, and as they may be incorporated into the Linkages and additional natural
9 resource protection standards noted earlier in this chapter, is envisioned to fully address the needs
10 of the City on this matter. However, it is suggested that should opportunities become available, and
11 local interest exist, for greater protection of this resource, such opportunities should be considered.

12 (Additional information to be provided.)

13 Natural Resources

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

- 18 • Recharge of groundwater supplies;
- 19 • Maintenance of surface water and groundwater quality;
- 20 • Attenuation of flood flows and stages;
- 21 • Maintenance of base flows of streams and watercourses;
- 22 • Reduction of soil erosion;
- 23 • Abatement of air pollution;
- 24 • Abatement of noise pollution;
- 25 • Favorable modification of climate;
- 26 • Facilitation of the movement of wildlife and provision of game and non-game wildlife
27 habitat;
- 28 • Facilitation of the dispersal of plant seeds;
- 29 • Protection of plant and animal diversity; and
- 30 • Protection of rare, threatened and endangered species.

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

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

10 As stated earlier, the City of Franklin contains a majority of the remaining natural and agricultural
11 resources (wetlands, woodlands, agricultural land) in Milwaukee County. Of the seven-county area in
12 Southeast Wisconsin, Milwaukee County has suffered the greatest loss in pre-settlement vegetation,
13 including nearly all of its prairie and oak savanna (SEWRPC, 1997). Loss of pre-settlement
14 vegetation has resulted from urban development, agricultural practices, and invasions by exotic
15 plant and animal species, fire suppression, pathogens and destructive insects.

16 In the City of Franklin, however, approximately 18.7percent of the land area supports mature and
17 young woodlands—primarily mixed-oak hardwood forests and remnant oak savanna. Additionally,
18 12.9percent still consists of wetlands, and approximately 21.3percent is active agricultural land.
19 Most of the remaining woodlands and wetlands are in need of management (e.g., invasive species
20 control). Although the percentage of remaining natural and agricultural lands in Franklin far exceeds
21 what is remaining in most other Milwaukee County municipalities (thus elevating the value of the
22 City's natural resources and establishing a valid rationale for resource protection in Franklin), the
23 land mass of the City of Franklin is much larger than most of the neighboring communities in
24 Milwaukee County.

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

29 *Soil Resources*

30 Soil is a natural body comprised of unconsolidated minerals and organic matter, liquid, and gasses
31 that occurs on the surface of the earth, occupies space, and is characterized by one or both of the
32 following: horizons, or layers, that are distinguishable from the initial parent material as a result of
33 additions, losses, transfers, and transformations of energy and matter or the ability to support rooted
34 plants in a natural environment (NRCS 2003). Soil properties exert a strong influence on the manner
35 in which man uses land. Map 5 identifies the soils present within the City, and Map 6 identifies
36 those soils which are often unsuitable for development due to conditions such as high groundwater,
37 excessive amounts of organic matter or clay, etc. The soil resources Section set forth in the 1992

1 City of Franklin Comprehensive Master Plan is hereby incorporated by reference into this Plan (see
2 pages 3-4 through 3-7 of the 1992 Comprehensive Master Plan for this information).

3 *Woodlands*

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

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

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

22 *Steep Slopes*

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

33 Under the City's Unified Development Ordinance, steep slopes are classified into three categories,
34 those slopes between 10 and 19 percent, those between 20 and 30 percent, and those greater than
35 30 percent, with differing protection standards based on these classifications and the type of zoning,
36 as set forth in Table 15-4.0100.

37 Topography is a graphic presentation of the land surface's features, indicating their relative position
38 and elevations. This information is typically collected and utilized for large areas, and is particularly

1 useful in regional planning for the determination of future generalized land uses in relationship to
2 one another and to the land's surface. A common example is the utilization of topographic
3 information to determine appropriate locations for regional facilities such as:

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

9 Map 7 identifies the relative elevations (topography) within the City of Franklin. As shown on Map 7,
10 the highest elevations occur in the western portions of the City, and generally decrease in elevation
11 as one heads southeast. The lowest elevations occur along the Root River in the southeastern
12 portion of the City.

13 *Water Resources*

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

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

28 (Additional information on this topic will be provided when available.)

29 *Groundwater*

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

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

9 (Additional information on this topic will be provided when available.)

10 *Lakes and Ponds*

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

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

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

22 *Stream Corridors*

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

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

1 Under the City's Unified Development Ordinance, streams' (defined as a course of running water,
 2 either perennial or intermittent, flowing in a channel) and channel (defined as a natural or artificial
 3 watercourse of perceptible extent which periodically or continuously contains moving water, or which
 4 forms a connecting link between two bodies of water, and has a definite bed and banks which
 5 confine the water), protection standards are based on the type of zoning, as set forth in Table 15-
 6 4.0100.

7 Shore buffers are typically a vegetated strip of land that protects water from the impacts of nearby
 8 development, provides wildlife habitat, and screens buildings when viewing from the water. If
 9 properly designed and maintained, a shore buffer can help protect shorelands and adjacent lakes
 10 and rivers from physical, chemical, hydrological, and visual impacts.

11 Under the City's Unified Development Ordinance, the shore buffer is defined as "All of that land area
 12 located within seventy-five feet landward of the ordinary high water mark of all ponds, streams,
 13 lakes, and navigable waters (as determined by the Wisconsin Department of Natural Resources) and
 14 parallel to that ordinary high water mark, which is to remain undisturbed as a Natural Resource
 15 Feature (including undisturbed natural vegetation). Shore buffers do not include any area of land
 16 adjacent to any stream enclosed within a drainage structure, such as a pipe or culvert." The
 17 protection standards for the shore buffer are also based on the type of zoning, as set forth in Table
 18 15-4.0100 of the Unified Development Ordinance.

19 (A map of watersheds, sub watersheds, and stream corridors in the City of Franklin will be provided
 20 when available.)

21 *Floodplains*

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

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

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

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

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

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

26 *Wetlands*

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

32 Wetlands have an important set of functional values which make them a particularly valuable
33 resource. These functions include; floral diversity, fish and wildlife habitat, flood protection, water
34 quality protection, shoreline protection, groundwater recharge and discharge, aesthetics, recreation,
35 and education. Wetland protection is a Federal mandate implemented by the Army Corps of
36 Engineers, as well as a State mandate implemented by the Wisconsin Department of Natural
37 Resources.

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

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

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

17 *Threatened and Endangered Resources and Resources of Special Concern*

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

28 The Wisconsin Natural Heritage Inventory (NHI) was established in 1985 by the Wisconsin
29 Legislature, as a tool for maintaining data on the locations and status of rare species, natural
30 communities, and natural features in Wisconsin. The NHI is maintained by the Wisconsin
31 Department of Natural Resources (WDNR) Bureau of Endangered Resources. The Wisconsin Natural
32 Heritage Inventory database provides a Working List of recent and historic element observations by
33 Town and Range for Milwaukee County. The list references species designated as “Endangered” or
34 “Threatened.” Township 5 North, Range 21 East encompasses the City of Franklin. Endangered
35 Species in Franklin include; Purple Milkweed (*Asclepias purpurascens*), Ravenfoot Sedge (*Carex crus-*
36 *corvi*), False Hop Sedge (*Carex lupuliformis*), and Bluestem Goldenrod (*Solidago Caesia*). Threatened
37 Species in Franklin include; Prairie Indian Plantain (*Cacalia tuberosa*), Handsome Sedge (*Carex*
38 *formosa*), Blanding’s Turtle (*Emydoidea blandingii*), Longear Sunfish (*Lepomis megalotis*), Redfin

1 Shiner (*Lythrurus umbratilis*), and Osprey (*Pandion haliaetus*). Species of Special Concern in Franklin
2 include; Northern Yellow Lady's-slipper (*Cypripedium parviflorum* var. *m*), Showy Lady's-slipper
3 (*Cypripedium reginae*), Lake Chubsucker (*Erimyzon sucetta*), Least Darter (*Etheostoma microperca*),
4 American Gromwell (*Lithospermum latifolium*), Prairie Crayfish (*Procambarus gracilis*), Heart-leaved
5 Skullcap (*Scutellaria ovata*), Dickcissel (*Spiza americana*), Reflexed Trillium (*Trillium recurvatum*),
6 Smooth Black-haw (*Viburnum prunifolium*).

7 Resources of Special Concern within Franklin include _____.

8 (Information on this topic to be provided when available.)

9 *Metallic Resources*

10 (Further information to be provided when available.)

11 *Nonmetallic Mineral Resources*

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

18 (Further information, and a map of nonmetallic mineral resources in the City of Franklin, will be
19 provided when available.)

21 **Cultural Resources**

22 Community cultural resources are a significant element in defining local character, and include
23 buildings, neighborhoods, view sheds¹ and geographic landscapes. As with many communities, the
24 cultural attributes of Franklin are highly valued by the community as they provide residents and
25 visitors a special sense of place and a feeling of continuity and association with the past. Such a
26 contribution is invaluable at a time when Franklin is developing. As Franklin plans for pending
27 growth, it is important to consider the aesthetic, educational and economic benefits of cultural
28 resources – from rural landscapes to individual structures. Therefore, planning objectives that serve
29 to protect and enhance the cultural heritage merit attention.

30 *Prehistoric Resources*

31 The area of Franklin was inhabited for thousands of years by a variety of Native American groups
32 prior to a sudden influx of European and American settlers during the early-to-mid 1800s. Within
33 Southeast Wisconsin, evidence of Native American civilization is preserved in archeological sites, and

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.

1 provides important information about the lives of people who are not well represented in the written
 2 record.

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

6 *Wisconsin Archaeological Site Inventory*

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

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

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

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

28 *Historic Resources*

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

33 *National Register of Historic Places (NR)*

34 Under the Historic Preservation Act of 1966, cultural resources that are associated with historic

1 events, lives of significant persons, methods of construction or artistic style, or important historic and
 2 prehistoric information may potentially be nominated to the National Register of Historic Places
 3 (NR).

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

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

14 *The Wisconsin Architecture and History Inventory (AHI)*

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

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

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

31 **(A map of historic sites is to be provided if possible.)**

32 *Milwaukee County Landmarks Program*

33 The Milwaukee County Landmarks Committee administers a county-wide program to designate

1 buildings, sites, and districts that reflect the historical, architectural, or cultural significance of
 2 Milwaukee County. The primary purpose of designating a landmark is strictly educational and does
 3 not confer special protection on a structure, provide it with any financial or legal advantage, modify
 4 or limit the owner’s property rights. Nominations are accepted annually by the Milwaukee County
 5 Historical Society

6 Of 94 county-wide properties that have been awarded “landmark status, eight reside in the City of
 7 Franklin. Four of these historic buildings were relocated to Lion’s Legend Park by the Franklin
 8 Historical Society.

Property Name	Address	Year Designated	Date of Origin
Painesville Memorial Chapel	2740 West Ryan Rd.	1977	1852
Carmen Family Cemetery	9000 South 68 th 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

9

Historic Preservation Overlay

11 The City of Franklin affords a measure of protection and preservation of structures that represent
 12 historic assets through a Historic Preservation Overlay (HPO) District zoning regulation (Section 15-
 13 3.0317, Unified Development Ordinance 2004). Properties that are designated as historic districts,
 14 landmarks or landmark sites may elect protection under the HPO tool, and would undergo rezoning.
 15 Structural alterations and destruction are regulated through the ordinance, and approval of such
 16 plans must be granted approval by the City Plan Commission. Although this municipal planning tool
 17 endorses historic preservation efforts, no formally designated historic district exists at present.
 18 Municipal-level tax incentives and funding are minimal to non-existent for HPO Districts in most
 19 cases.

Parklands and Parkways

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

27 By the mid-1920s, the system of parkland had expanded to the urban-rural interface. A substantial

1 new “anchor park” in the southwestern area of the City was established in 1928, when 600 acres of
 2 farmland that straddled Root River in the communities of Franklin and Hales Corner was bequeathed
 3 to the City. Known as Hales Corners Park (later renamed Whitnall Park), this public facility served as
 4 a catalyst that eventually helped guide preservation of some 2,100 additional acres along the Root
 5 River channel in the City of Franklin (Franklin Comprehensive Outdoor Recreation Plan: 2020, 2002).

6 While the County manages the majority of parklands in Franklin (~3,500 acres), approximately 15 to
 7 20 percent of these regional facilities accommodate active, developed or ‘urbanized’ recreation. In
 8 addition to some 3,500 acres of land, Milwaukee County Parks anticipates increasing their land
 9 holdings – primarily along the Root River Basin – in the future. As a significant component of the
 10 park system, county parks in Franklin contribute to the cultural value and heritage of green space in
 11 Milwaukee County.

12

County Parks	Park Facilities	Address	Acres
Crystal Ridge	Downhill ski, limited golf, undeveloped natural area	7900 W. Crystal Ridge Dr	92
Franklin Park	Undeveloped natural area	10400 W. Oakwood Rd	165
Froemming Park	Baseball, softball, tennis	8801 S. 51 st St	16.5
Groschmidt Park	Undeveloped natural area (prairie)	3751 W College Ave	143
Milwaukee County Sports Complex	Outdoor baseball, softball, soccer; Indoor soccer, in-line hockey, volleyball, basketball	6000 W. Ryan Rd	132
Oakwood Park	Golf	3600 W Oakwood Rd	278
Root River Parkway	Picnic facilities, trails, undeveloped natural area	throughout Franklin	2100
Whitnall Park	Natural area (southern portion)	5879 S. 92 nd St	388
T O T A L			3479.5

13 **(to be updated when information becomes available)**

14 *City of Franklin Parks and Outdoor Recreation*

15 **(Inventory information to be provided when it becomes available)**

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

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

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

- 7 • Consideration of a central City Park large enough to serve as the site of community wide
8 events such as the Fourth of July Celebration.
- 9 • An update of the City of Franklin's Impact Fee regulations.
- 10 • Creation of a formal Capital Improvements Program which would identify all envisioned city
11 park, outdoor recreation, and natural resource protection, acquisition and development
12 proposals and which would be regularly updated.
- 13 • Consideration of creation of a Mixed-Use zoning district, or revision of appropriate existing
14 zoning districts, which would allow (either as a permitted use or a special use) public park
15 sites in conjunction with other compatible uses.
- 16 • Consider participation in the Wisconsin Safe Routes to School program, which provides
17 funding to make biking and walking to school a safer and more appealing transportation
18 option.

19 Issues

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

26 Lack of Understanding of Cultural Resource Presence

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

32 Extant cultural resources in Franklin are likely threatened by a lack of awareness as illustrated by
33 the absence of effective regulatory tools. Although a modest level of vernacular buildings, farm

1 complexes, agricultural landscapes and buried archaeological sites are present in Franklin, these
 2 types of cultural resources often lack immediate public appeal. These resources are particularly
 3 at risk for loss.

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

10 *Lack of Use of Historic Preservation Overlay District*

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

20 *Absence of Cultural Resource Preservation in Site Plan Requirements*

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

26 Franklin's Unified Development Ordinance (2004) and site plan application process does not
 27 require documentation of cultural resources as private property is developed or redeveloped.
 28 Unlike protection, regulatory and mitigation measures specified for natural resources (Section 15-
 29 7.0102, Division 15-7.0100), there are no regulatory directives that ensure for the long-term
 30 safeguarding of historic and prehistoric resources. Examples of such resources that have been
 31 lost within the City of Franklin include:

- 32 • A five-story tall windmill located in the St. Martins area during the late 1800's and early
 33 1900's.
- 34 • A brewery operated by Gottfried Gross at the intersection of what are now Forest Home

1 Avenue and St. Martins Road, which operated in the late 1800's.

- 2 • Seven of the original eight public schools that served Franklin (Riverside, Stargard,
- 3 Oakwood, Green Valley, St. Martins, Willow Edge, and Kilbourn), which were constructed
- 4 in the mid 1800's and early 1900's.
- 5 • The Peter Poths General Store at the northeast corner of 76th Street and Rawson
- 6 Avenue; and
- 7 • The original St. James school house of 1865.

8 *Absence of a Historic Preservation Commission*

9 In cooperation with property owners, the City of Franklin is empowered to designate objects,
 10 structures, buildings, districts and sites as local landmarks if they possess aesthetic, architectural,
 11 cultural or historic value. In most cases, the local landmark designation affords properties a
 12 greater level of protection than similar designations at the county, state, and federal levels.

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

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

25 *Lack of Funding and Incentive for Conservation and Preservation*

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

32 Perhaps the greatest financial benefits for cultural resource preservation are made available
 33 through state and federal tax incentives. The Historic Buildings Tax Exemption (Wis. Stat. §

1 70.11), Archaeological Tax Exemption (Wis. Stat. § 70.11 /13m), and Federal and State
2 Investment Tax Credits. However, to qualify for these benefits, a property must be listed on the
3 State or National Register of Historic Places or be deemed eligible for listing. At present, only
4 one property in Franklin qualifies for these incentives.

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

11 **Cultural Resources Recommendations**

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

17 *Develop a Cultural Resource Preservation Plan*

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

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

27 *Establish the City as a Certified Local Government (CLG)*

28 **It is recommended that the City become designated as a Certified Local Government.**
29 **Designation of Certified Local Government status through the State Historic Preservation Officer**
30 **and National Park Service provides various incentives for conservation of cultural resources. In**
31 **particular, CLGs may apply for grant funding that supports activities such as historical and**
32 **archeological surveys, historic nominations, municipal preservation plan development, education**
33 **and other services relevant to historic preservation. The funding program is administered**

1 through the Wisconsin Historic Preservation Fund. Communities neighboring Franklin that
2 currently maintain CLG status include Hales Corners, Milwaukee, New Berlin and Mukwonago.

3 *Update Franklin’s Inventory of Cultural Resources*

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

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

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

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

21 *Reestablish the Historic Preservation or Landmarks Commission*

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

25 *Incorporate Cultural Resource Preservation in Site Plan Requirements*

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

(Additional information on this topic to be provided.)

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 4 in Chapter 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.

Planning Area H: the southwestern portion of the City

Agricultural Resources

Planning Area H contains more agricultural land than any other planning area in Franklin (See Map 8, Planning Area H: Agricultural Lands). Based on the survey and map review, approximately 50% 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 (See Map 9, Planning Area H: Hydric Soils). 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 (See Map 10, Planning Area H: Natural Resources). The existing woodlands consist of mature oaks, shagbark hickory, black cherry, and many other

1 species of trees. Based on the field assessment and map review, it is estimated that 25% of
 2 the land area in planning area H still consists of woodlands.

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

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

17 Other wetland types include:

- 18 • Shallow marsh,
- 19 • Shrub-carr,
- 20 • Hardwood swamp, and
- 21 • Sedge meadow (uncommon).

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

25 Most of the hydric soil areas in Planning Area H have been drained (typically small pipes
 26 installed underground to remove any standing or slow to drain water) for agricultural
 27 purposes. Preservation of these hydric soils is essential when planning for development;
 28 often these ‘farmed wetlands’ revert back to wetlands once farming has ceased.

29 Specific natural resources of interest and those that are prioritized for protection are
 30 described below and shown on Map 11 Natural Resources and Linkages maps for Planning
 31 Area H.

32 *Summary of Protection/Conservation Priority Areas and Linkages*

- 33 1. Franklin Park Savanna (Wisconsin DNR State Natural Area No. 409): This natural area (See
 34 Planning Area H: Linkages) is located in the central portion of Planning Area H, within U.S.
 35 Public Land Survey Section 29, and consists of mature woodlands, wooded wetlands, and

1 a portion of Ryan Creek. The woodlands consist of a former oak savanna, with large,
 2 scattered bur oaks, and several oak savanna/prairie species still remain in the understory.
 3 An intense restoration of this site is being conducted by the Friends of Milwaukee County
 4 Parks in conjunction with the Natural Resources Foundation. This entire site, along with
 5 the Ryan Creek corridor upstream and downstream, is designated as a secondary
 6 environmental corridor by the Southeastern Wisconsin Regional Planning Commission
 7 (SEWRPC).

8 2. Ryan Creek Woods: This is a privately-owned parcel (See Map 11 Planning Area H:
 9 Linkages) approximately 87 acres in size located along the eastern boundary of Planning
 10 Area H, that contains one of the largest remaining woodlots in Milwaukee County. Both
 11 mature and young woodlands are present; the mature woodlands are dominated by bur
 12 oak, basswood, red oak, shagbark hickory and black walnut. Ryan Creek flows through the
 13 woodland, and is thus naturally buffered in this area. The floristic quality varies from
 14 medium to high throughout the woodland. This parcel is located downstream of Franklin
 15 Park Savanna, and is designated as secondary environmental corridor by the Southeastern
 16 Wisconsin Regional Planning Commission (SEWRPC).

17 3. Other Southeastern Wisconsin Regional Planning Commission (SEWRPC) Primary and
 18 Secondary Environmental Corridors: There are three designated Secondary Environmental
 19 Corridors. One of the Secondary Environmental Corridor’s extends along an unnamed Root
 20 River tributary from the existing landfill detention ponds to the east, connecting several
 21 high-quality mature woodlands and wetlands together (See Map 11 Planning Area H:
 22 Linkages).

23 4. Southeastern Wisconsin Regional Planning Commission (SEWRPC) Isolated Natural
 24 Resource Areas: There are nine designated isolated natural resource areas in Planning
 25 Area H (See Map 11 Planning Area H: Linkages), most of which are privately owned.
 26 However, one of these areas, located at the northwest corner of County Line Road and 76th
 27 street, has been residentially developed. All of the isolated natural resource areas contain
 28 either wetlands or mature woodlands, and several contain drainage ways.

29 5. Other important natural resources and linkage areas: Several additional patches of
 30 mature woodlands, high quality wetlands or other habitats (e.g., young woodlands) were
 31 identified during the field assessment and map review (See Map 11 Planning Area H:
 32 Linkages). Although the sizes of these patches are not as large as the areas discussed
 33 above, they are still valuable and worthy of protection. In some cases, these patches can
 34 be utilized to link the larger natural areas.

1 **Planning Area G: the southeastern portion of the City**

2 *Agricultural Resources*

3 Planning Area G does not contain as much agricultural land than Planning Area H, as much
4 of the land cover is commercial and industrial (See Map 12 Planning Area G: Agricultural
5 Lands). However, a sizeable portion of the Planning Area's land cover (approximately 27%)
6 consists of agricultural land. Most of this land is owned by Milwaukee County. The
7 dominant agricultural uses in Planning Area G consist of soybeans and corn.

8 Opportunities for conservation practices were identified for most of the farmed parcels in
9 Planning Area G. Recommended conservation practices include installing buffers around
10 existing wetlands and drainage ways, vegetating eroded drainage ways within agricultural
11 fields, and enrolling portions of fields that contain hydric soils or farmed wetlands in
12 conservation programs such as the Conservation Reserve Program (CRP). See Map 13.

13 *Natural Resources*

14 Planning Area G is unique in that the entire western boundary of this neighborhood is bound
15 by the Root River and the eastern boundary is 27th Street. The Root River is considered to
16 be one of the most (if not the most) important natural resource feature in Franklin. Much of
17 the drainage basin is designated as primary environmental corridor by the Southeastern
18 Wisconsin Regional Planning Commission (SEWRPC), and includes both the Root River and
19 Root River Canal branch. This entire area is a high protection priority.; Moreover, smaller
20 areas of protectable habitat still remain to the east and north still. These areas are
21 discussed below. See Map 14.

22 *Summary of Protection/Conservation Priorities*

- 23 1. **Root River Canal Woods and Root River Wet-Mesic Woods:** These wooded tracts are one
24 of the largest forested tracts in Milwaukee County. They are located within the
25 Southeastern Wisconsin Regional Planning Commission (SEWRPC) primary environmental
26 corridor along the Root River Canal and the east banks of the Root River, and continue
27 southward into Racine County (See Map 15 Planning Area G: Linkages). The woodlands
28 consist of a mixture of medium-aged lowland and upland hardwoods, such as green ash,
29 American elm, bur oak, basswood, black cherry and cottonwood. Several rare plant
30 species are also present.
- 31 2. **Elm Road Woods North and South:** These two wooded tracts are located in between the
32 Root River and 27th Street. They are currently physically separated by West Elm Road, an
33 agricultural field and industrial land. The woods mainly consist of mature, mixed
34 hardwoods and lowland hardwoods (wetland). American beech trees are present,
35 representing the western edge of their geographical range within the U.S...

1 The two tracts are Southeastern Wisconsin Regional Planning Commission (SEWRPC)
2 designated Isolated Natural Resource Areas, and are shown in Map 15 Planning Area G:
3 Linkages.

4 3. Other Southeastern Wisconsin Regional Planning Commission (SEWRPC) Isolated Natural
5 Resource Areas and Proposed Linkage Areas: There are four designated Isolated Natural
6 Resource Areas. One of the Isolated Natural Resource Area's is located west of 60th
7 Street, and is connected to the Root River Primary Environmental Corridor (See Map 15
8 Planning Area G: Linkages). This area consists mostly of mature woodland.

9 4. Other Important Natural Resources and Linkages Areas: Several additional patches of
10 woodlands, wetlands or other habitats were also identified during the field assessment
11 and map review (See Map 15 Planning Area G: Linkages). Although the sizes of these
12 patches were not as large as the areas discussed above, they are still worthy of
13 protection. In some cases, these patches can be utilized to link the larger natural areas.
14 For example, a linkage between Elm Road Woods North and South is recommended, and
15 linking the unnamed isolated natural resource area in the above paragraph to the
16 adjacent primary environmental corridor is recommended.

17
18 **Planning Area B: the west-central portion of the City**

19 *Agricultural Resources*

20 Agricultural land makes up approximately 20% of Planning Area B, and is mainly
21 concentrated on the south half of the Planning Area. The most common cultivated crops are
22 hay, soybeans and corn. See Map 16.

23 The majority of the soils in Planning Area B are classified as hydric or soils with hydric
24 inclusions (See Map 17 Planning Area B: Hydric Soils). Most of the hydric soil areas in
25 Planning Area B have been drained (tiled) for agricultural purposes.

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

31 *Natural Resources*

32 Because the majority of the soils in Planning Area B are either hydric or hydric with
33 inclusions, wetlands dominate the land cover, at approximately 30% (See Map 18 Planning
34 Area B: Natural Resources). Most of the wetlands are open marshes, wet meadows or
35 shrub-carr. Planning Area B contains a few wooded tracts, most of which are within or
36 associated with nearby wetlands. Some of the wooded areas are Southeastern Wisconsin

1 Regional Planning Commission (SEWRPC) designated Isolated Natural Resource Areas
2 (discussed below).

3 *Summary of Protection/Conservation Priorities*

4 1. **Dumkes Lake and Associated Secondary Environmental Corridor:** Dumkes Lake, located
5 on the southwestern edge of the Planning Area, serves as an important reservoir and
6 headwater for the Root River. Dumkes Lake drains southeasterly into Ryan Creek through
7 a 20 inch diameter drain tile installed in the 1940's. The floodplain on either side of Ryan
8 Creek consists of a continuous wetland system that is designated as Secondary
9 Environmental Corridor. The wetland system provides invaluable habitat for waterfowl and
10 other wildlife due to its size and variety of habitats, including shallow marsh, fresh wet
11 meadow, sedge meadow, and shrub carr.

12 The southern portion of the secondary environmental corridor located west of 116th Street
13 and north of Ryan Road, contains remnant oak savanna surrounded by sedge meadow
14 and fresh wet meadow habitats. The remnant oak savanna contains several mature bur
15 oaks. Prairie remnants were observed along the Wisconsin Electric Power Corporation's
16 easement that runs through the areas, as well as along 116th Street. The corridor follows
17 a drainage way east into Planning Area H.

18 2. **Southeastern Wisconsin Regional Planning Commission Isolated Natural Resource Areas:**
19 There are nine designated isolated natural resource areas (INRAS) in Planning Area B (See
20 Map 19 Planning Area B: Linkages), most of which are privately owned. Four of these
21 areas contain mature woodlands. Three of these areas contain high quality, mature oak
22 woodlands dominated by white oak, bur oak, and red oak. These areas are located south
23 of Ryan Road in the southwest corner of the Planning Area, west of Loomis Road and
24 116th street, and between Forest Home Avenue and 116th Street. The remaining INRAS
25 contain a variety of wetland types such as fresh wet meadow, emergent marsh, and shrub-
26 carr.

27 3. **Other important natural resources and linkage areas:** Several additional patches of
28 mature woodlands, high quality wetlands or other habitats (e.g., young woodlands) were
29 identified during the field assessment and map review (See Map 19 Planning Area B:
30 Linkages). Although the sizes of these patches were not as large as the areas discussed
31 above, they are still worthy of protection. In some cases, these patches can be utilized to
32 link the larger natural areas.

1 **Planning Area I: the central portion of the City**

2 *Agricultural Resources*

3 Agricultural land makes up approximately 22% of Planning Area I, and is mainly
4 concentrated in the center of the Planning Area. The most common cultivated crops are
5 soybeans and corn. See Map 8.

6 The majority of the soils in Planning Area I are classified as hydric or soils with hydric
7 inclusions (See Map 9 Planning Area I: Hydric Soils). Most of the hydric soil areas in
8 Planning Area I have been drained (tiled) for agricultural purposes or for residential
9 housing.

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

14 *Natural Resources*

15 Based on the field survey and map review, wetlands and woodlands comprise
16 approximately 23% and 21%, respectively, of the land area in Planning Area I. Most of
17 these natural areas are associated with the Root River, which forms the eastern
18 boundary of the planning area. Another concentration of woodlands and wetlands occurs
19 along St. Martins Road in the western portion of the planning area. This area contains
20 patches of mature and young woodland, shrub carr, fresh wet meadow, and emergent
21 marsh habitats. These habitats have become fragmented by residential development.
22 See Map 10.

23
24 *Summary of Protection/Conservation Priorities*

- 25 1. **Root River Wet-Mesic Woods:** These wooded tracts are one of the largest forested tracts in
26 Milwaukee County. They are located within the SEWRPC Primary Environmental Corridor
27 along the Root River Canal and the banks of the Root River, and continue southward into
28 Racine County (See Map 11 Planning Area I: Linkages). The woodlands consist of a
29 mixture of medium-aged lowland and upland hardwoods, such as green ash, American
30 elm, bur oak, basswood, black cherry and cottonwood. Several rare plant species are also
31 present.
- 32 2. **Root River Parkway Prairie:** This restored prairie contains wet-mesic prairie vegetation,
33 including big bluestem, saw-toothed sunflower, Virginia mountain mint, prairie cordgrass,
34 leadplant, azure aster, bottle gentian, prairie dock, and slender ladies'-tresses orchid. It is
35 the largest prairie remaining in Milwaukee County and is part of the Root River Parkway
36 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 (see Map 11 Planning Area I: Linkages).

Planning Area F: the east-central portion of the City

Agricultural Resources

Agricultural land makes up approximately 8% 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 (See Map 20 Planning Area F: Agricultural Lands). 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. See Map 21.

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% and 17%, 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. See Map 22.

1

Protection/Conservation Priorities

2

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.

7

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. See Map 23.

8

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12

3. **Fitzsimmons Road Woods**: This parcel is owned and protected by the Milwaukee Area Land Conservancy (MALC). Second growth, 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.

13

14

15

16

17

(Planning Areas A, C, D, E to be completed).

18

Communicating the Sensible Development

19

Message

20

(To be completed: Discuss conservation subdivisions, recreational pathways/green space - do by zoning, ordinances, recommendations by staff)

21

22

Summary of Recommendations and Suggestions

23

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.

24

25

26

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28

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.

29

30

31

32

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

7 Recommendations

- 8 • It is recommended that the Linkages as set forth within this chapter should be protected.
- 9 • It is recommended that the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public
 10 Services Policy recommendations, including the Southwest Overlay District, should be
 11 implemented.
 - 12 ○ It is also recommended that the associated natural resource protection standards
 13 be considered for implementation in other portions of the City as may be
 14 appropriate.
 - 15 ○ It is recommended that the associated natural resource protection standards be
 16 further studied in regard to possible inclusion of:
 - 17 ▪ Wetland quality based protection and mitigation standards;
 - 18 ▪ Prairie protection and mitigation standards;
 - 19 ▪ Money in lieu of mitigation standards; and
 - 20 ▪ Creation of a wetland mitigation banking program.
 - 21 ○ It is also recommended that these natural resource protection standards be
 22 periodically reviewed in order to ensure they continue to address the needs and
 23 requirements of the City.
- 24 • It is recommended that the City's floodplain regulations be reviewed, and revised if
 25 necessary, to address any inconsistencies that may be present.
- 26 • It is recommended that the City consider participation in the Community Rating System
 27 administered by the National Flood Insurance Program.
- 28 • It is recommended that the City update the Comprehensive Outdoor Recreation Plan.
- 29 • It is recommended that a Cultural Resource Preservation Plan be prepared.
 - 30 ○ It is recommended that the plan evaluate tax and funding incentives.

- 1 ○ It is recommended that following completion of the plan, that preservation of
2 specific sites and properties be identified in cooperation with the local
3 neighborhood.
- 4 • It is recommended that the City obtain designation as a Certified Local Government for
5 historic preservation purposes through the Wisconsin State Historic Preservation Office and
6 the National Park Service.
- 7 • It is recommended that the City update the Architecture and History Inventory.
- 8 ○ It is recommended that the City consider inclusion of a detailed agricultural related
9 inventory.
- 10 • It is recommended that the City update the Archeological Site Inventory.
- 11 • It is recommended that the City encourage property owners to register archeological site
12 with the State of National Register of Historic Places.
- 13 • It is recommended that the City consider establishing the Historic Preservation Commission.
- 14 • It is recommended that the City include consideration of culturally important sites in the
15 development review process.
- 16 • It is recommended that the City continue to support the Milwaukee County Parkway system.

18 **Suggestions**

- 19 • It is suggested that review of transportation, utility, recreation, and other development
20 projects should consider the impact of these projects upon the issues of habitat
21 fragmentation, stormwater drainage, and watercourse stability.
- 22 • It is suggested that the City prepare a study based upon the Land Evaluation and Site
23 Assessment system created by the Natural Resources Conservation Service.
- 24 • It is suggested that should opportunities arise, and local interest exist, for implementation of
25 greater agricultural resources protection, such opportunities should be considered.
- 26 • It is suggested that the Comprehensive Outdoor Recreation Plan update include review of
27 the following topics;
 - 28 ▪ establishment of a central park;
 - 29 ▪ update of the City's Impact Fee regulations;
 - 30 ▪ creation of a formal Capital Improvements Program for park, outdoor
31 recreation and natural resource mitigation;

- 1 ▪ creation of a mixed-use zoning district such that park and open space sites
- 2 would be a permitted use when included with other compatible uses; and
- 3 ▪ participation in the Wisconsin Safe Routes to School program.

4

5 **Definitions** (To be completed and inserted in the glossary)

6 **Farmed Wetland:**

7 **Hydric Soil:**

8 **Isolated Natural Resource Area:** Defined by SEWRPC, these are areas that contain significant

9 remaining resources that physically stand apart from primary or secondary environmental corridors.

10 They are at least 5 acres in size and are at least 200 feet wide.

11 **Primary Environmental Corridor:** Defined by SEWRPC, these include natural resources that are at

12 least 400 acres in size, two miles long, and 200 feet wide.

13 **Secondary Environmental Corridor:** Defined by SEWRPC, these include intermittent streams or links

14 between segments of primary environmental corridors. Secondary environmental corridors are

15 usually at least 100 acres in size, one mile long, and contain a variety of natural resource elements,

16 often remnant resources from former primary environmental corridors which have been developed

17 for intensive agricultural purposes or urban land uses. Secondary environmental corridors facilitate

18 surface water drainage, maintain pockets of natural resource features, and provide for the

19 movement of wildlife, as well as for the movement and dispersal of seeds.

20 **Wetland:**

21 **References** (To be completed and inserted in the glossary)

22 **Curtis, J.T. 1971. The Vegetation of Wisconsin: An ordination of Plant Communities. University of**

23 **Wisconsin Press, Madison, WI.**

24 **Eggers, S. and D. Reed. 1997. Wetland Plant Communities of Minnesota and Wisconsin. US Army**

25 **Corps of Engineers, St. Paul District.**

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