

Chapter 3

Public Park, Open Space, Outdoor Recreation, Trail, and Natural Resource Protection Principles, Goals, Objectives and Standards

INTRODUCTION

The City of Franklin Comprehensive Outdoor Recreation Plan (CORP) update definitions, principles, goals, objectives, and standards presented in this Chapter reflect an important part of the public park, open space, and outdoor recreation development policies--or development guidelines--of the City of Franklin's citizens and officials. In general, these guidelines were drafted recognizing the need for the long-term provision of adequate outdoor recreation facilities to serve the growing Franklin population.

Since good planning is a rational process for preparing and meeting objectives, the Comprehensive Outdoor Recreation Plan update should be based upon sound principles, goals and objectives and their supporting standards. This will ensure that the CORP update prepared for the City of Franklin is realistic, has public support, and is implemented.

Therefore, the preparation of sound and rational public park, open space, and outdoor recreation principles, goals, objectives, and standards is an essential task which must be undertaken as part of the process for the preparation of the City of Franklin's Comprehensive Outdoor Recreation Plan. This chapter of the City of Franklin's CORP update sets forth the City of Franklin's public park, open space, and outdoor recreation development principles, goals, objectives, and their supporting standards. These principles, goals, objectives, and standards relate to the continuance of the City of Franklin's provision of an adequate variety of various types of public outdoor recreation sites and facilities. They also relate to the allocation and distribution of the various types of public outdoor recreation sites and facilities required to meet the needs of the existing and probable future resident population of the City of Franklin to the year 2025 (see Chapter 2).

The principles, goals, and objectives set forth in this chapter are generally those advanced by the City of Franklin 2025 Comprehensive Master Plan that pertain to parks, open space, and outdoor recreation issues. The public input obtained during the preparation of this plan, as well as the recommendations of the City's previous comprehensive outdoor recreation plans, are also included and reflected in these principles, goals, and objectives.

The standards set forth in this chapter are, generally those advanced by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) for individual community park planning in the southeastern Wisconsin region. These standards are based upon significant study of the southeastern Wisconsin region--including both the City of Franklin and Milwaukee County. They have been applied elsewhere in the region quite successfully over the last three decades. They are also embraced in the SEWRPC Planning Report No. 27 titled *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*; SEWRPC Planning Report No. 43 titled *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*; and the SEWRPC Community Assistance Planning Report No. 132 titled *A Park and Open Space Plan for Milwaukee County*.

General "national" standards for public outdoor recreation planning have been prepared over the last three decades by the National Recreation and Park Association (NRPA), in its publications titled *Recreation, Park and Open Space Standards and Guidelines* (Alexandria, VA: National Recreation and Park Association, 1983) and its more recent *Park, Recreation, Open Space and Greenway Guidelines* (December 1995). In its 1983 publication, the National Recreation and Park Association warned that:

"Without expensive and extensive long-term research, there is no way to apply the standards [of the National Recreation and Park Association] in the same manner in all locations. The uniqueness of every village, town, city and county--with their differing socioeconomic, climatic, geographic, and cultural characteristics--makes it almost impossible, and undesirable, to apply all of the [National Recreation and Park Association] standards in every community." [Recreation, Park and Open Space Standards and Guidelines, p. 7.]

After considerable further study by the National Recreation and Park Association, the Association in 1995 generally reaffirmed its statement from 1983:

". . . facility standards are useful as guidelines, but . . . a community should determine what mix of facilities best meets its specific needs." [Park, Recreation, Open Space and Greenway Guidelines, p. 122.]

The National Recreation and Park Association recognizes the importance of establishing and using park and recreation standards as:

- A guideline to determine the minimum land requirements for various kinds of park and recreation areas and facilities.

- A basis for relating recreational needs to spatial analysis within a community-wide system of parks and open space areas.
- One of the major structuring elements that can be used to guide and assist development.
- A means to justify the need for parks and open space within the overall land use pattern of the community.

National Recreation and Park Association standards were generally used in the preparation of the City of Franklin's earlier 1994 Comprehensive Outdoor Recreation Plan prepared by Landscape Architects Inc. of Milwaukee, Wisconsin.

The public outdoor recreation development guidelines and standards of the City of Franklin's Comprehensive Outdoor Recreation Plan represent minimum requirements. These requirements can be exceeded, when in the public interest, to assure quality public outdoor recreation development.

DEFINITIONS

General Planning Terminology

Planning-related terms (*i.e., principle, goal, objective, standard, plan, and program*) have been known to be subject to a range of interpretations. In order to clarify their meanings, as they are used within the context of the City of Franklin's Comprehensive Outdoor Recreation Plan, these terms are defined as follows (and are listed in order from general to specific):

- Principle: A fundamental, generally accepted tenet used to support goals, objectives, and policies, and to prepare standards, plans, and programs.
- Goal: A broad statement or condition intended to be maintained or achieved.
- Objective: A statement or action to be taken toward the attainment of a goal or principle.
- Standard: A criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.

- Plan: A design which seeks to achieve agreed-upon principles, goals and objectives.
- Program: A coordinated series of policies and actions to carry out a plan.

Although the City of Franklin's Comprehensive Outdoor Recreation Plan update deals with only the first four of these terms, an understanding of their interrelationship and the concepts they represent is essential in order to better understand the Comprehensive Outdoor Recreation Plan update.

Recreation-Related Definitions

Broadly defined, *recreation* is an activity or experience undertaken solely for the pleasure or satisfaction derived from it. Recreation can be experienced indoors or outdoors. It encompasses a broad range of human activities, ranging from rest and reflection to learning and teaching, from development of personal and social skills to meeting challenges and recovering from failures. Recreation is fun and enjoyment and includes both mental and physical exercise, personal and interpersonal experience, and self-provided and socially-observed entertainment. Although recreational preferences may vary from individual to individual, recreation occupies a necessary and significant place in every person's life.

Outdoor recreation, which is commonly viewed in a narrower framework, includes only those types of user oriented recreational activities typically carried on outdoors.

Open space is defined as open land and water areas that possess certain features that warrant consideration for permanent preservation in an essentially open, undeveloped state for resource conservation and recreational purposes. Open space consists of major woodlands, wetlands, and wildlife habitat areas, lakes and streams, associated shorelands and floodlands, major areas covered by organic soils, major groundwater recharge and discharge areas, areas of scenic topography, areas having scientific or cultural value, and certain agricultural lands.

Parks are defined as land and water areas whose primary function is to provide space and facilities for use, either intensively or extensively, for active and passive outdoor recreational activities. For purposes of this Plan, publicly-owned parks (County, City, and School District) were grouped into seven categories as set forth below.

Diversity in recreation areas necessitates that persons involved in recreation and park planning share a common language. The following are the terms used to describe the various recreational facilities found in the City of Franklin (*i.e., recreational areas typically associated with the City of Franklin, Franklin School District, or Milwaukee County sites and/or facilities*).

- Regional and Multi-Community Level Public Outdoor Recreation Land: Regional and Multi-Community level public outdoor recreation land is an outdoor recreation site serving several communities and generally containing more open space and natural resource oriented areas than typical "Community Level Public Outdoor Recreation Land" as described below. Active recreational facilities located in such areas can include, but not necessarily be limited to, camping, picnicking, swimming, golf, and skiing, . Such Regional recreational land typically serves an area with a radius of about 10 miles, and Multi-Community recreational land typically serves an urban area with a radius of about four miles (in urban areas) and 10 miles (in rural areas), and provides sufficient useable land area per capita to meet the standards set forth in this Chapter. The size of such Regional areas is typically greater than 250 acres in area, and for Multi-Community areas is typically greater than 100 acres. Typically, "Regional and Multi-Community Level Public Outdoor Recreation Land" is associated with a public park site.

- Community Level Public Outdoor Recreation Land: Community level public outdoor recreation land is an outdoor recreation site serving several neighborhoods and generally containing more open space and natural resource oriented areas than typical "Neighborhood Level Public Outdoor Recreation Land" as described below. Active recreational facilities located in such areas can include, but not necessarily be limited to, baseball, softball, tennis, basketball, playground or playfield (which may be associated with a junior or high school), picnicking, swimming, recreational and hiking trails, shelter houses, tennis courts, toilets, nature study areas, bandstands, winter-related facilities, passive activity areas, etc. Such recreational land typically serves an urban area with a radius of about two (2) miles and provides sufficient useable land area per capita to meet the standards set forth in this Chapter. The size of such areas typically ranges from twenty-five (25) to ninety-nine (99) acres in area. Typically, "Community Level Public Outdoor Recreation Land" is associated with a public park site and/or junior and high school sites. The "Community Playfield" described below is a type of Community Level Public Outdoor Recreation Land" which is smaller than twenty-five (25) acres.

- Community Playfields: The Community Playfield provides active recreation space for children and adults. These areas frequently include lighted ball fields and athletic fields and are the sites of organized recreational activities. Because of the acreage demands of such activities,

playfields are generally between ten (10) and twenty (20) acres in size, with twelve (12) acres as a desirable minimum. Playfields have a tendency to be used by adults throughout the community and from outlying areas as well.

- Neighborhood Level Public Outdoor Recreation Land: Neighborhood level public outdoor recreation land is an outdoor recreation site serving a single neighborhood and generally containing less open space and natural resource oriented areas than typical "Community Level Public Outdoor Recreation Land" described above. Active recreational facilities located in such areas can include, but not necessarily be limited to, baseball, softball, tennis, basketball, playground or playfield (which may be associated with an elementary school), picnicking, ice skating area, recreational trails, walkways, benches, landscaping, playlot for young children, and passive activity areas, etc. Such recreational land typically serves an urban area with a radius of from about one-half (0.5) to one (1) mile and provides sufficient useable land area per capita to meet the standards set forth in this Chapter. The size of such areas is typically between five (5) and twenty-five (25) acres in area. Access to these recreation areas should be safe and easy, avoiding major thoroughfares and other obstacles. Typically, "Neighborhood Level Public Outdoor Recreation Land" is associated with public parks and/or elementary school sites in the form of a "Neighborhood Playground" (as described below).
- Neighborhood Playground: Neighborhood playgrounds serve approximately the same geographic areas as do neighborhood parks and provide elementary school age children with playground and playfield equipment. Frequently these playgrounds are associated with a public elementary school or a neighborhood park. When associated with the latter, residents are afforded both passive and active outdoor opportunities. These areas generally accommodate ball fields, basketball backboards, open play fields, skating rinks in the winter, playground equipment, and tennis courts. The desirable minimum acreage for a neighborhood playground is eight (8) acres.
- Mini Level Public Outdoor Recreation Land (Playlots and Totlots): Mini park level public outdoor recreation land (i.e., playlots or totlots) are frequently found in high density areas of neighborhoods. They typically substitute for the backyard as an area of supervision and play for small children and are typically less than five (5) acres in area. Playlots are typically within short walking distances of home, generally no longer than 1/8 mile. These areas can and should be equipped with safe and creative play devices.

- Specialized Recreational Areas: For City of Franklin outdoor recreation planning purposes, these are areas which contain high quality natural resource features, are limited in active recreational value, are limited as to who desires to use them, or are undeveloped for recreation. Examples of these specialized recreational areas include conservancy areas, floodplains, woodland areas, historic sites, cultural sites, archeological sites, wildlife viewing, etc. These areas perform important functions and should be considered as part of the City of Franklin's outdoor recreation system. They vary in size and service area.

The following terms are also used in the City of Franklin's Comprehensive Outdoor Recreation Plan:

- Trail: A multi-purpose path typically serving non-motorized transportation uses such as; walking, running, hiking, biking, snowshoeing and cross-country skiing. A trail is often physically separated (sometimes on a separate right-of-way) from motor vehicle traffic by open space or a barrier.
- Service Area: The reasonable area which a public outdoor recreation site or facility serves as set forth in the standards of this Plan.¹
- Public Outdoor Recreation Facility Need: The need for a public outdoor recreation facility as determined by the application of the various public outdoor recreation standards set forth in this Chapter as well as the anticipated City of Franklin growth anticipated during the planning period (to the year 2025) as described in Chapter 2.
- Passive Recreation Site: A park primarily designed for picnicking, walking/hiking, and other non-organized recreation interests. This type of facility often emphasizes natural settings and de-emphasizes active recreation areas.
- Active Recreation Site: A park designed primarily to provide active recreation for one or more age groups. This type of park may have, as primary features, playfields, playground apparatus, ballfields, ball courts, or a combination thereof.

¹It is important to note that while this Plan depicts service area radii as perfect circles centered on a subject park, in actuality, the area served is typically not a uniform area. The actual size of a service area can vary due to a number of factors, such as: the presence or absence of roads, traffic signals and obstructions; the degree of connectivity; land development patterns; etc.

PRINCIPLES, GOALS, OBJECTIVES, AND STANDARDS

A major element of any planning process is the identification of a common vision for the community. With a common vision, a community and its decision makers can direct their actions in a manner that ensures the greatest results with the least amount of effort. However, identifying such a vision in recreation planning is often difficult to achieve because values held by citizens are complex and sometimes elusive to park and recreation decision makers. But with incorporation of community supported principles, goals, and objectives, into the comprehensive outdoor recreation plan, a framework for a common vision can be created.

Each City of Franklin public outdoor recreation principle, together with its supporting goal(s), objective(s), and standards (as applicable), follows:

City of Franklin Vision Statement

The City of Franklin's vision is to enhance the quality of life for present and future generations by providing economic growth through the highest quality of residential, recreational, and business development in Southeastern Wisconsin.

Mission Statement

The City of Franklin's mission is to be a well-planned model community providing for a high quality of life for residents of all ages...The residents of Franklin will have access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle.

(from *Long-Term Vision for the City of Franklin*, December 2004, prepared by MSA Professional Services, Inc. and incorporated into the *City of Franklin 2025 Comprehensive Master Plan*).

Balanced Development and Land Use Principles

The opinions of the residents and property owners indicate a strong desire for the City of Franklin to permit growth while protecting the natural resource features and high-quality suburban character that currently exists.

Enhance the quality of life for present and future generations by providing economic growth through the highest quality of residential, recreational, and business development in Southeastern Wisconsin.

Permit sustainable growth while protecting the natural resource features and high-quality suburban character of the City.

Goals

The protection of natural, and to a lesser extent agricultural and cultural resources, is intended to achieve many purposes, including: control erosion and sedimentation; promote and maintain the natural beauty of the City; retain as much as possible the rural/suburban character of the City; sustain a high quality and interconnected natural resource network throughout the City; serve as buffers between different land uses and land use densities; and serve as locations for existing and future parks, outdoor recreation sites, and trails.

Protect environmental resources.

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

Objectives

Protect the City's remaining natural resource features.

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

Preserve existing parks, recreation areas, and recreational opportunities.

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

Identify opportunities for new neighborhood parks and city parks.

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

Identify potential funding mechanisms for the development and maintenance of parks, recreation facilities, and programs.

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

Continue to update the Comprehensive Outdoor Recreation Plan to maintain the City's eligibility to apply for State Stewardship Program grants.

(from *City of Franklin 2025 Comprehensive Master Plan*, October 2009, prepared by PDI/GRAEF, RA Smith National, Cedarburg Science, and the City of Franklin.

General Outdoor Recreation Principle

The attainment and maintenance of good physical and mental health is an inherent right of all residents of the City of Franklin. The provision of outdoor recreation sites and facilities and related open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of activities. An integrated park and related open space system properly related to the natural resource base, such as the existing surface water network, can generate the dual benefits of satisfying recreational demands in an appropriate setting while protecting and preserving valuable natural resource amenities. Finally, an integrated system of outdoor recreation sites and facilities and related open space areas can contribute to the orderly growth of the City of Franklin by lending form and structure to suburban and urban development patterns.

Goal

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

Objectives

The provision of an integrated system of public general use outdoor recreation sites and related open space areas, areas for intensive non-resource-oriented outdoor recreational activities, areas for intensive resource-oriented outdoor recreational activities, land-based outdoor recreational activities, and water-based outdoor recreational activities, which will allow the resident population of the City of Franklin adequate opportunity to participate in a wide range of outdoor recreation activities.

Identify potential funding mechanisms for the development and maintenance of parks, recreation facilities, and programs.

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

Public Outdoor Recreation Land Allocation Principle

The planned supply of land set aside for public outdoor recreation use should approximate the known and anticipated demand for that use.

Goal

The residents of Franklin will have access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle.

Objectives

A balanced allocation of space to the various categories of public outdoor recreation land which meets the needs of the City of Franklin.

Preserve existing parks, recreation areas, and recreational opportunities.

Identify opportunities for new city parks.



Oak Leaf Trail

Public Outdoor Recreation Land Allocation Standard – The amount of land area set aside for public outdoor recreation use to accommodate the forecast growth in the City of Franklin should be determined, in part, by the application of the standards set forth below in Table 3.1.

Table 3.1

**PUBLIC OUTDOOR RECREATION MINIMUM STANDARDS
FOR THE CITY OF FRANKLIN**

Facility Category	Minimum Development Standard (Gross Area) (a)
Public Outdoor Recreation	
Regional & Multi-Community	5.3 acres per 1,000 persons (b) 2.6 acres per 1,000 persons (b)
Community (in park sites)	2.2 acres per 1,000 persons (c)
Community (in middle school or high school sites)	0.9 acre per 1,000 persons (c)
Neighborhood (in park sites)	1.7 acres per 1,000 persons (c)
Neighborhood (in elementary school sites)	1.6 acres per 1,000 persons (c)
Mini Parks (in park sites)	1.0 acre per 1,000 persons (c)

- (a) Gross areas include associated street rights-of-way and off-street parking for each land use category. These minimum standards have been based upon existing land use studies of the Southeastern Wisconsin region since 1963 performed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and are reasonably responsive to expected future as well as present conditions. These minimum standards exclude any additional required stormwater detention/retention areas, open space, or areas with natural resource features such as wetlands and woodlands and land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.
- (b) As recommended in SEWRPC's Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin-2000 (Waukesha, WI: SEWRPC, November 1977) and SEWRPC's Community Assistance Planning Report No. 132, A Park and Open Space Plan for Milwaukee County (Waukesha, WI: SEWRPC, November 1991).
- (c) Excluding stormwater detention/retention areas and land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association.

Public Outdoor Recreational Minimum Site Area and Service Radii Standards – Sites for public outdoor recreational facilities serving the City, County, and region should be provided in accordance with the minimum standards set forth below in Table 3.2.

Table 3.2

SITE AREA AND SERVICE RADII MINIMUM STANDARDS

Type of Recreation Facility	Typical Maximum Number of Persons Served	Typical Minimum Required Site Area (Gross Acres)	Maximum Walking Distance (Miles)
Public Outdoor Recreational Facilities			
Regional	Varies	250 or more (d)	10
Multi-Community	Varies	100 to 249 (d)	4-suburban 10-rural
Community	Varies	25 to 99 (d)	2
Neighborhood	6,500	21.5 (b,d)	0.25 to 0.50 (c)
Mini Parks	1,250(a)	1 (a,d)	0.25 (a)

- (a) To be determined on an individual basis for those smaller areas of the City which are not an integral part of a specific neighborhood area.
- (b) Including both land for a combined neighborhood park (13.5 acres) and associated neighborhood school-related outdoor recreation and playground facilities (8 acres). Also see Tables 3.4 and 3.5.
- (c) Typical maximum walking distance from neighborhood served.
- (d) Excluding stormwater detention/retention areas and land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association.

Public General Use Outdoor Recreation Site Principle

Public general use outdoor recreation sites promote the maintenance of proper physical and mental health both by providing opportunities to participate in such athletic recreational activities as baseball, swimming, tennis, and ice-skating—activities that facilitate the maintenance of proper physical health because of the exercise involved—as well as opportunities to participate in such less athletic activities as pleasure walking, picnicking, or just rest and reflection. These activities tend to reduce everyday tensions and anxieties and thereby help maintain proper physical and mental well-being. Well designed and properly located public general use outdoor recreation sites also provide a sense of community, bringing people together for social and cultural as well as recreational activities, and thus contribute to the desirability and stability of the City of Franklin's residential neighborhoods, and therefore, the City of Franklin as a whole.

Goals

Provide appropriate facilities to encourage recreational and commuter bicycle trips.

Develop a system of sidewalks and paths that links neighborhoods to active destinations.

Objectives

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

Franklin should continue to develop bicycle facilities such as trails, bicycle lands, signed on-street bicycle routes, and storage facilities, both in existing and newly developing part of the community.

Bicycling should be a viable option to access schools and parks, along with major employment centers and commercial districts within the City.

Walking should be a viable option for recreation and short trips. Franklin should prepare a pedestrian plan that identifies corridors in which sidewalks or paths will be provided to create safe routes for walking to schools, parks, employment centers, and commercial districts.

Commercial development areas should be designed to allow safe pedestrian circulation.

Minimum Public General Use Outdoor Recreation Site Standards for Regional and Multi-Community Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site requirements for outdoor recreational facilities indicated in Tables 3.2 and 3.3 should be met in regional and multi-community parks.

Minimum Public General Use Outdoor Recreation Site Standards for Community Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site requirements for outdoor recreational facilities indicated in Tables 3.2 and 3.3 should be met in community parks.

Minimum Public Community Recreation Center Standard – One (1) Community Recreation Center building per 25,000 persons.

Minimum Public General Use Outdoor Recreation Site Standards for Neighborhood Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve these standards, the site requirements for outdoor recreational facilities indicated in Tables 3.2, 3.4, and 3.5 should be met in neighborhood parks (as applicable).

Minimum Public General Use Outdoor Recreation Site Standards for Mini Parks – The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve these standards, the site requirements indicated in Table 3.2, and outdoor recreational facilities for playgrounds should be met in mini parks (as applicable).

Trail Standards – Multi-functional trails serving bicycle and pedestrian facilities which, through their location and design, will encourage increased levels of utilitarian bicycle and pedestrian travel should meet or exceed the following standards:

1. Trails intended for utilitarian travel should provide direct and continuous routes which minimize delays and maximize safety.
2. Trails should be provided to assist in the interconnection of the City of Franklin with Milwaukee, Racine, and Waukesha urbanized areas.
3. Trails should be provided in the City of Franklin to connect residential areas with City activity centers and parks.
4. Trails used for pedestrians or as bicycle paths should be separated from motorized vehicular traffic by open space or barriers, and may be located within the public right-of-way or a street or highway or in an independent right-of-way or easement.
5. Trails used for bicycle lanes of roadways should be designated with directional and informational markers, striping, signing, and pavement markings for bicycle use and may be located within the public right-of-way of a street or highway.
6. Trails intended to be used for bicycle paths or bicycle lanes should follow the American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities as amended, the Wisconsin Department of Transportation's Facilities Development Manual criteria for the design of bicycle facilities as amended, and the Wisconsin Department of Transportation's Bicycle Facilities Design Handbook as amended.

Table 3.3

**DETAILED PUBLIC OUTDOOR RECREATION
FACILITY MINIMUM REQUIREMENTS FOR TYPICAL
COMMUNITY PARKS**

Facility Type	Minimum Per Capita Standard Public Facility Requirement (acres)	Number of Facilities Required	Minimum Total Acreage Required per Community Park
Active Recreation Facilities (c)			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.5
Playfield(a)	0.39 per 1,000	2.5 = 3	4.95
Soccer	0.69 per 1,000	1.45 = 2	3.3
Softball Diamond	0.53 per 1,000	3.4 = 2	5.36
Swimming	0.015 per 1,000	1	1.22
Tennis Court	0.50 per 1,000	3.3 = 3	0.96
Subtotal	---	---	20.29
Passive and other Recreation Facilities (d)			
Passive Recreation (d)	Add 10 percent of active recreation area total (d)		2.0 (d)
Community Center Building	1 per 25,000	1	3 to 5 acres
Other Recreation (b, d)	Add 10 percent of active recreation area total (d)		2.0 (d)
TOTAL	---	---	27.29 to 29.29 minimum (d)

- (a) Can also be used for soccer field.
- (b) Picnicking facilities, as well as other passive facilities, should also be provided in a community park.
- (c) Facilities needing similar space requirements may be substituted based upon City needs.
- (d) Excluding stormwater detention/retention areas land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc, SEWRPC, and the National Recreation and Park Association.

Table 3.4

**DETAILED PUBLIC OUTDOOR RECREATION FACILITY
MINIMUM REQUIREMENTS FOR TYPICAL NEIGHBORHOOD PARKS
WITH NEIGHBORHOOD ELEMENTARY SCHOOL FACILITIES**

Facility Type	Minimum Per Capita Standard Public Facility Requirement (acres)	Number of Facilities Required	Minimum Total Acreage Required per Neighborhood Park
Active Recreation Facilities (c)			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.5
Basketball Goal	0.91 per 1,000	5.9 = 6	0.42
Ice-Skating(a)	0.15 per 1,000	0.98 = 1	0.35
Playfield(a)	0.39 per 1,000	2.5 = 3	4.95
Playground	0.35 per 1,000	2.3 = 2	1.24
Softball Diamond	0.53 per 1,000	3.4 = 2	5.36
Tennis Court	0.50 per 1,000	3.3 = 3	0.96
Subtotal	---	---	17.78
Passive and other Recreation Facilities (c)			
Passive Recreation (c)	Add 10 percent of active recreation area total (c)		1.8 (c)
Other Recreation (b, c)	Add 10 percent of active recreation area total (c)		1.8 (c)
TOTAL	---	---	21.38 minimum (c)

- (a) Can also be used for soccer field.
- (b) Picnicking facilities, as well as other passive facilities, should also be provided in a neighborhood park.
- (c) Excluding stormwater detention/retention areas land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association

Table 3.5

**DETAILED PUBLIC OUTDOOR RECREATION FACILITY
MINIMUM REQUIREMENTS FOR TYPICAL NEIGHBORHOOD PARKS
WITHOUT NEIGHBORHOOD ELEMENTARY SCHOOL FACILITIES**

Facility Type	Minimum Per Capita Standard Public Facility Requirement (acres)	Number of Facilities Required	Minimum Total Acreage Required per Neighborhood Park
Active Recreation Facilities (c)			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.5
Basketball Goal	0.91 per 1,000	5.9 = 6	0.42
Ice-Skating(a)	0.15 per 1,000	0.98 = 1	0.35
Playfield(a)	0.39 per 1,000	2.5 = 3	4.95
Softball Diamond	0.53 per 1,000	3.4 = 2	5.36
Tennis Court	0.50 per 1,000	3.3 = 3	0.96
Subtotal	---	---	16.54
Passive and other Recreation Facilities (c)			
Passive Recreation (c)	Add 10 percent of active recreation area total (c)		1.65 (c)
Other Recreation (b, c)	Add 10 percent of active recreation area total (c)		1.65 (c)
TOTAL	---	---	19.84 minimum (c)

- (a) Can also be used for soccer field.
- (b) Picnicking facilities, as well as other passive facilities, should also be provided in a neighborhood park.
- (c) Excluding stormwater detention/retention areas land already required to be protected and preserved as passive recreation land through the use of the natural resource protection standards set forth in Table 3.6.

Source: Meehan & Company, Inc., SEWRPC, and the National Recreation and Park Association

The principles, goals, objectives, and standards presented in this chapter express the basis for the development of public outdoor recreation facilities for the City of Franklin. The standards perform a particularly important function in designing the Comprehensive Outdoor Recreation Plan update since they form the basis upon which estimates of future City of Franklin recreation land and facility needs are based. Forecast City of Franklin recreation land needs can be found in Chapter 5 for the year 2025, based, in part, upon these objectives, principles, and standards.

NATURAL RESOURCE FEATURES

The health, safety, and welfare of the City of Franklin is, in part, dependent upon the preservation of its natural resources. Sound planning practice requires that the various natural resources of the City of Franklin should be held in high regard--including their value for flood protection, water quality protection, and passive recreational open space. Therefore, special emphasis must be given to the preservation of the City of Franklin's natural resources, since these resources play an important role in defining the City of Franklin as a unique community.

In order to form a rational approach to addressing these issues under the Comprehensive Outdoor Recreation Plan element of the Comprehensive Master Plan, natural resources should be distinguished from one another through identification of their different resource categories and components (i.e., floodplains as distinguished from woodlands as distinguished from other features). On the other hand, most crucial of all is an understanding of the various interrelated aspects of the environment and these natural resource features. Since each resource element, or environmental unit, is a component of one or more environmental systems, the protection of each natural resource feature and its function within that system is important.

The public role to be played in natural resource protection logically follows from the essentially public character and impact of these resources. This public character and resource impact, coupled with the fact that the private market often does not adequately consider the protection of these resources, compels the government--in this case, the City of Franklin--to use its police powers to better guide the location, extent, and intensity of development in order to protect the environment insofar as public health, safety, and welfare are concerned.

<i>Resource protection needs to be accomplished while, at the same time, protecting private property rights.</i>
--

Chapter 3 titled "Natural Resource Base Features" of the City of Franklin Comprehensive Master Plan prepared in August 1992 addresses in great detail how natural resource features in the City of Franklin are to be protected through the use of "natural resource protection standards." The use of

this concept is already an integral part of the City of Franklin's Unified Development Ordinance. Further information on these natural resource features, as well as on additional natural resource based features recommended for protection, are also discussed in Chapter 3 and Appendix I of the City of Franklin 2025 Comprehensive Master Plan.

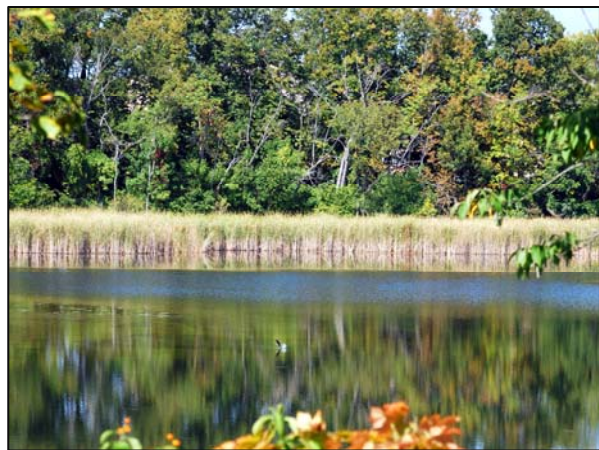
Obviously, natural resources, or environmental limitations such as floodplains or wetlands, are constraints on development in the City of Franklin as well as on specific sites. Since all sites are unique, the presence of these features may dramatically alter the development potential of certain sites within the City of Franklin.

It must be understood that the emphasis relating to land development should be placed on working with the environment and avoiding construction in unsuitable areas which would damage natural resources.

Natural resource protection standards, such as those already in place in the City of Franklin, will continue to assist in enabling the City of Franklin to make environmentally sensitive decisions when reviewing development proposals. Such decisions should result in developments which are both consistent with the standards advanced as well as rational from a natural resource protection standpoint.

The Concept of Natural Resource Features Protection Standards

Chapter 3 titled "Natural Resource Base Features" of the 1992 City of Franklin Comprehensive Master Plan describes the city-wide natural resource features protection standard concept that is also used as the basis for the minimum standards presented in this Comprehensive Outdoor Recreation Plan update. These standards have been established for the protection of the following resources: water bodies including lakes and ponds (based upon size factors); streams; drainage ways; shore buffers; floodlands and floodplains (including 100-year recurrence interval floodplains and floodways); wetlands and shoreland wetlands; both mature and young woodland and forest areas; and steep slopes.



Koepmier Lake

These are the natural resource features which are closely associated with the maintenance of the public health, safety, and welfare of the City of Franklin and which provide the community important benefits--such as privately and publicly held passive recreational open space--which are oftentimes ignored by the private market.

The city-wide natural resource protection standard, as used in this Comprehensive Outdoor Recreation Plan update and in the City's Comprehensive Master Plan, and as set forth in the City of Franklin's Unified Development Ordinance, measures the proportion of the natural features of a site (excluding land occupied by public street rights-of-way), which will remain undeveloped and protected and is specifically designated for natural resource protection. The natural resource protection standards set forth specific minimum numerical levels (or standards) at which the natural resource feature should operate in the City of Franklin. Any development of the land must be done in such a way so that the natural resource continues to function at this minimum level. Natural resource features protection through this method is intended to benefit the City of Franklin as a whole by protecting the natural resource base features, providing (in some instances) passive, privately-owned and/or publicly-owned recreational and open space areas, and by setting forth, or maintaining, the intrinsic natural character of an area. The use of natural resource protection standards does not require the designation of construction techniques or even specific site planning but rather allows the developer to choose his own system of providing for the continuation of the natural resource feature within the parameters of the minimum protection level specified by the natural resource protection standard.

The use of natural resource protection standards as a planning tool represents a sound land use planning approach towards the protection of an area's dwindling natural resource base. Such natural resource loss is typically caused by resource destruction due to growth and development.

The natural resource protection standards used in the City of Franklin are carefully constructed in order to ensure that the standards and resulting regulations are fair relative to both the community's and landowner's interests in order to avoid the "taking" of property or property rights. Balancing mechanisms within the regulatory process can be used--such as the on-site or off-site mitigation of some natural resource features--in order to reduce negative impacts to both the community and the landowner. In addition, the use of natural resource protection standards in both the City of Franklin Comprehensive Master Plan (or its elements, such as this Comprehensive Outdoor Recreation Plan) and its implementing Unified Development Ordinance, provides uniform standards for all land users--including passive and active outdoor recreation areas.

The intent of natural resource protection standards is to allow for the reasonable development of property (located in areas where development is planned to occur) while still preserving those natural resource features which are important to the City of Franklin. In this respect, the city-wide natural resource protection standard can be defined--by providing a method for determining the amount of a resource to be protected--by the following simple equation as it relates to a single natural resource element:

$$\begin{array}{r}
 \text{Natural Resource Protection Standard} \\
 \times \\
 \text{Acres of Land in Resource} \\
 = \\
 \text{Amount of Resource to be Protected} \\
 \times \\
 \text{Acres of Land In Resource} \\
 = \\
 \text{Amount of Resource to be Protected}
 \end{array}$$

An example of how this equation would work, for instance, for the protection of mature woodlands on a site 80 acres in size with 25 acres of such mature woodland areas is shown below. Under this scenario, it is assumed (as a local public policy) that the mature woodlands would be protected under a natural resource protection standard of 0.70.

Where,

$$\begin{array}{rcl}
 \text{Natural Resource Protection Standard} & = & 0.70 \\
 \text{Acres of Land in Resource} & = & 25.0
 \end{array}$$

Then,

$$0.70 \times 25.0 = 17.5$$

Therefore, based upon the above equation, 17.5 acres of the mature woodlands would have to be protected.

In situations where more than one natural resource element are present on the same area of land (i.e., areas where various natural resource features actually overlap), only the most restrictive natural resource protection standard is used for the purposes of protecting all of the affected resource features in the overlapping area. This occurs in the City of Franklin often, particularly in the case of wooded floodplain areas and wetlands which may be located within a 100-year floodplain.

The Comprehensive Master Plan's intended implementing regulations (and more importantly the City's Unified Development Ordinance) have set specific definitions and levels of open space required to protect the City of Franklin's natural resource features as preserved natural open space. Such passive recreational open space areas with protected and preserved natural resource features can be either under private or public ownership. When under *private ownership*, the resources are typically an integral part of a privately-owned outlot, where the resources are protected by conservation/preservation easements, deed restrictions, and protective covenants. When under private ownership, the resources would remain on the City of Franklin's tax rolls with only limited public access. When under *public ownership*, the resources are typically a part of the subject lot or parcel where the resources are also protected by conservation easements, deed restrictions, protective

covenants, and designated by the City as a "Special Park." When under public ownership, the public would be responsible for the continued maintenance of the open space and the public would, therefore, have access to such passive recreational open space areas.

Table 3.6 indicates the City of Franklin's adopted natural resource protection standards which are in addition to the earlier presented public outdoor active and passive recreation standards.

Table 3.6

NATURAL RESOURCE PROTECTION STANDARDS

NATURAL RESOURCE FEATURE	ZONING DISTRICT TYPE					
	Agricultural		Residential (a)		Nonresidential (b)	
	Protection Standard	Mitigation Permitted	Protection Standard	Mitigation Permitted	Protection Standard	Mitigation Permitted
Steep Slopes: 10-19% 20-30% +30%	0% 65% (d) 90% (d)	N/A No No	60% (d) 75% (d) 85% (d)	No No No	40% (d) 70% (d) 80% (d)	No No No
Woodlands & Forests: Mature Young	70% (d)(e) 50% (d)(e)	No No	70% (d)(e) 50% (e)	No Yes	70% (e) 50% (e)	Yes Yes
Lakes & Ponds	100% (d)	No	100%	Yes	100%	Yes
Streams	100% (c)(d)	No	100% (c)(d)	No	100% (c)(d)	No
Shore Buffers	100% (c)(d)	No	100% (c)(d)	No(f)	100% (c)(d)	No(f)
Floodplains/ Floodways	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes
Wetlands & Shoreland Wetlands	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes
Wetland Buffers	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes
Wetland Setbacks	100% (c)(d)	No	100% (c)(d)	No	100% (c)	Yes

N/A = Not Applicable

- (a) Including residential "Planned Development Districts" (or residential portions thereof). Where mitigation is permitted, said mitigation shall meet the intent of Section 15-4.0103 of this Unified Development Ordinance unless specified otherwise in this footnote. Said natural resource protection standards shall not be applicable to essential services and their associated easements (as defined in Section 15-11.0103 of this Ordinance); however, areas of disturbance of natural resource features to provide for said essential services shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction of the essential service(s). Private roads, public rights-of-way for arterial streets, highways, collector streets, and minor streets within the boundaries of a residential development site are considered residential development for the purposes of Part 4 of this Ordinance. See §15-3.0607 for permitted and special uses allowed in the SW Shoreland Wetland Overlay District. Also see §15-9.0110 and §15-10.0208 of this Ordinance for Special Exceptions to the shore buffer, navigable water-related, wetland, wetland buffer and wetland setback requirements of this Ordinance and for improvements or enhancements to natural resource features.
- (b) Including non-residential "Planned Development Districts" (or non-residential portions thereof). Where mitigation is permitted, said mitigation shall meet the intent of Section 15-4.0103 of this Unified Development Ordinance unless specified otherwise in this footnote. Said natural resource protection standards shall not be applicable to essential services and their associated easements (as defined in Section 15-11.0103 of this Ordinance); however, areas of disturbance of natural resource features to provide for said essential services shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction of the essential service(s). Private roads, public rights-of-way for arterial streets, highways, collector streets, and minor streets within the boundaries of a residential development site are considered residential development for the purposes of Part 4 of this Ordinance. See 15-3.0607 for permitted and special uses allowed in the SW Shoreland Wetland Overlay District. Also see 15-9.0110 and 15-10.0208 of this Ordinance for Special Exceptions to the shore buffer, navigable water-related, wetland, wetland buffer and wetland setback requirements of this Ordinance and for improvements or enhancements to natural resource features.
- (c) Except as may otherwise be allowed under this Ordinance, including, but not limited to, its provisions for special exceptions, variances and permitted and special uses. Structural support(s) consisting of piers and/or abutments for bridges shall be allowed to be placed within shore buffers, wetland buffers, and wetland setbacks provided that areas of disturbance of natural resource features to provide for said structural supports shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction. The Permitted and Special Uses set forth within the SW Shoreland Wetland Overlay Zoning District regulations at §15-3.0607 of this Ordinance shall and may be allowed as permitted and special uses within in this natural resource feature, subject to footnote (f), below; provided, however, that areas of disturbance of the natural resource feature to construct such use, though not being a part of the installed structure, shall be restored to the restoration standards of Section 15-4.0102I. of this Ordinance immediately following the construction and that the area of any impermeable surface or other permanent structure installation which permanently displaces any area of a natural resource feature shall be mitigated. Upon the denial of a Special Use application for a listed SW District Special Use, no Special Exception may be subsequently granted for such use.
- (d) Resource protection percentages indicated in this Table represent the portion of the total natural resource feature present on a site which shall be preserved.
- (e) All woodland and forest areas area at all times subject to these natural resource protection standards. The clearing or removal of trees within a woodland or forest area is development and

subject to these natural resource protection standards. All such removal and clearing development shall comply with these natural resource protection standards. Any proposed changes to woodland and forest resources are a change of use and require the issuance of a Zoning Compliance Permit in order to assure that required protection levels are met under the standards set forth under this Unified Development Ordinance.

- (f) Mitigation shall be allowed in shore buffers and streams only in cases of crossings (street, bicycle or pedestrian) which are determined to be in the best interests of the City and which crossings area at or near a 90° angle, measured in conjunction with the methodology set forth in 15-4.0102E. of Part 4 of this Ordinance, to the water resource to be crossed. The area of a shore buffer which is disturbed for a crossing and which area is not restored, shall be mitigated.

Environmental Corridors, Linkages, and Greenways

Using the individual resource protection standards approach to natural resource protection, as described earlier, will assist the City of Franklin in developing the necessary implementation tools. In order to provide the Comprehensive Outdoor Recreation Plan update with an overall environmentally sensitive structure for Plan development, the Environmental Corridors concept advanced by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and the Linkages and Greenways concepts advanced by the City's 2009 Comprehensive Master Plan, are also embraced by the Comprehensive Outdoor Recreation Plan update. Neither the natural resource feature protection standard approach nor the environmental corridors/linkages/greenways approach are mutually exclusive of the other--they work interdependently since each is based upon individual natural resource base features.

Primary and Secondary Environmental Corridors and Isolated Natural Resource Areas.

The environmental corridors and isolated natural resource areas for the City of Franklin are presented in SEWRPC Community Assistance Planning Report No. 176, Sanitary Sewer Service Area for the City of Franklin, Milwaukee County, Wisconsin, dated October 1990, and in SEWRPC Community Assistance Planning Report No. 132 titled A Park and Open Space Plan for Milwaukee County dated November 1991 (see also Maps 9 and 19 of A Park and Open Space Plan for Milwaukee County).

At the time of adoption of this Comprehensive Outdoor Recreation Plan update, only the Primary Environmental Corridors were required to be protected by the City (pursuant to SEWRPC Community Assistance Planning Report No. 176 and Wisconsin Administrative Code NR 121). In addition, the City's recently adopted Comprehensive Master Plan recommends protection of the Secondary Environmental Corridors and Isolated Natural Resource Areas for the southwestern portion of the City.

However, it can be noted that pursuant to Wisconsin Department of Natural Resources and Southeastern Wisconsin Regional Planning Commission policy in regard to Administrative Code NR 121, at such time as the City of Franklin's sanitary sewer service area (as set forth in SEWRPC Community Assistance Planning Report No. 176) is amended or expanded, the City would then be required to protect all Primary and Secondary Environmental Corridors and Isolated Natural Resource Areas within the City of Franklin sanitary sewer service area.

Generally, any use of the land within these natural resource based features (except development involving structures) that does not destroy the underlying natural resource features is permitted. In addition, residential development at an average density of one unit per five acres (excluding lowland natural resources such as floodplains and wetlands), and other development such that no more than 10 percent of the upland portion of the environmental corridor or isolated natural resource area is disturbed, may also be permitted on a case-by-case basis.

SEWRPC's delineated environmental corridors and isolated natural resource areas in the City of Franklin encompass those areas containing concentrations of recreational, aesthetic, ecological, and cultural resources. Such delineated environmental corridors and isolated natural areas should generally be preserved and protected in essentially natural open use. Such areas normally include one or more of the following seven elements of the natural resource base which are essential to the maintenance of both the ecological balance and natural beauty of an area:

- Lakes, rivers, streams, and their associated shorelands and floodlands.
- Wetlands.
- Woodlands.
- Prairie.
- Wildlife habitat areas.
- Wet, poorly drained, and organic soils.
- Rugged terrain and high-relief topography.

Five additional elements which are also considered include: 1) existing park and open space sites; 2) potential park and open space sites; 3) historic sites; 4) scenic areas and vistas; and, 5) natural and scientific areas. A detailed description of how environmental corridors, and their subordinate isolated natural areas, are delineated is presented in the SEWRPC's Technical Record (Vol. 4, No. 2, pp. 1-21).

Primary Environmental Corridors include a wide variety of the important natural resource and resource-related elements and are at least 400 acres in size, two miles in length, and 200 feet in width.

Secondary Environmental Corridors generally connect with primary environmental corridors and are

at least 100 acres in size and one mile in length.

Isolated Natural Resource Areas are at least five acres in size and consist of those smaller concentrations of natural resource base elements that are separated physically from environmental corridors by either open land or development.

A significant primary environmental corridor is located along the Root River in the City of Franklin.

Environmental Corridors & isolated Natural Areas Principle

The primary and secondary environmental corridors and isolated natural areas are a composite of the best individual elements of the natural resource base including lakes, rivers, and streams and their associated floodlands (floodplains and floodways), wetlands, woodlands, wildlife habitat areas, rugged terrain consisting of slopes twelve (12) percent or greater, wet poorly drained or organic soils, and significant geological formations. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, wildlife population enhanced, and continued opportunities provided for scientific, educational, and recreational pursuits.

Goal

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

Primary Environmental Corridors Areas Preservation Standard – All remaining undeveloped lands within the designated primary environmental corridors in the City of Franklin should be encouraged to be preserved in essentially natural, open use.

Secondary Environmental Corridors and Isolated Natural Areas Preservation Standard – All remaining undeveloped lands within the designated secondary environmental corridors and isolated natural areas in the City of Franklin should be considered for preservation as urban or suburban development proceeds and acts as drainage ways, floodwater detention areas, and private or public open space.

Environmental Corridors and Isolated Natural Areas Linkage to Public Parks Standard – To the extent practicable, environmental corridors and isolated natural areas should be linked with public parks located in the City of Franklin.

Linkages and Greenways.

As presented in the 2009 Comprehensive Master Plan, Linkages are those natural resource features and concentrations of natural resources not otherwise protected, such as fallow fields, shrub thickets, hedgerows, etc. and Greenways are those natural resource features and concentrations of natural resources not otherwise protected, such as MMSD Conservation Plan Priority Areas and existing and proposed parkway lands adjacent to environmental corridors. However, it is specifically intended that the level and means of protection of the Linkages and Greenways be less restrictive and more flexible than those associated with the citywide standards and the Environmental Corridors.

Linkages are to be protected in order to maintain, establish, and/or provide additional connections of existing natural resource features, particularly those that may otherwise be isolated from one another.

Linkages are intended to: help elevate the ecological value of the isolated natural resource features; establish a connection matrix of green space; protect habitats; promote wildlife migration and plant dispersal; retain the scenic and rural character of the landscape; and provide opportunities for low intensity activities such as walking, hiking, biking, horseback riding, and wildlife viewing. Linkages must connect two or more existing natural resource features (or concentrations of such features), they shall generally be linear in character, and they can be identified and protected in phases. A higher priority for Linkages shall exist when connecting multiple resources, connecting areas of larger resources, or connecting areas of multiple types of resources. Buffers should be incorporated into these Linkages when appropriate.

Greenways are to be protected in order to provide space for streams and wetlands to function naturally to accommodate stormwater flows, provide effective filter strips along waterways that trap sediment and pollutants that damage water quality, provide opportunities for recreational activities (especially trail-oriented activities), and to provide a sense of open space and visual relief from intensive urban development. Greenways shall generally be linear in character and typically associated with streams, shorelands, and wetlands. The Greenways shall also encompass floodlands, surface water resources, natural area and critical species habitat, wetland prairie soil types, existing and proposed park and open space sites, and existing and proposed recreation corridors and trails.

Open Space Preservation and Protection Principle

Ecological balance and natural beauty are important determinants of the City of Franklin's ability to provide a pleasant and habitable environment for all forms of life and to maintain the City's social and economic well-being. Preservation of the most significant aspects of the natural resource base, that is, environmental corridors, isolated natural areas, and the various resource components which comprise those features contributes to the maintenance of ecological balance, natural beauty, and the economic well-being of the City.

Goals

Protect environmental resources.

The protection of natural, and to a lesser extent agricultural and cultural resources, is intended to achieve many purposes, including: control erosion and sedimentation; promote and maintain the natural beauty of the City; retain as much as possible the rural/suburban character of the City; sustain a high quality and interconnected natural resource network throughout the City; serve as buffers between different land uses and land use densities; and serve as locations for existing and future parks, outdoor recreation sites, and trails.

Objectives

Protect the City's remaining natural resource features.

The preservation of sufficient high-quality open space lands—including environmental corridors and isolated natural areas—for the protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being and environmental quality of the area.

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

Create links between natural areas in the City when developing park areas.

Natural Areas and Critical Species Habitat

The *natural areas and critical species habitat protection* concept is advanced by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in its SEWRPC Planning Report No. 42 titled *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin* dated September 1997 and the *Natural Areas and Critical Species Habitat Plan Update for Southeastern Wisconsin* dated April 2009, and this concept is also embraced by the City of Franklin Comprehensive Outdoor Recreation Plan. The Regional Natural Areas and Critical Species Habitat Protection and Management Plan calls for the protection, wise use, and proper management of those areas identified as high-quality natural areas and critical species habitat.

A "natural area" is defined as those tracts of land or water so little modified by human activity, or which have sufficiently recovered from the effects of such activity, that they contain intact native

plant and animal communities believed to be representative of the pre-European-settlement landscape. Natural area sites may be ranked according to several factors, including diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity, such as logging, grazing, water level changes, and pollution; the commonness of the plant and animal communities present; the size of the area; any unique natural features within the area; and the educational and scientific value. Generally, natural areas contain ecosystems consisting of intricately interactive groups of living species existing in conjunction with their environments. These areas serve as living museums of plants and animals. As such, natural areas need to be protected and preserved in order to assure and preserve biological diversity.

A "*critical species habitat*" is defined as those tracts of land or water which support Federally or State-listed rare, threatened, and/or endangered plant or animal species as defined by State or Federal agencies. These habitats include the abiotic and biotic factors necessary for the long-term support of the critical species population. A Federally-designated endangered species is any species or subspecies designated by the U.S. Congress as being in danger of extinction throughout all, or a significant portion, of its range. A State-designated endangered species is any species native to the State of Wisconsin whose continued existence as a viable component of the State's wild animals or wild plants is determined by the Wisconsin Department of Natural Resources, on the basis of scientific evidence, to be in jeopardy.

Natural Areas and Critical Species Habitat Principle

Natural areas and critical species habitats are important in a number of ways—including economically, insofar as they support advances in agriculture and medicine; functionally, insofar as they enhance surface water and groundwater quality, minimize erosion, and enhance air quality; educationally; recreationally; aesthetically; in basic scientific research; and in maintaining biological and genetic diversity. In a less tangible but equally important way, natural areas and critical species habitats contribute to mental well-being and to the overall quality of human life.

Objective

To maintain social and economic well-being, environmental quality, and biodiversity of the City of Franklin by preserving lands having important natural areas and critical species habitat.

Natural Areas and Critical Species Habitat Preservation Standards – The remaining natural areas and critical species habitat areas should be preserved and protected to the maximum extent practicable.

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