



## CHAPTER 8

### AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

#### INTRODUCTION

The Agricultural, Natural, and Cultural Resources Element is one (1) of the nine (9) elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs for the conservation and effective management of the following natural resources:

- Groundwater
- Forests
- Productive agricultural area
- Environmentally sensitive areas
- Threatened and endangered species
- Stream corridors
- Surface water
- Floodplains
- Wetlands
- Wildlife habitat
- Metallic and nonmetallic mineral resources
- Parks, open spaces, and recreational resources
- Historical and cultural resources
- Community design<sup>1</sup>

In addition, the following comprehensive planning goals related to the agricultural, natural, and cultural resources element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>2</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Preservation of cultural, historic, and archeological sites.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Part 1, page 2, of this Chapter describes conservation funding programs used to preserve agricultural, natural, and cultural resources that are available in the City of Kenosha, including Federal, State, County, and local programs.

<sup>1</sup> Community design recommendations are included in the *Land Use Element* (Chapter 9).

<sup>2</sup> Chapter 1 lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

Included are sources of grant funds for the acquisition, preservation, and development of park and open space sites and the development of trails and bikeways. Information is also provided regarding current practices, programs, and methods used in either the City of Kenosha, Kenosha County, or the State of Wisconsin to preserve agricultural, natural, and cultural resources.

Part 2, page 17, of this Chapter identifies specific issues and sets forth goals, objectives, policies, and programs intended to promote the conservation and effective management of agricultural resources, including productive farmland, and to promote the economic viability of working farms.

Part 3, page 18, of this Chapter identifies specific issues and sets forth goals, objectives, policies, and programs intended to promote the conservation and effective management of natural resources in Kenosha, including significant geological sites, Lake Michigan bluff and ravine areas, nonmetallic resources, watersheds, surface waters, wetlands, floodplains, groundwater resources, woodlands, natural areas, critical and endangered species habitats outside natural areas, critical aquatic habitats, environmental corridors and isolated natural resource areas, and park and open space sites.

Part 4, page 31, of this Chapter identifies specific issues and sets forth goals, objectives, policies, and programs intended to promote the conservation of cultural, historical, and archaeological resources in Kenosha. Additional goals, objectives, policies, and programs are intended to support museums and cultural venues, events, and organizations that promote the arts and heritage of Kenosha and contribute to the quality of life and economy of the City of Kenosha.

## **PART 1: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE PROGRAMS AND CONSERVATION TECHNIQUES**

Federal and State agencies have developed conservation and preservation programs to protect agricultural, natural, and cultural resources. Although there are numerous programs offered by a wide variety of public agencies, the most significant agencies that provide the majority of conservation and preservation programs include the Farm Service Agency (FSA) and Natural Resources Conservation Service (NRCS) (which are agencies of the United States Department of Agriculture (USDA)); the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP); the Wisconsin Department of Natural Resources (DNR); the National Parks Service (NPS), an agency of the U.S. Department of the Interior; and the Wisconsin State Historical Society (WSHS).

Programs that focus on agricultural and natural resources include the Wisconsin Farmland Preservation Program, Soil and Water Resource Management Program (SWRM), Conservation Reserve Program (CRP), Conservation Reserve Enhancement Program (CREP), Environmental Quality Incentives Program (EQIP), and the Wetland Reserve Program (WRP). Federal and State programs are also available to help local governments and nonprofit conservation organizations (NCOs) acquire park and open space lands, and to help local governments provide recreational facilities, including bicycle and pedestrian facilities.

Most programs that assist in cultural preservation primarily provide assistance for the restoration of historic buildings, districts, and landmarks through preservation tax credits, grants, loans, or restoration guidance. In Wisconsin, the WSHS provides assistance for properties designated as either State or Federal historic places, such as those listed on the State or National Registers of Historic Places. Also, the National Trust for Historic Preservation, a private non-profit organization, provides funding through tax credits and matching grants, and provides the Main Street Program that focuses on the historic preservation and revitalization of traditional commercial districts.

### ***Wetlands Reserve Program***

The Wetlands Reserve Program (WRP) is another voluntary program designed to restore and protect wetlands on private property. It is an opportunity for landowners to receive financial incentives to restore wetlands that have been drained for agricultural purposes. Landowners who choose to participate in WRP may sell a conservation

easement or enter into a cost-share restoration agreement with NRCS to restore and protect wetlands. The landowner voluntarily limits future use of the land, yet retains private ownership. The landowner and NRCS develop a plan for the restoration and maintenance of the wetland. This program offers landowners three options; permanent easements, 30-year easements, and restoration cost-share agreements of a minimum 10-year duration.

### ***Wildlife Habitat Incentives Program***

Administered by the NRCS, the Wildlife Habitat Incentives Program (WHIP) is a voluntary program to develop or improve wildlife habitat on private lands. It provides both technical assistance and up to 75 percent Federal cost sharing to help establish and improve wildlife habitat. Landowners agree to work with NRCS to prepare and implement a wildlife habitat development plan which describes the landowner's goals for improving wildlife habitat, includes a list of practices and a schedule for installing them, and details the steps necessary to maintain the habitat for the life of the cost-share agreement. WHIP emphasizes re-establishment of declining species and habitats, including prairie chickens, meadowlarks, sharp-tailed grouse, Karner blue butterfly, smallmouth bass, blue-winged teal, and many other species of grassland birds, reptiles, insects, and small mammals. Some of the opportunities that exist are installing in-stream structures to provide fish habitat, restore prairie and oak savannahs, and brush management and control of invasive species.

Cost shared practices include burning, seeding, and brush management of prairies, grasslands, and savannahs; installing in-stream structures and bank stabilization in streams; and improving timber stands and managing brush on woodlots. Federal or State wildlife agencies or private organizations may provide additional funding or expertise to help complete a project. Contracts normally last a minimum of five (5) years from the date the contract is signed and cost sharing does not exceed \$10,000. Eligible lands must be a minimum of five (5) acres of agricultural or non-agricultural land, woodlots, pasture land, streambanks, and shorelands. Lands currently enrolled in other conservation programs are not eligible to participate in WHIP.

## **U.S. Department of Transportation**

### ***Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) (Formerly the Federal Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21))***

SAFETEA-LU, which governs Federal surface transportation spending through the year 2010, continues the integration of bicycling and walking into the transportation mainstream. It enhances the ability of communities to invest in projects that can improve the safety and practicality of bicycling and walking for everyday travel. SAFETEA-LU provides funding, planning, and policy tools to create more walkable and bicycle-friendly communities.

SAFETEA-LU provides funding for bicycle and pedestrian facilities under a variety of programs. Bicycle projects must be principally for transportation, rather than recreational purposes, and must be designed and located pursuant to the transportation plans required of the State and Metropolitan Planning Organizations.<sup>3</sup> The following summarized programs are administered by the Wisconsin Department of Transportation:

### ***Federal Recreational Trails Program (RTP)***

The U.S. Department of Transportation's Federal Highway Administration (FHWA) provides funding to the DNR to develop and maintain recreational trails and trail-related facilities for non-motorized and motorized recreational uses. The DNR administers the funds as matching grants to acquire or develop land, facilities, or easements for public trails, parks, and outdoor recreation. Funding for the RTP is provided through federal gas excise taxes paid on fuel used by off-road vehicles. Eligible sponsors, which can include towns, villages, cities, counties, tribal governing bodies, school districts, State agencies, Federal agencies, and incorporated organizations, are eligible to receive reimbursement for up to 50 percent of the project costs.

### ***Transportation Enhancement Program (part of the Statewide Multi-modal Improvement Program (SMIP))***

Transportation Enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. The TE program provides up to 80 percent

<sup>3</sup> SEWRPC is the Metropolitan Planning Organization for the seven (7) counties in Southeastern Wisconsin.

matching grants for the implementation of a variety of non-traditional transportation projects, including the restoration of historic transportation facilities, bicycle and pedestrian facilities, landscaping and scenic beautification, and mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways and former rail trails, for example), paved shoulders, bicycle lanes, bicycle route signage, bicycle parking, and overpasses or underpasses.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of Federal funds on trails that allow motorized vehicles, except snowmobiles. SAFETEA-LU's predecessor, TEA-21, expanded the definition of transportation enhancement eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists.

#### *Surface Discretionary Grant Program (part of the Statewide Multi-modal Improvement Program (SMIP))*

The Surface Discretionary Grant Program provides up to 80 percent matching grants to local governments and transit commissions in communities with a population of 5,000 or more residents. Priority is given to projects that promote alternatives to single-occupancy vehicle trips. Funding has gone evenly to transit and bicycle/pedestrian projects in past years. Nearly every bicycle project eligible under the Transportation Enhancement program is also eligible for this program, unless the project will clearly not reduce single-occupant vehicle trips. Funding for bicycle and pedestrian planning is also eligible under this program.

#### *Congestion Mitigation and Air Quality Improvement Program (CMAQ)*

The purpose of the CMAQ Program is to provide up to 80 percent matching grants for projects and programs that reduce motor vehicle travel and/or emissions in areas that have failed to meet air quality standards for ozone, carbon monoxide (CO), or small particulate matter. Bicycle and pedestrian projects are eligible for CMAQ if they reduce the number of vehicle trips and vehicle miles traveled. Almost all bicycle projects eligible for Transportation Enhancement and the Surface Discretionary grant programs are likely to be eligible, but a higher burden of proof that the project will reduce air pollution is required. Non-construction activities such as maps and brochures are also eligible for funding. All local governments in the Southeastern Wisconsin Region are eligible to apply for CMAQ funds.

#### *Highway Safety Improvement Program (HSIP)*

The Highway Safety Improvement Program, formerly the Hazard Elimination Program, provides up to 90 percent matching grants and focuses on projects to improve the safety of locations that have a documented history of crashes. Bicycle and pedestrian projects are eligible for this program.

#### *Surface Transportation Funds-Urban(STP-U)*

Surface Transportation funds provide up to 80 percent matching grants and can be used on a variety of improvement projects, including bicycle and pedestrian projects. These funds have generally been used to provide bicycle and pedestrian improvements when streets or highways are constructed or reconstructed.

#### *Incidental Improvements*

Bicycle and pedestrian projects are broadly eligible for funding from most of the major Federal-aid programs. One of the most cost-effective ways of accommodating bicycle and pedestrian improvements is to incorporate them as part of larger reconstruction, new construction, and some repaving projects. Generally, the same source of funding can be used for the bicycle and pedestrian accommodation as is used for the street or highway improvement, if the bicycle and pedestrian accommodation is "incidental" in scope and cost to the overall project. Most bicycle and pedestrian accommodations within Wisconsin are made as incidental improvements.

## Wisconsin Department of Trade and Consumer Protection (DATCP)

### *Soil and Water Resource Management Program*

DATCP administers Wisconsin's soil and water resource management program (SWRM) under the provisions of Chapter 92 of the *Wisconsin Statutes* and Chapter ATCP 50 of the *Wisconsin Administrative Code*. The SWRM grant program was developed to support locally-led conservation efforts.

Eligible projects applicable to the City of Kenosha include grade stabilization structures, riparian buffers, filter strips, streambank and shoreline protection, water and sediment control basins, well abandonment, and wetland restoration.<sup>4</sup>

## Wisconsin Department of Natural Resources (DNR)

### *Knowles-Nelson Stewardship Fund*

The Knowles-Nelson Stewardship Fund Program was established by the Wisconsin Legislature in 1989 for a ten-year period. The program was renewed for an additional ten (10) years as part of the 1999-2001 Wisconsin State Budget. The goals of the Stewardship Program are to protect and restore nature-based outdoor recreation areas and areas having scenic or ecological value.<sup>5</sup> The Stewardship Program is financed through the issuance of general obligation bonds and is expected to distribute about \$80 million annually Statewide for the ten-year period of the program. The DNR administers the Stewardship Program. The program is an umbrella for a number of subprograms, each with its own goals, priorities, and criteria, which are summarized below. Projects submitted for grants under the Stewardship Program must be included in a locally-adopted park plan.

### *Aids for the Acquisition and Development of Local Parks (ADLP)*

The ADLP Program is a regional allocation program which provides up to 50 percent matching grants to local units of government and nonprofit conservation organizations (NCOs) to provide assistance for the acquisition and development of local parks. NCOs can use these funds for the acquisition of land or easements only. Local governments may use ADLP funds for the purchase of land and easements and the development of outdoor recreation areas for nature-based outdoor recreation purposes.

### *Acquisition of Development Rights*

The Acquisition of Development Rights Program is a Statewide program which provides up to 50 percent matching grants to local units of government and NCOs to acquire development rights (conservation easements) in areas where restrictions on residential, commercial, or industrial development would help protect natural, agricultural, or forestry values and enhance nature-based outdoor recreation.

### *Urban Green Space (UGS)*

The Urban Green Space Program is a Statewide program which provides up to 50 percent matching grants to local units of government and NCOs to acquire or protect scenic, ecological, or other natural features within or near urban areas and provide land for nature-based outdoor recreation, including noncommercial gardening. These funds can be used for the acquisition of land only.

### *Urban Rivers (URGP)*

The Urban Rivers Grant Program is a Statewide program which provides up to 50 percent matching grants to local units of government and NCOs to purchase land or easements, or to develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas. This program is intended to preserve or restore

<sup>4</sup> The USDA adopted a policy in 2005 that prohibits the agency from releasing specific data regarding parcels enrolled in USDA programs, so information cannot be mapped.

<sup>5</sup> The DNR defines "nature-based" outdoor recreation as activities where the primary focus or purpose is the appreciation or enjoyment of nature. Such activities include hiking, bicycling, wildlife or nature observation, camping, nature study, fishing, hunting, picnicking, cross-country skiing, canoeing, and multi-use trail activities. Playgrounds are also considered "nature-based" facilities. Support facilities such as access roads, parking, signs, utility and restroom buildings, and habitat restoration are also eligible for funding under the Stewardship program.



urban rivers or riverfronts for the purpose of revitalization and nature-based outdoor recreation activities. NCOs can use these funds for the acquisition of land or easements only.

#### ***Land and Water Conservation Fund (LAWCON or LWCF) Program***

The Land and Water Conservation Fund (LAWCON) Program was established by the U.S. Congress in 1964 to provide funding for the acquisition of land for park or open space preservation purposes and the development of outdoor recreation facilities. In Wisconsin, LAWCON funds are administered by the DNR. Up to 50 percent of project costs are eligible for funding under this program. A portion of the awarded amount is available to local units of government for the acquisition of land and the development of parks and trails. The “nature-based facilities” restriction in the Knowles-Nelson Stewardship Program does not apply to LAWCON funds.

#### ***River Protection Grant Program***

The River Protection Grant Program, administered by the DNR, is intended to protect or improve rivers and natural river ecosystems, including water quality, fisheries habitat, and natural beauty. The program includes the following two subprograms:

##### ***River Planning Grants***

This program provides grants of up to 75 percent to local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include river organization development, educational efforts, assessments of water quality and aquatic life, and non-point source evaluations. Reimbursement is limited to \$10,000 per project.

##### ***River Management Grants***

This program provides grants of up to 75 percent to local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include purchase of land or easements, development of local ordinances, and restoration of in-stream or shoreland habitat. Reimbursement is limited to \$50,000 per project.

#### ***Urban and Community Forestry Grant Program***

The Urban and Community Forestry Grant Program, administered by the DNR, provides grants of up to 50 percent to local units of government and nonprofit conservation organizations for urban forestry activities. Eligible activities include development of an urban forestry plan or urban open space program, development of a tree ordinance, development of a public awareness program, conducting street tree inventories, and tree planting and maintenance. Reimbursement is limited to \$25,000 per project.

#### ***Wisconsin Managed Forest Law Program***

The Managed Forest Law (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin. Owners of at least 10 acres of contiguous wooded land that is used primarily for growing forest products are eligible to apply for the program through the DNR. Following approval of the application, the DNR prepares a management plan for the property, which will require some timber harvest at prescribed intervals and payment at that time of a “stumpage” tax. The program can provide significant property tax savings for participating landowners.

Under this program, lands enrolled in the “closed” category are not available to the public while the “open” lands are accessible for such recreation activities as hunting, fishing, and cross-country skiing. Enrollment is by contract between the DNR and the landowner; the landowner can choose a 25- or 50-year contract; landowners make payments in lieu of property taxes amounting to less than what the property tax would be; and must consist of at least ten (10) acres of contiguous forest land located in the same municipality. Landowners must agree to follow a forest management plan. The MFL Program was created in 1985, replacing similar programs – the Wisconsin Forest Crop Law Program and Wisconsin Woodland Tax Law Program. Some contracts under the Forest Crop Law Program remain in effect in Wisconsin; all Woodland Tax Law Program contracts have expired. There are no lands enrolled in the MFL Program in the City of Kenosha.

#### *Managed Forest Law Public Access Grant Program*

This public access grant program is available under the MFL program to award grants to local units of government, the DNR, and nonprofit conservation organizations for acquiring easements or purchasing land for public access to offset the impact of closed acreage under the MFL program.

#### ***Lake-Related Programs***

The following lake-related programs are administered by the DNR.

##### *Lake Protection Grants*

The Lake Protection Program provides grants of up to 75 percent, to a maximum of \$200,000, to protect or restore lakes and their ecosystems. Local units of government, tribal governments, lake and sanitary districts, nonprofit conservation organizations, and certain lake associations are eligible for this program. Eligible activities include the acquisition of land or conservation easements to protect lake water quality, the restoration of wetlands tributary to a lake, the development of ordinances to protect water quality, and lake improvement projects included in a DNR-approved lake management plan.

##### *Lake Planning Grants*

The Lake Planning Program provides grants of up to 75 percent, to a maximum of \$10,000, for the preparation of Lake Management Plans and for gathering and analyzing lake-related information. Local units of government, lake and sanitary districts, nonprofit conservation organizations, and certain lake associations are eligible for this program. There are no Lake Management Plans in the City of Kenosha.

##### *Recreational Boating and Facilities (RBF)*

RBF is a State program intended to encourage the development of recreational motorized boating facilities. The program provides up to 50 percent matching grants to local units of government for projects such as boat ramps and piers and support facilities such as parking lots and restrooms. Initial dredging and construction of bulkheads and breakwaters may also be eligible for funding. The Wisconsin Waterways Commission awards RBF grants.

##### *Sport Fish Restoration Act (SFR)*

SFR is a Federal program intended to support restoration of sport fishing habitat and to provide facilities for public access to sport fishing areas, including piers and boat landings. The program provides up to 75 percent matching grants to local units of government to develop fishing piers and public boating access sites.

#### ***Nonpoint Source Pollution Abatement Programs***

Nonpoint source abatement programs<sup>6</sup> are aimed at improving surface water quality (lakes and rivers) by abating pollution caused by stormwater runoff. In addition to the assistance provided by DATCP, the DNR may provide grants to governmental units and special purpose districts to assist the implementation of nonpoint source pollution abatement practices and projects, where pollution abatement cannot be achieved through the implementation of county soil and water resources activities funded under DATCP costshares. Funding is generally targeted to areas such as those listed on the State's list of impaired waters, public health threat situations, and areas considered high priority areas such as outstanding or exceptional resource waters. Programs include the following:

##### *Targeted Runoff Management (TRM) Grant Program*

To help control polluted runoff from both agricultural and urban sites, TRM grants are available to address high-priority resource problems. Eligibility is limited to local units of government, special-purpose districts (i.e., school or stormwater utility districts), tribal commissions, and regional planning agencies. Governmental units may be granted 70 percent of eligible costs for various (urban or rural) best management practices (BMPs), up to a cap of \$150,000. Property purchases (from willing sellers only) granted at 50 percent of DNR-approved appraised value can be included in the \$150,000 grant cap. Funds are disbursed on a reimbursement basis upon completion of the project according to two-year grant contract terms.

<sup>6</sup> For the latest information regarding nonpoint source and water pollution abatement and soil conservation programs, refer to the Wisconsin Legislative Fiscal Bureau (Informational Paper 66, January 2007).

***Urban Nonpoint Source and Storm Water (UNPS&SW) Planning Program***

UNPS&SW grant funds are used to control polluted runoff in urban project areas. Funds are typically awarded for either planning or construction projects. The grant period is two (2) years. Projects funded by these grants are site-specific, serve areas generally smaller in size than a subwatershed, and are targeted to address high-priority problems. An “urban project area” must meet one (1) of these criteria:

- Has a residential population density of at least 1,000 people per square mile,
- Has a commercial or industrial land use,
- Is a portion of a privately owned industrial site not covered by a WPDES permit issued under Chapter NR 216 of the *Wisconsin Administrative Code*, or
- Is a municipally-owned industrial site (regardless of Chapter NR 216 permit requirements).

Governmental units are eligible for a grant even if the governmental unit is covered by a stormwater permit under Chapter NR 216 of the *Wisconsin Administration Code*.

UNPS&SW planning grants can be used to pay for a variety of technical assistance activities. Eligible activities such as stormwater management planning, related information and education activities, ordinance and utility development and enforcement are cost shared at 70 percent. Eligible UNPS&SW construction grant costs may include such projects as stormwater detention ponds, filtration and infiltration practices, streambank stabilization, and shoreline stabilization. Those eligible costs are cost shared at 50 percent up to a maximum of \$150,000. Additional cost-share reimbursements may be available for project design, land acquisition, and permanent easement costs with approval by the DNR regional staff.

Additionally, a municipal flood control and riparian restoration program provides financial assistance for the collection and transmission of stormwater for flood control and riparian restoration under the Urban Nonpoint Program. Grants may be used for developing flood control facilities and structures, purchasing conservation easements on land within a floodway, or flood proofing structures within the 100-year flood plain.

**Wisconsin Department of Transportation*****Rustic Roads Program***

The Rustic Roads Program is used to help citizens and local governments preserve the remaining scenic country roads designated for the leisurely enjoyment of hikers, bikers, and motorists. To qualify for the Rustic Road Program, the road should have outstanding natural features, native vegetation and wildlife, and open areas or agricultural vistas. The road should be lightly traveled, and not scheduled for major improvements which would change its characteristics. Although the Wisconsin Department of Transportation pays the cost of furnishing and installing Rustic Road marking signs, officially designated rustic roads remain under local control and are eligible for state aid the same as any other public street. Currently, there are not any designated Rustic Roads in the City of Kenosha.

**Historic Preservation Programs*****Historic Homeowners Income Tax Credit Program***

The Wisconsin Historical Society administers a 25 percent tax credit program to assist in the repair and rehabilitation of private residences that are listed on the State or National Registers of Historic Places, listed as contributing properties to a State or National Historic District, or deemed eligible for listing on the State register through the tax credit application process. To qualify, a minimum expenditure of \$10,000 must be made over a two- to five-year period, and credits for the repair and rehabilitation are limited to structural work, such as roof replacement, painting, floor leveling, electrical wiring, plumbing, heating, and cooling.

***Wisconsin Barn Preservation Program***

The Wisconsin Historical Society, UW-Extension, and the Wisconsin Historic Trust have developed the Wisconsin Barn Preservation Program to help preserve old wood frame barns and other historically significant rural



structures. Because farmsteads are often converted to residential subdivisions, the program sponsors workshops to explain how such structures could be converted into homes or carefully integrated with residential lots as accessory structures that may function as a garage, storage shed, workshop, studio, den, home occupation business, or simply remain as a reminder of our agrarian heritage. Iowa and New York have programs that help pay for structural repairs of barns, including beams, sills, cabling, and roof work, through grant programs. The Wisconsin Barn Preservation Program is working to establish a similar foundation that would make direct grants for repairs if owners contribute a matching amount.

### ***Main Street Program***

Developed by the non-profit National Trust for Historic Preservation, the Main Street Program is an approach adopted by numerous non-profit and governmental units to revitalize traditional “downtown” commercial districts through preservation and promotion. Main Street programs can be structured in a variety of ways, including as a freestanding nonprofit organization or as part of an existing organization such as a Business Improvement District (BID) or a Community or Economic Development Corporation (CDCs or EDCs). The Main Street Four-Point Approach addresses four (4) distinct areas for commercial district revitalization: design, economic restructuring, promotion, and organization, and, as part of the approach, is generally accomplished on a grassroots or volunteer level. However, the organization, most likely will have at least one employee coordinating tasks. Local Main Street programs may coordinate with local units of government for assistance in preservation and revitalization efforts, or government units may adopt or incorporate the Main Street approach into existing historic preservation, economic development, city management, or community planning programs. Currently, there is not an official Main Street Program in the City of Kenosha.

## **County and Local Programs**

### ***Kenosha/Racine Land Trust***

The Kenosha/Racine Land Trust may purchase lands containing significant natural resources or hold conservation easements for such lands in Kenosha and Racine Counties. This Nonprofit Conservation Organization (NCO), established in 1993, holds conservation easements and monitors the conservation restrictions within these easements. Land trusts help protect land and water resources for the public benefit and are eligible to participate in State grant programs that fund land or conservation easement acquisitions.

## **Other Conservation Programs and Techniques<sup>7</sup>**

In addition to zoning, other conservation programs and techniques that have proven successful in other communities in Wisconsin and across the nation experiencing development pressures may have relevance for the City of Kenosha. These include:

### ***Conservation Easements***

A conservation easement is a legally recorded agreement of deed restrictions that landowners voluntarily place on their property to protect natural, or cultural resources, such as water resources, open space, wildlife habitat, or historic sites, by prohibiting specified uses. For example, most easements restrict uses other than those associated with open spaces and conservancy areas, such as residential, commercial, or industrial uses. Lands remain on the tax rolls, sometimes at a reduced rate. Landowners can sell<sup>8</sup> or donate either a portion or the entire parcel to either a governmental unit or a qualified conservation organization such as a land trust (i.e. the Kenosha/Racine Land Trust) to monitor and enforce the restrictions set forth in the easement. In return, landowners can receive tax benefits for granting easements.

Usually, the terms of an easement are specific and include instructions on allowable uses on the property and the time period set for the easement. Although most conservation easements are permanent, some impose restrictions

<sup>7</sup> Additional information relative to farmland preservation can be found in *Saving American Farmland: What Works*, American Farmland Trust, 1997.

<sup>8</sup> Purchase of development rights (PDR) programs typically involve the placement of a conservation easement on a parcel in return for compensation to the property owner.

for a specified number of years. The easement also legally binds future landowners to the terms set forth in the legally recorded easement attached to the land.

### ***Conservation Subdivisions***

Conservation Subdivision Design, sometimes referred to as Cluster Development Design, involves the grouping of dwellings on a portion of a development parcel in order to preserve the remainder of the parcel in open space. Management options for the open space areas include, among others, preservation of existing natural features, restoration of natural conditions, and continued agricultural use. The open space may be owned by a homeowners association, the local municipality or County, the State, a land trust or other private conservation organization, or the original landowner. Conservation easements and attendant deed restrictions should be used to protect the common open space from future conversion to more intensive uses.

In comparison to conventional subdivision designs, conservation subdivisions afford greater opportunity for preserving open space and maintaining the natural resources of the parcel being developed as illustrated in Figures 8-1, beginning on page 11, and Figure 8-2, page 15. When properly designed, the visual impact of new residential development from surrounding streets and adjoining parcels can be minimized and significant natural features and agricultural lands can be protected from development. Infrastructure installation and maintenance costs may be reduced due to shortened street and utility lengths.

### ***Lot Averaging***

In some cases it may be determined that a cluster development is not appropriate for a particular parcel. In other cases, the community may be uncomfortable with the idea of joint ownership of common open space. In such cases, the community concerned could consider allowing lot averaging as a means of preserving open space or environmentally sensitive areas, as illustrated in Figure 8-3, page 16. Maintaining an overall lower density, the lot sizes would be permitted to vary as long as the lot area that is taken from one lot is transferred to one or more other lots, so that a minimum “average” lot size required by the zoning ordinance is maintained within the development site concerned. Lots within the development larger than the minimum lot size required by the zoning ordinance would be deed restricted to prevent further division. Although no common open space is created, the advantage of lot averaging is flexibility of site design and the ability to concentrate some of the permitted dwellings on smaller lots in certain areas of the development parcel while the remaining dwellings would be located on a few larger lots. Alternatively, a large parcel could be maintained in open space with smaller lots developed with homes. Features of open space or environmentally sensitive areas can be preserved, albeit on private lots.

### ***Purchase of Development Rights (PDR)***

Purchase-of-Development-Rights Programs, or “PDR” programs, represent another potential means to ensure the preservation of open space or environmentally sensitive lands. Under a PDR program, landowners are compensated for permanently committing their land to open space use. Deed restrictions or easements are used to ensure that the lands concerned remain in open space use. Such restrictions are attached to the land and remain in effect regardless of future sale or other transfer of the land.

PDR programs may be administered and funded by State, county, or local units of government, land trusts and other private organizations, or combinations of these. The amounts paid to farmland owners under PDR programs may be calculated on the basis of the number of dwelling units permitted under existing zoning, on the basis of the difference between the market value of the land and its value solely for agricultural purposes, or on some other basis.

**FIGURE 8-1**  
**COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS**

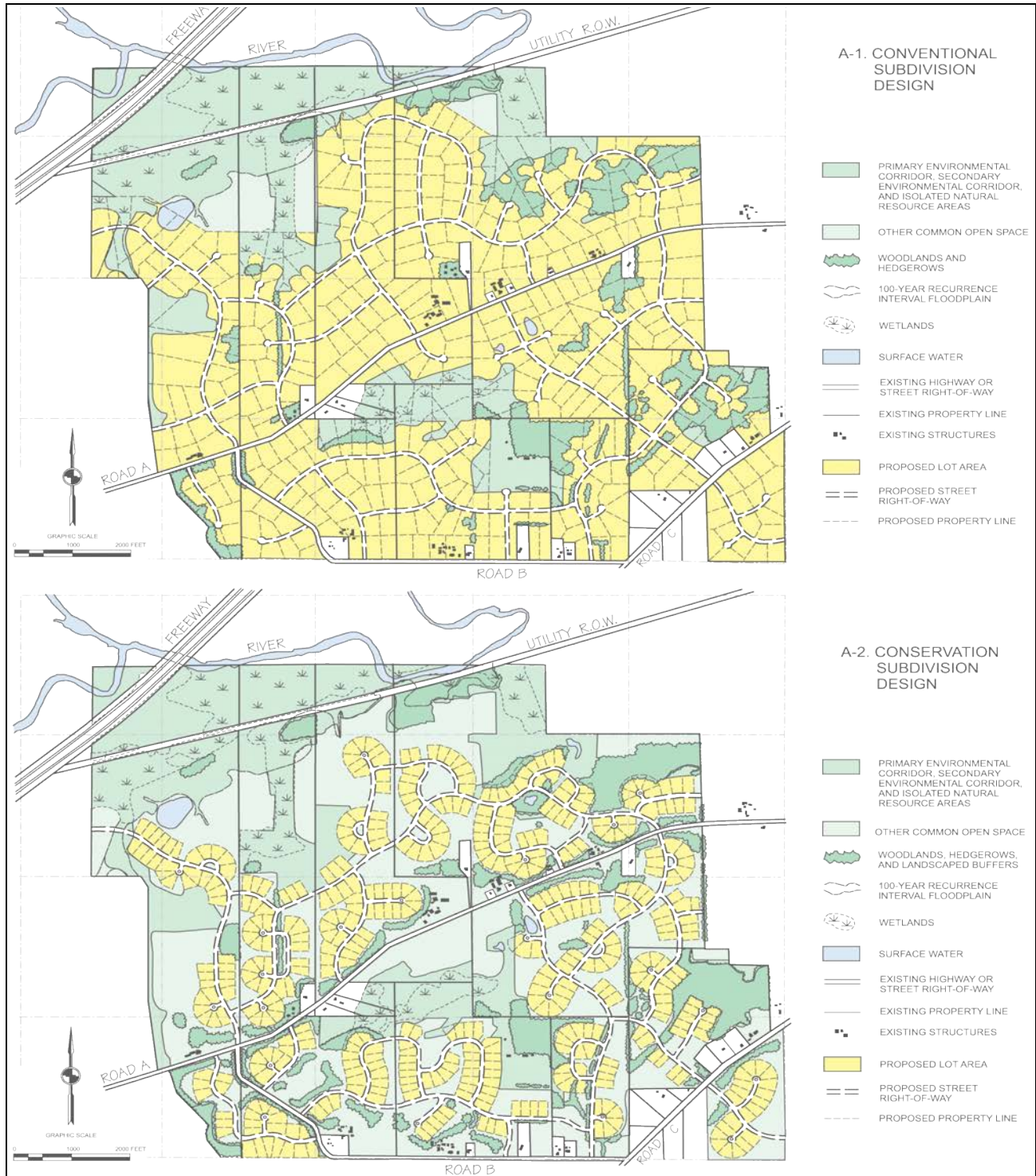
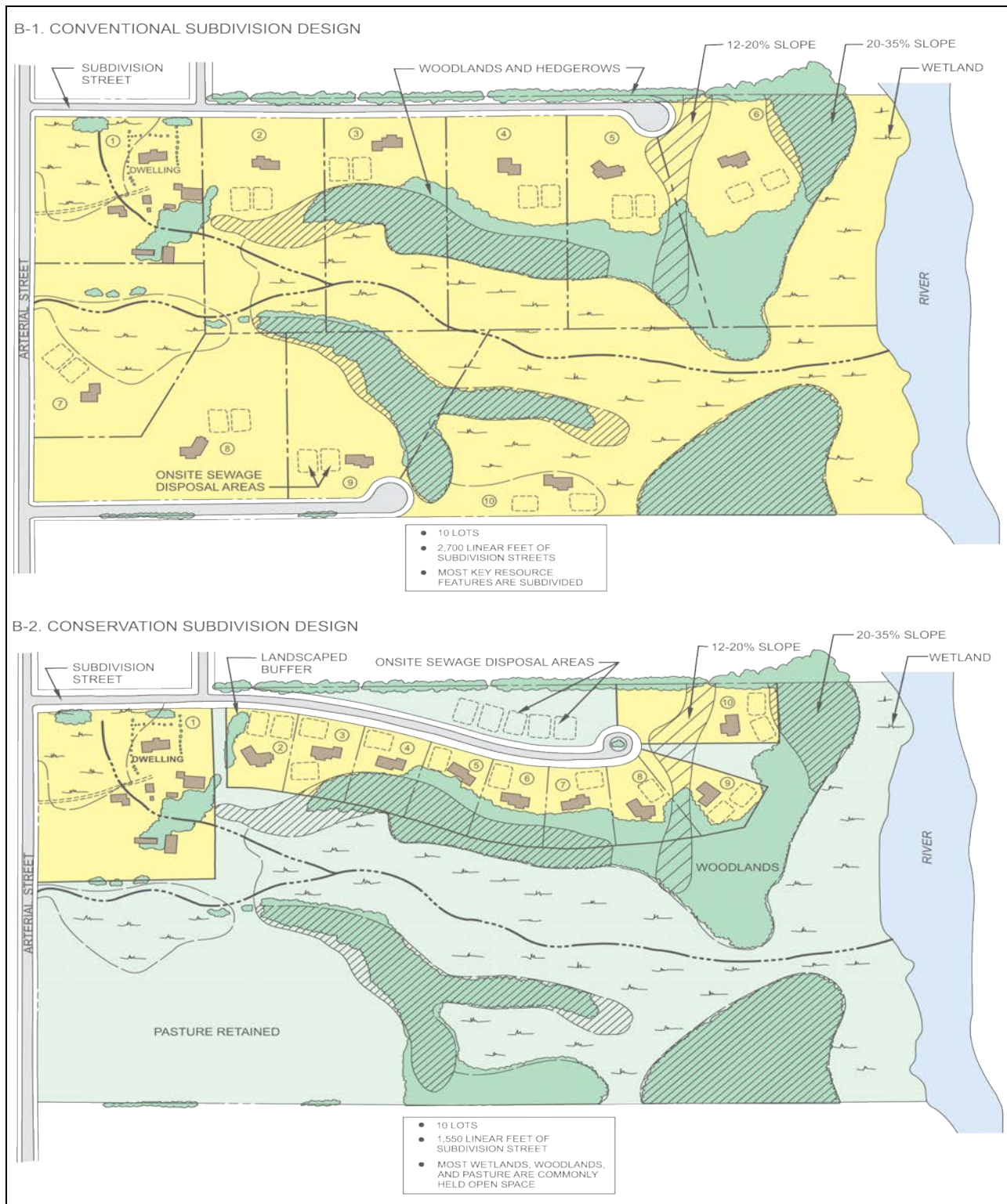




FIGURE 8-1 (CONTINUED)

COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS



**FIGURE 8-1 (CONTINUED)**  
**COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS**

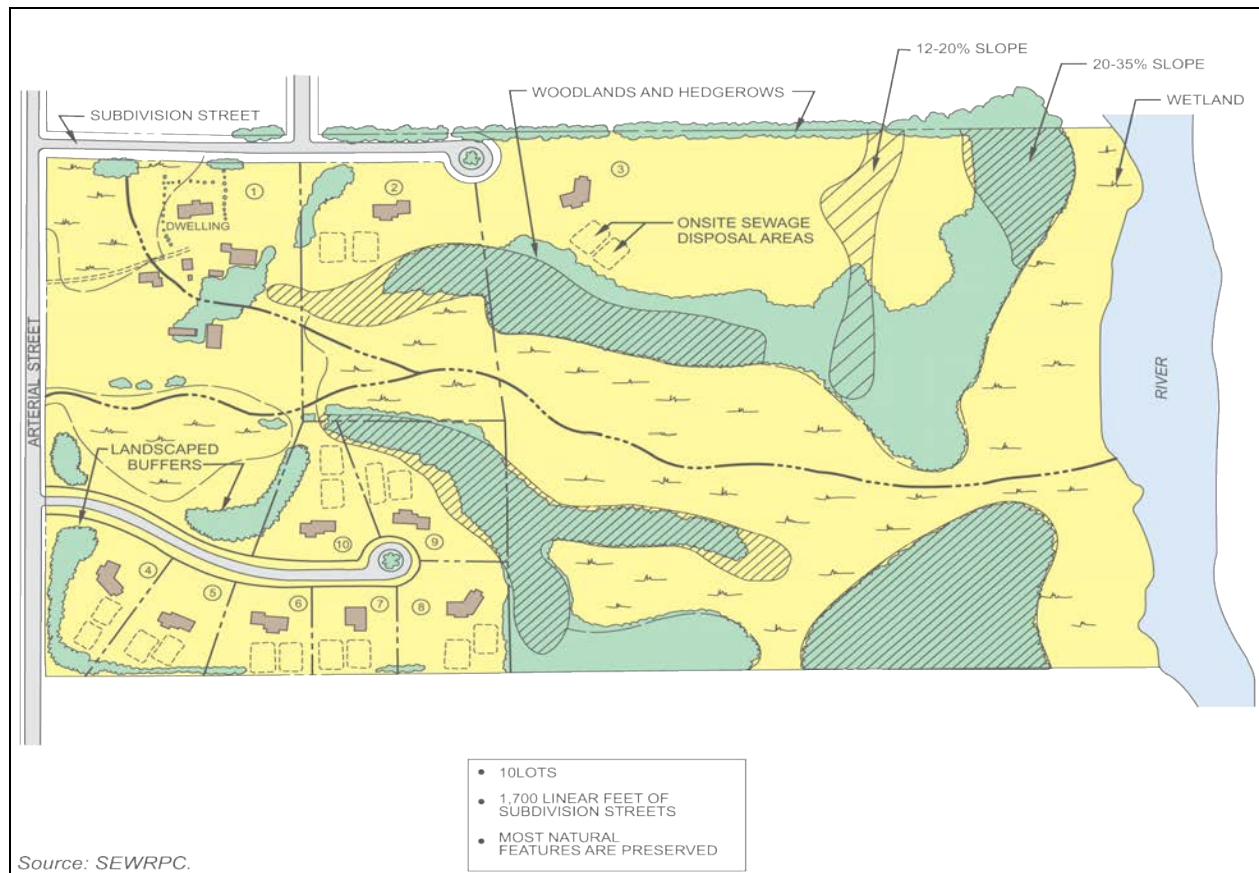




**FIGURE 8-1 (CONTINUED)**  
**COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS**



**FIGURE 8-2**  
**EXAMPLE OF LOT AVERAGING**



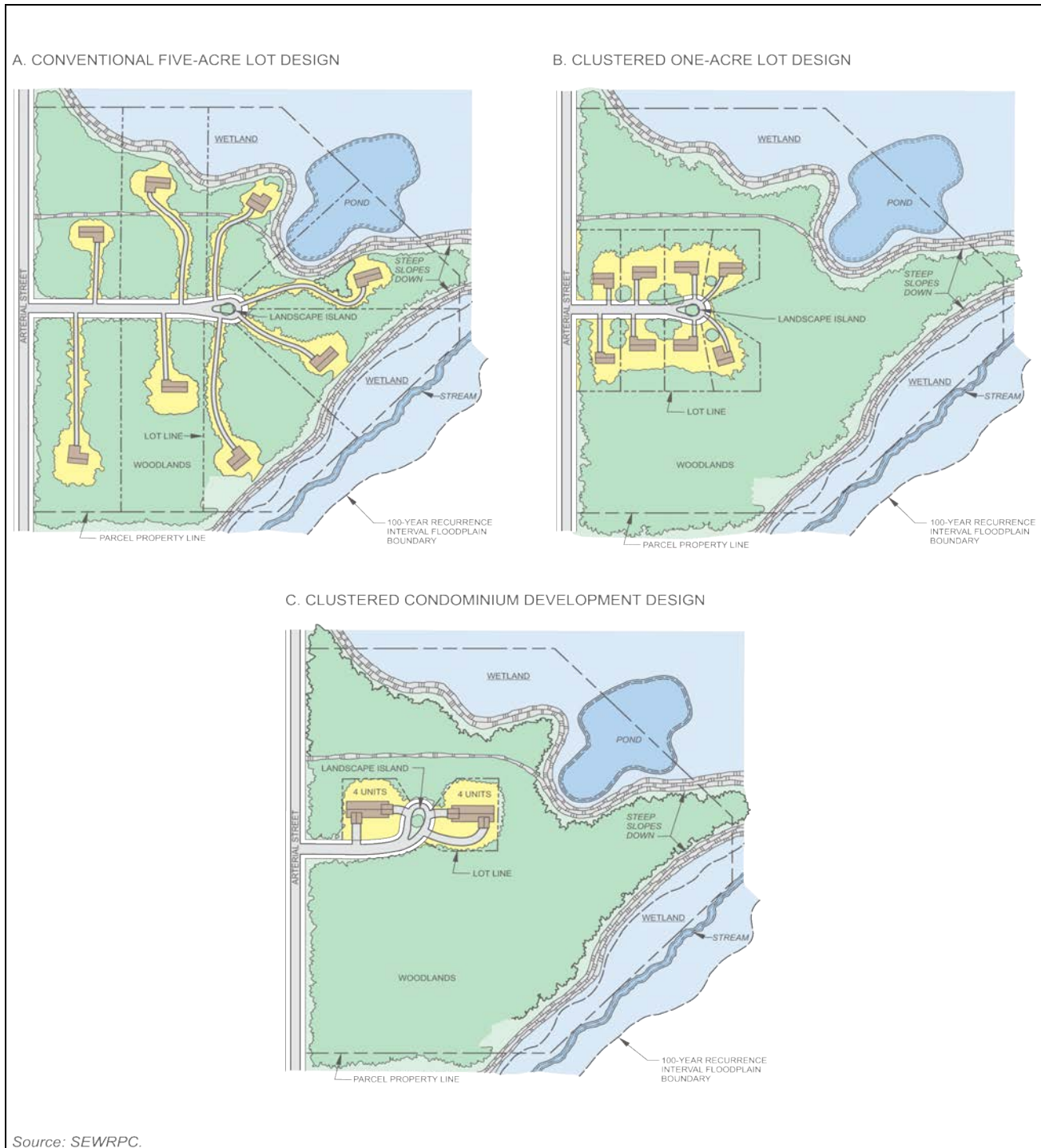
PDR programs provide assurance that land will be permanently retained in open use. Landowners receive a potentially substantial cash payment while retaining all other rights to the land, including the right to continue farming. The money paid to the landowner may be used for any purpose, such as debt reduction, capital improvement to the farm, or retirement income. Lands included in a PDR program remain on the tax roll and continue to generate property taxes. Since the land remains in private ownership, the public sector does not incur any land management responsibilities.

PDR programs have not been widely embraced within the Region to this point. The primary drawback of PDR programs is the potentially high cost. Given the attendant costs, PDR programs should be strategically targeted toward agricultural lands where long-term preservation is particularly important. A PDR program could, for example, be directed at existing land surrounding a public nature preserve or major park in order to ensure a permanent open space buffer around the park or nature preserve.

#### ***Transfer of Development Rights (TDR)***

Under Transfer-of-Development-Rights Programs, or “TDR” Programs, the right to develop a specified number of dwelling units under existing zoning may be transferred from one (1) parcel, which would be maintained in open space use, to a different parcel, where the number of dwelling units permitted would be correspondingly increased. When the parcels are held by the same owner, the development rights are, in effect, simply transferred from one (1) parcel to the other by the owner; when the parcels are held by different landowners, the transfer of development rights involves a sale of rights from one (1) owner to another, at fair market value. In either case, the result is a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development. The transfer of development rights may be permanent or may be for a specific period of time or set of conditions.

**FIGURE 8-3**  
**ALTERNATIVE RESIDENTIAL DEVELOPMENT DESIGNS**  
**COMPATIBLE WITH PRIMARY ENVIRONMENTAL CORRIDORS**



The transfer of development rights may be implemented only if authorized under local zoning. To enable the transfer of development rights, the zoning ordinance must establish procedures by which the TDR technique will be administered, including the formula for calculating the number of residential dwelling units which may be transferred from the “sending” area to the “receiving” area. The zoning district map must identify the sending and

receiving areas, or at least identify the districts within which development rights can be transferred from one parcel to another.

While the creation and administration of a TDR Program is somewhat complicated, the technique remains a potentially effective means for preserving open space and maintaining rural densities, while directing development to areas where it may best be accommodated.

## **PART 2: AGRICULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

This section sets forth agricultural resource goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve agricultural resource goals and objectives; and programs, which are projects or services intended to achieve agricultural resource policies, are also identified. Goals and objectives were developed with the expectation that agricultural uses within the City of Kenosha are temporary uses prior to the lands being developed for an urban use. Furthermore, the City of Kenosha believes that the most effective way of preserving agricultural land, is to ensure an adequate supply of developable land within an area served by municipal utilities to satisfy the demand for housing and businesses.

The following general goals and objectives related to agricultural resources are set forth in the Issues and Opportunities Element (Chapter 7). Planned farmland preservation areas in Kenosha County for the year 2035 are identified on Map 9-2 (Kenosha County Land Use Plan Map: 2035). There are not any farmland preservation areas identified on Map 9-6, City of Kenosha's Land Use Plan Map: 2035. The general goals and objectives are addressed in this Chapter, along with more specific goals and objectives and accompanying policies and programs:

### ***Overall Agricultural Resources Goals and Objectives***

#### **Goals:**

- Allow agriculture and farmlands as temporary uses prior to development or urban uses when provided with municipal utilities.
- Identify and encourage desirable and sustainable agri-businesses and job development.

#### **Objectives:**

- Encourage agricultural uses outside planned urban (sewer) service areas.
- Support county-grown agriculture through farmer's markets and community gardens.

### **Productive Agricultural Areas**

As stated earlier, the City of Kenosha has identified that the most effective way of preserving agricultural land is to ensure there is an adequate supply of developable land within an area served by municipal utilities to satisfy the demand for housing and businesses. Since the entire City of Kenosha is expected to be served by municipal utilities by 2035, Map 9-6 (City of Kenosha Land Use Plan Map: 2035) does not reflect any areas within the planned boundaries of the City of Kenosha as planned farmland preservation areas. However, planned farmland preservation areas are shown outside the City on Map 9-2 (Kenosha County Land Use Map: 2035).

#### **Goal:**

- Encourage a sufficient amount of agricultural land to ensure farming remains viable and sustainable on lands not served by municipal utilities outside the City of Kenosha.

#### **Objectives:**

- Develop methods to identify, protect, and preserve agricultural areas and lands in adjacent towns.



- Develop methods to retain and encourage agriculture as a viable part of the economy such as farmers markets and community gardens.
- Work with adjacent towns to discourage development on productive agricultural lands.
- Encourage preservation of agricultural activity outside planned urban (sewer) service areas.
- Capitalize on agri-tourism amenities.

**Policies:**

- Farmlands in planned urban (sewer) service areas should be encouraged to remain in agricultural use until public sewer and water services are extended to the parcel.
- Encourage niche farming operations in Kenosha County, such as organic farms, orchards, and landscape nurseries in areas not served by public sewer and water service.
- Promote the protection of agricultural land in the surrounding area by accommodating urban development at medium or higher densities within the City sewer service areas.
- Consider limiting the use of Tax Incremental Financing (TIF) districts to convert land from agricultural to urban uses and instead focus on redevelopment and infill areas within developed portions of the City.

**Programs:**

- Support programs to promote an agricultural economic cluster of farming operations and appropriate agri-businesses on lands designated for agricultural use on the County Land Use Plan Map (Map 9-2 in Chapter 9).
- Support a program to market and link Kenosha County agricultural products, including organic products, to restaurants, stores, schools, and group residential facilities (nursing homes, for example).
- Continue to support produce stands and encourage farmer markets in the City of Kenosha.

**PART 3: NATURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

This section sets forth natural resources goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve natural resources goals and objectives; and programs, which are projects or services intended to achieve natural resources policies, are also identified. Goals and objectives were developed using the natural resources data inventoried in Chapter 3, and the general planning issue statements and goals and objectives related to natural resources identified in Chapter 6. Sources of public input, such as the SWOT analysis; Kenosha County Café; planning goals, objectives, principles, and policies from existing County and local plans; input from the nine (9) local comprehensive plan informational meetings; and public comments obtained via the Kenosha County comprehensive planning website and e-mails were also reviewed to identify the agricultural issues to be addressed by the goals, objectives, policies, and programs set forth in this section.

The overall natural resources issues identified in Chapter 7 (Natural Resources Preservation and Protection Issue) indicated a strong desire among residents to preserve natural features. Results from the visioning process indicate that the loss of natural resources due to development is viewed as a threat to the City of Kenosha. Concerns include invasive species, depletion of groundwater supplies and declining water quality, and the perception that air quality is deteriorating. The City of Kenosha residents placed a high priority on preserving existing woodlands, wetlands, and river corridors, and applying stricter regulations for preserving water quality. Natural amenities that provide recreational opportunities are important to City of Kenosha residents, and include Lake Michigan, prairies, and parks. Lake Michigan was viewed as a strength as a natural resource, as a tourism and recreational amenity, and for its potential to serve industry and create jobs. Development and enhancement of greenways and trails, the importance of Lake Michigan to the City of Kenosha, and improving parks and park amenities were recurring themes throughout the visioning process.

The natural resources data collected in Chapter 3 indicates there are significant geological, nonmetallic, surface water, groundwater, forest, plant and animal species habitat, and areas where high concentrations of the best remaining elements of the natural resource base occur (environmental corridors) within the City of Kenosha.



The following general goal and objectives related to natural resources are set forth in the Issues and Opportunities Element (Chapter 7). The general goal and objectives are addressed in this Chapter, along with more specific goals and objectives and accompanying policies and programs.

### ***Overall Natural Resources Goal and Objectives***

#### **Goal:**

- Preserve and enhance the City of Kenosha's natural resources, including Lake Michigan, and park and open space sites.

#### **Objectives:**

- Continue the development of a comprehensive system of parks and open spaces within the City of Kenosha to enhance the quality of the environment and life and to allow City of Kenosha residents adequate opportunities to participate in resource and non-resource-oriented outdoor recreation activities, including water-based outdoor recreation activities.
- Encourage the preservation of natural features and open space as part of future development proposals.
- Protect and enhance natural resource areas, including wetlands, wildlife habitats, woodlands, open spaces, and floodplains.
- Encourage the protection of Lake Michigan's water quality and shoreline.
- Capitalize on natural and recreational tourism amenities.

Further analysis of this data refines the general natural resources issue into the following more specific natural resources issues:

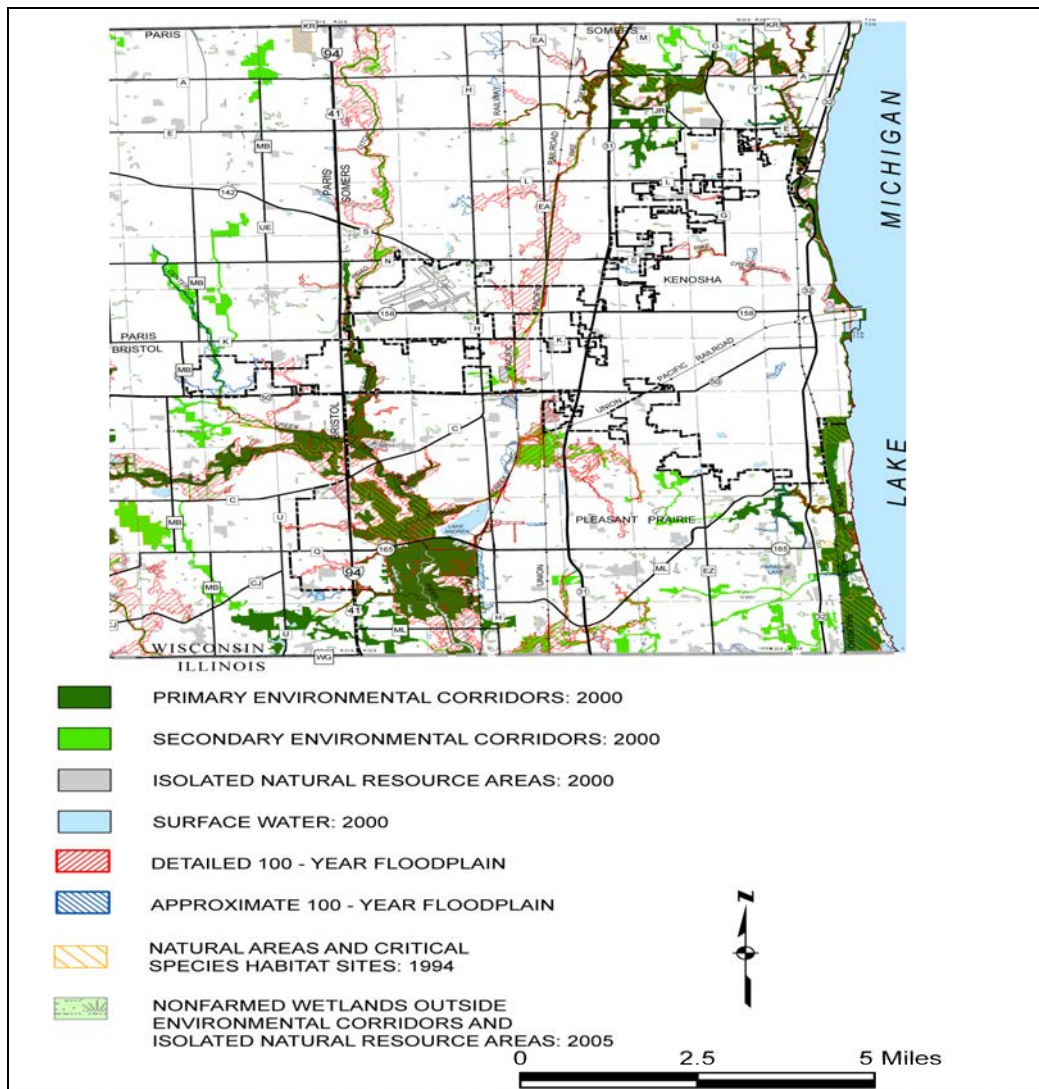
- Environmental Corridors, Natural Areas, and Critical Species Habitats Issue
- Surface and Groundwater Resources and Watersheds Issue
- Floodplain, Wetlands, and Severe Structural and Severe Wet Soils Issue
- Lake Michigan Issue
- Nonmetallic Mineral Resources Issue
- Invasive Species Issue
- Environmental Health Issue
- Parks, Outdoor Recreation, and Open Space Preservation Issue

Each set of goals, objectives, policies, and programs corresponds to a natural resources issue listed above. Natural resource recommendations for local government consideration have also been prepared.

### ***Environmental Corridors, Natural Areas, and Critical Species Habitats Issue***

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in which concentrations of the best remaining elements of the natural resource base occur. It has been recognized that preservation of these areas is essential to both the maintenance of the overall environmental quality of the City of Kenosha and to the continued provision of amenities required to maintain a high quality of life for residents. Environmental corridors and other natural resource areas encompass these areas and are shown on Map 8-1, page 19.

**ENVIRONMENTAL CORRIDORS AND OTHER NATURAL RESOURCES IN KENOSHA COUNTY**



Source: Federal Emergency management Agency, Wisconsin Department of Natural Resources, and SEWRPC

Environmental corridors often encompass natural areas, which are defined as tracts of land or water so little modified by human activity that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement, and critical species habitat sites (terrestrial and aquatic), which are located outside of natural areas but are important for their ability to support rare, threatened, or endangered plant or animal species. While these sites are almost always located in environmental corridors, there are limited exceptions. Map 8-1 shows natural areas and critical species habitat sites in the City of Kenosha.

The resources encompassed by environmental corridors and isolated natural resource areas have been identified through many sources of public input as vital to the future; therefore, protection of these areas has been identified as a high priority through the comprehensive planning process. Preservation of natural areas was also specifically identified as an opportunity during the County SWOT analysis.

While the environmental corridor network includes sizable areas (areas of five (5) acres or larger) of remaining natural resources, other smaller areas can also contribute to the environmental quality of the City of Kenosha by providing small areas for wildlife, plant habitat, and/or open space. Such areas can include common open space

in conservation subdivisions managed for natural resource protection, and, in some cases, backyards that are designed to attract birds, butterflies, and other wildlife.

**Goals:**

- Preserve primary environmental corridors, secondary environmental corridors, natural areas, and isolated natural resource areas.
- Preserve critical species habitat sites and critical aquatic sites located outside of natural areas.
- Preserve habitat for native plants and wildlife by protecting environmental corridors, isolated natural resource areas, and wetlands and surface waters located outside such corridors and isolated natural areas.
- Preserve significant geological areas.

**Objectives:**

- Provide for permanent protection of primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, and critical species habitat and aquatic sites outside of natural areas<sup>9</sup> identified in associated Chapter 3 inventory maps and Map 8-1, page 20.
- Preserve “natural” character and vistas.
- Encourage the preservation of open spaces and natural resources as part of future development proposals.

**Policies:**

- Discourage incompatible land uses in environmental corridors, isolated natural resource areas, natural areas, floodplains, wetlands, and critical species habitat sites. Uses considered compatible with environmental corridors and isolated natural resource areas, and guidelines for such uses, are provided in Table 8-1, page 22. Figures 8-3, page 16 and 8-4, page 25, illustrate and recommend use of open space and conservation designs concepts if urban development is allowed on lands containing environmentally sensitive features.
- Encourage the protection of environmental corridors, natural areas, and critical habitat sites through public and NCO fee simple purchase and conservation easements.
- Work to implement strategies regarding the preservation and protection of woodlands, environmental corridors, natural areas, and critical species habitat sites recommended in the *Kenosha County Park and Open Space Plan*, including updates to the plan.
- Encourage the preservation of natural resources outside the environmental corridor network.

**Programs:**

- Promote use of State and Federal preservation programs
- Continue to protect lowland portions of environmental corridors and other lowland areas, including wetlands, through enforcement of C-2 district regulations set forth in the City of Kenosha Zoning Ordinance.
- Continue to protect upland portions of environmental corridors and other upland areas through enforcement of C-1 district regulations set forth in the City of Kenosha Zoning Ordinance.
- Continue to work with the Kenosha/Racine Land Trust and other NCOs to protect primary environmental corridors, natural areas, and critical species habitat sites.
- Continue to implement the recommendations for acquisition and management of natural areas, critical species habitat sites, and significant geological areas as set forth in the Natural Areas of Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin.
- Support Kenosha County Land and Water Conservation Division (LWCD) to develop an educational program and distribute educational materials regarding techniques to protect Kenosha County's environmental corridors, natural areas, and critical species habitat sites through fee simple acquisitions and conservation easements. The educational program focus should include local governments and NCOs.

<sup>9</sup> Primary environmental corridors, secondary environmental corridors, isolated natural resources areas, natural areas, and critical species habitat and aquatic sites outside of natural areas will be referred to as “environmental corridors, natural areas, and critical species habitat sites” in the report.

- Continue to protect environmental corridors through the Conditional Use Permit (CUP), Site Plan Review, and Land Division Review processes.

**TABLE 8-1  
GUIDELINES FOR DEVELOPMENT CONSIDERED COMPATIBLE WITH ENVIRONMENTAL  
CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS**

Component Natural Resource and Related Features within Environmental Corridors <sup>a</sup>	Permitted Development															
	Transportation & Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)										Rural Density Residential Development (see General Development Guidelines below)	Other Development (see General Development Guidelines below)
	Streets and Highways	Utility Lines and Related Facilities	Engineered Storm-water Mgmt. Facilities	Engineered Flood Control Facilities <sup>b</sup>	Trails <sup>c</sup>	Picnic Areas	Family Camping <sup>d</sup>	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking		
Lakes, Rivers, and Streams	-- <sup>e</sup>	-- <sup>f,g</sup>	--	-- <sup>h</sup>	-- <sup>i</sup>	--	--	X	X	--	--	--	--	--	--	--
Shoreland <sup>d</sup>	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--
Floodplain <sup>t</sup>	-- <sup>l</sup>	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--
Wetland <sup>m</sup>	-- <sup>l</sup>	X	--	--	X <sup>n</sup>	--	--	--	X	--	-- <sup>o</sup>	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--
Woodland	X	X	X <sup>p</sup>	--	X	X	X	--	X	X	X	X	X	X	X <sup>q</sup>	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	-- <sup>r</sup>	--	--	--	--	X <sup>s</sup>	X	--	--	--	--	--
Prairie	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--
Historic Site	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	X	--	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--	-- <sup>q</sup>	--	--	--	--	--	--	--	--	--	--	--

NOTE: An “X” indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one (1) of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

**APPLICABILITY**

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term “environmental corridors” refers to primary and secondary environmental corridors and isolated natural resource areas.

*Under the regional plan:*

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use – in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

**GENERAL DEVELOPMENT GUIDELINES**

- Transportation and Utility Facilities: All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions. The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- Recreational Facilities: In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases, however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis. The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- Rural Density Residential Development: Rural density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor

acreage within the site, less the acreage covered by surface water and wetlands, by five (5). The permitted housing units may be in single-family or multi-family structures. When rural residential development is accommodated, conservation subdivision designs are strongly encouraged.

- **Other Development:** In lieu of recreational or rural density residential development, up to ten (10) percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban-density residential development and certain commercial and other urban development under all of the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development is compatible with and does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by site basis. Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable over accommodating scattered homesites and attendant access roads at an overall density of one (1) dwelling unit per five (5) acres throughout the upland corridor areas.
- **Pre-Existing Lots:** Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the Land Use Plan.
- All permitted development presumes that sound land and water management practices are utilized.

#### FOOTNOTES

*a The natural resource and related features are defined as follows:*

**Lakes, Rivers, and Streams:** Includes all lakes greater than five (5) acres in area and all perennial and intermittent streams as shown on U.S. Geological Survey quadrangle maps.

**Shoreland:** Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

**Floodplain:** Includes areas, excluding stream channels and lake beds, subject to inundation by the 100-year recurrence interval flood event.

**Wetlands:** Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

**Wet Soils:** Includes areas covered by wet, poorly drained, and organic soils.

**Woodlands:** Includes areas one (1) acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

**Wildlife Habitat:** Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

**Steep Slope:** Includes areas with land slopes of 12 percent or greater.

**Prairies:** Includes open, generally treeless areas which are dominated by native grasses; also includes savannahs.

**Park:** Includes public and nonpublic park and open space sites.

**Historic Site:** Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

**Scenic Viewpoint:** Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

**Natural Area and Critical Species Habitat Sites:** Includes natural areas and critical species habitat sites as identified in the Regional Natural Areas and Critical Species Habitat Protection and Management Plan.

*b Includes such improvements as stream channel modifications and such facilities as dams.*

*c Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of natural resources.*

*d Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.*

*e Certain transportation facilities such as bridges may be constructed over such resources.*

*f Utility facilities such as sanitary sewers may be located in or under such resources.*

*g Electric power transmission lines and similar lines may be suspended over such resources.*

*h Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.*

*i Bridges for trail facilities may be constructed over such resources*

*j Consistent with Chapter NR 115 of the Wisconsin Administrative Code.*

*k Consistent with Chapter NR 116 of the Wisconsin Administrative Code.*

*l Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands.*

*Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.*



*m Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.*

*n Only an appropriately designed boardwalk/trail should be permitted.*

*o Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.*

*p Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.*

*q Only if no alternative is available.*

*r Only appropriately designed and located hiking and cross-country ski trails should be permitted.*

*s Only appropriately designed, vegetated, and maintained ski hills should be permitted.*

Source: SEWRPC.

### **Surface and Groundwater Resources and Watersheds Issue**

Surface waters, including streams, rivers, and Lake Michigan, greatly enhance the aesthetic quality of the environment in the City of Kenosha and constitute a focal point for water-related recreational activities. An adequate supply of groundwater for domestic consumption is essential for urban and rural development. Both surface water and groundwater quality are readily susceptible to degradation through improper land development and management. Surface water quality can be degraded by excess pollutant loads, including nutrient loads, from manufacturing and improperly located onsite wastewater treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites and impervious surfaces; careless agricultural practices; careless lawn maintenance practices; excessive development of riparian areas; and inappropriate filling of wetlands. Groundwater quality can be degraded by the loss of groundwater recharge areas (potential groundwater recharge areas identified through the regional water supply study<sup>10</sup> are shown on Map 3-15 in Chapter 3), excessive or overly concentrated pumping, inappropriate or poorly maintained onsite wastewater treatment systems, surface water pollution, and careless agricultural practices. Developing methods to protect both surface water and groundwater resources has been identified as important in all areas of public input gathered during the comprehensive planning process, including the SWOT analysis and local informational meetings. These resources are vital to the preservation of the natural and high quality urban development in the City of Kenosha.

Lakes, rivers, and Lake Michigan, recognized as a global resource, were specifically identified as strengths during the SWOT analysis. Lake Michigan is one of five (5) Great Lakes, which together hold ten (10) percent of the world's fresh water. Lake Michigan has been identified as an important resource because of the County's location east of the sub-continental divide, which runs through the Southeastern Wisconsin Region. Three (3) of the five (5) major watersheds located in the County are part of the Great Lakes – St. Lawrence River drainage system. Under the terms of the Great Lakes Compact, all of Kenosha County and its city, villages, and towns have access to Lake Michigan as a source of water. While the County currently relies heavily on groundwater resources for water supplies, the City of Kenosha has unlimited access to a vast source of water if needed in the future. Protection from pollution is vital to maintaining the water quality of Lake Michigan, inland surface water resources, and groundwater resources, which will have a great impact on the City of Kenosha's future.

#### **Goals:**

- Encourage integrated water resource management of surface water and water dependent natural resources.
- Protect and enhance surface water quality.

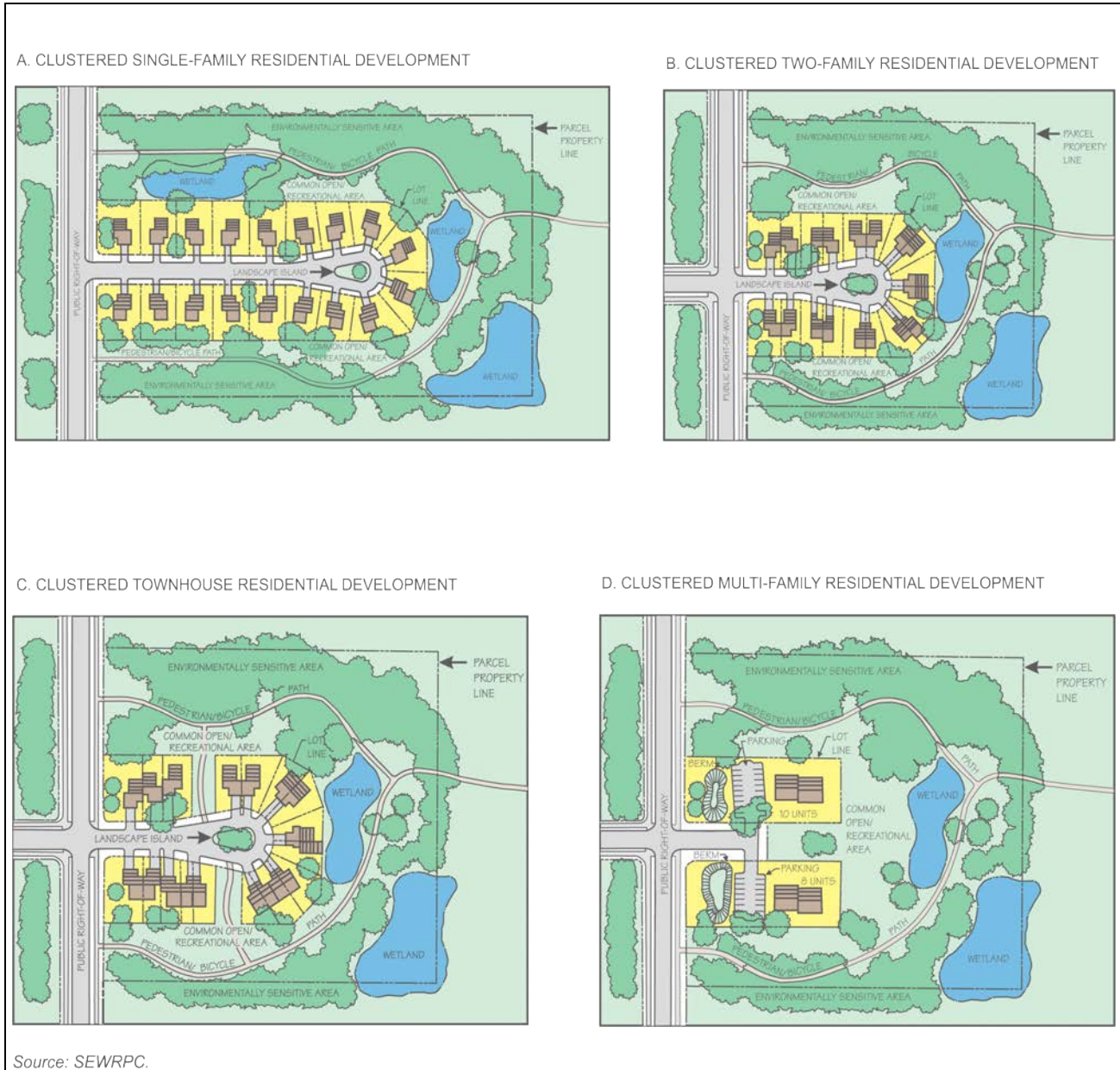
#### **Objectives:**

- Reduce sedimentation, pollution, and eutrophication<sup>11</sup> of lakes, rivers, and streams.
- Ensure surface water resources, including Lake Michigan, remain a recreational focal point.
- Protect groundwater quality and quantity from inappropriate onsite waste treatment systems, surface water pollution, and careless agricultural practices.

<sup>10</sup> SEWRPC Planning Report No. 52, A Regional Water Supply Plan for Southeastern Wisconsin, (study underway).

<sup>11</sup> Eutrophication is caused by the increase of chemical nutrients, typically compounds containing nitrogen or phosphorus, in an ecosystem. Eutrophication typically occurs when nutrient pollution is released into water bodies and results in enhanced growth of phytoplankton (an algal bloom), which disrupts normal functioning of the ecosystem.

**FIGURE 8-4**  
**ALTERNATIVE RESIDENTIAL DEVELOPMENT DESIGNS**  
**COMPATIBLE WITH ENVIRONMENTALLY SENSITIVE AREAS**



**Policies:**

- Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to effectively meet the wastewater disposal and stormwater runoff control needs of the City of Kenosha.
- Encourage recreational use of surface water resources by residents and tourists.
- Encourage eco-tourism.
- Support the development of land use patterns, water supply infrastructure, including operational improvements, to effectively meet the water supply needs.

**Programs:**

- Support and, where applicable, implement sanitary sewer and stormwater management standards recommended in the regional water quality management plan update and subsequent amendments.
- Develop a public educational program and distribute educational materials to the public regarding non-point and point source pollution.
- Encourage the development of a Pharmaceutical Collection Program.
- Continue the Hazardous Household Waste Collection Program.
- Continue to encourage natural buffers along all watercourses.
- Ensure Compliance with NR 216 of the *Wisconsin Administrative Code* through plat and zoning reviews, including construction site pollutant control (including plan review and compliance inspections) and post-construction stormwater management (including plan review and compliance inspections.)
- Assist SEWRPC and other government agencies with implementation of the Regional Water Quality Management Plan.
- Develop methods to promote water resources to tourists, such as water trails, shown on Map 8-2, page 27.
- Support the Kenosha Area Convention and Visitors Bureau.
- Require public access to applicable water resources as required under Chapter 236 of the Wisconsin Statutes as part of the City of Kenosha Land Division Review process.
- Work with Kenosha County Health Department on beach water quality monitoring.
- Continue to implement Chapter 32, Kenosha Water Utility Ordinance of the City of Kenosha Code of General Ordinances, which includes regulation of Private On-site Waste Treatment Systems (POWTS).
- Encourage the preservation of natural resources, land development, and stormwater management practices such as the use of permeable pavement, set-aside open space, landscaping with drought-tolerant plants (i.e. native plants) and landscape mulch versus turf/grass, rain gardens, and bio-swales should be integrated into the site design and development to help preserve groundwater recharge capability.
- Develop methods to inventory existing abandoned wells and ensure that they are properly abandoned.
- Support and, where applicable, implement desirable objectives, principles, and standards recommended by the regional water supply plan.
- Require the use of Best Management Practices (BMPs) to reduce stormwater runoff, such as rain gardens and permeable pavement.
- Continue to implement the City of Kenosha's "Wet" Basin policy.

***Floodplain, Wetlands, and Severe Structural and Severe Wet Soils Issue***

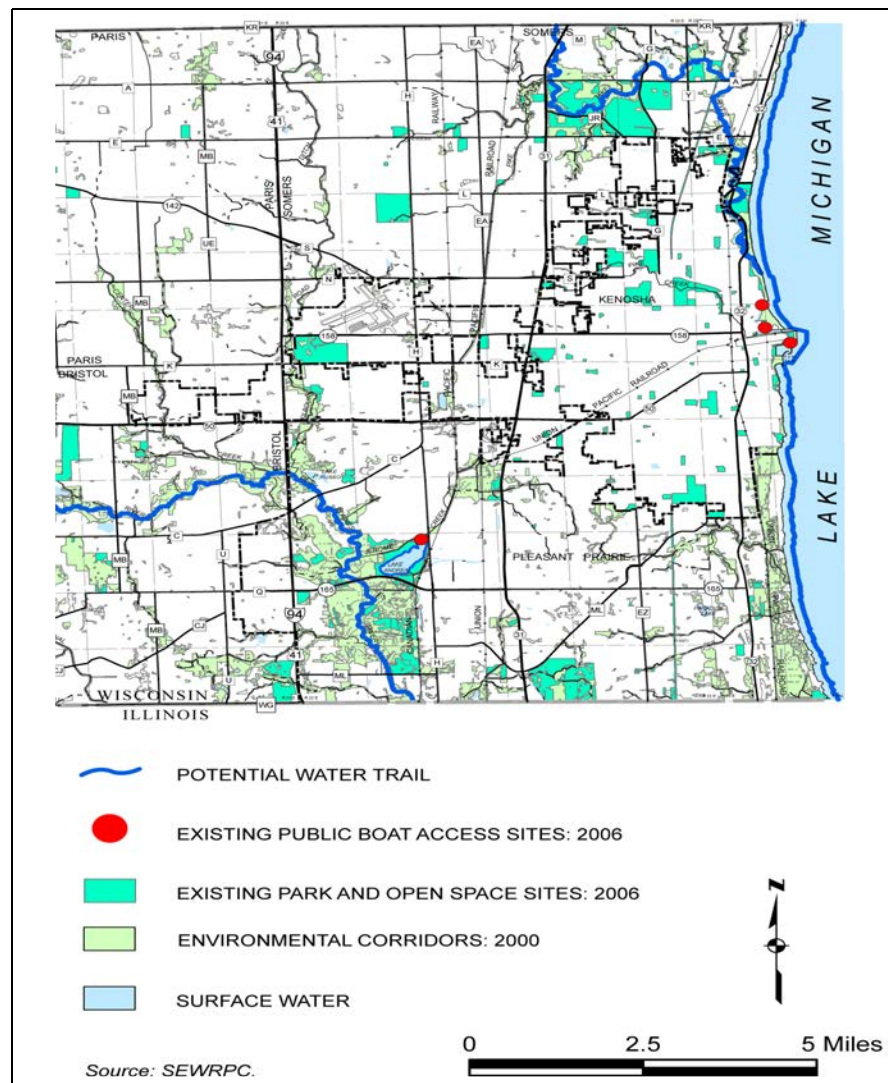
Floodplains, wetlands, and saturated soils have been identified as areas to protect from urban uses because of their incompatibility with urban development and their significant ecological importance. Floodplains are the wide, gently sloping areas typically lying on both sides of a river or stream channel and the channel itself which hold the flow of the channel during flood events. For planning and regulatory purposes, the floodplain is defined as those areas subject to inundation by the 100-year recurrence interval flood event. They are not well suited to urban development because of flood hazard, high water tables, poorly suited soils, and because development in a floodplain may adversely affect flooding further downstream.

Soils in wetland areas are not well suited for urban or agricultural uses. Wetlands also have important ecological value. They contribute to flood control and water quality enhancement because they naturally serve to temporarily store excess runoff, thereby reducing peak flows and trapping sediments, undesirable nutrients, and other water pollutants. Wetlands are also important groundwater recharge and discharge areas. In addition, they provide breeding, nesting, resting, and feeding grounds for many forms of wildlife. Soils that are saturated with water or have high water tables, also known as hydric soils or severe structural or severe wet soils, are also poorly suited for urban development because they can cause wet basements and poorly functioning septic tank absorption fields. These soils can serve as important locations for restoration of wetlands, wildlife habitat, and stormwater detention. Saturated soils are often associated with wetlands, but may also be located outside of wetlands, particularly where tilled to drain the land for farming.



## MAP 8-2

## POTENTIAL WATER TRAILS FOR MAJOR LAKES AND RIVERS IN KENOSHA COUNTY

**Goals:**

- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Protect floodplains from incompatible lands uses.
- Protect wetlands from destruction and degradation.
- Encourage urban development to be located on soils suitable for such development.

**Objectives:**

- Guide urban development away from floodplains, wetlands, and saturated (hydic) soils.
- Protect wetlands from pollution.

**Policies:**

- Restrict urban land uses and other incompatible land uses and structures in areas identified as floodplains and wetlands on Map 3-13 in Chapter 3 and any subsequent update to floodplain and wetland delineations. Require mitigation (creation of new wetlands or enhancement of existing wetlands) if

wetlands are destroyed as part of a development project in accordance with State and Federal requirements.

- Discourage urban land uses in areas identified as severe structural or severe wet soils on Map 3-2 in Chapter 3.
- Seek to minimize the use of fill in floodplains for new construction, and continue to require compensatory flood storage areas when floodplain areas are filled.
- Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to protect wetlands from pollution.

**Programs:**

- Incorporate the updated floodplain mapping from the DNR and FEMA into the City of Kenosha zoning maps.
- Continue to administer and enforce floodplain and shoreland regulations included in the City of Kenosha Zoning and Shoreland/Floodplain Zoning Ordinance.
- Continue to implement ordinance requirements related to land suitability to avoid inappropriate development on severe structural or severe wet soils.
- Continue to apply for available Federal and State flood mitigation grant funds.
- Continue to partner with the NRCS, DNR, U.S. Fish and Wildlife Service (USFWS), and non-profit organizations such as Ducks Unlimited to promote wetland creations, enhancements, and restorations.
- Continue to encourage the use of the Targeted Runoff Management (TRM), Urban Nonpoint Source and Storm Water (UNP&SW) and Wetland Reserve Program (WRP).
- Consider participation in the Potentially Restoreable Wetlands (PRW) Planning and Prioritization Program.
- Promote wetland creations, enhancements and restorations.
- Develop a municipally-owned wetlands mitigation bank in the City of Kenosha.

**Lake Michigan Issue**

Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of land located along Lake Michigan. Unstable bluff areas are not compatible with urban uses and should be protected from development. It is also important to protect Lake Michigan, which is a National resource, from degradation by threats such as point and non-point pollution sources. The proximity of the City of Kenosha to Lake Michigan was identified during the SWOT analysis as a strength due to its recreational resources and as a source of water for consumption in the City of Kenosha. Loss of water supply was identified as a threat during the SWOT analysis.

**Goals:**

- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Protect Lake Michigan's water quality and shoreline, including Lake Michigan bluffs.

**Objectives:**

- Protect land from Lake Michigan bluff erosion.
- Protect and enhance Lake Michigan water quality.

**Policies:**

- Implement strategies regarding water resources including protecting and enhancing Lake Michigan water quality.
- Restrict urban land uses and other incompatible land uses and structures in bluff areas.
- Encourage eco-tourism.



**Programs:**

- Work to establish boat cleaning stations to limit the spread of invasive aquatic species (see related programs in “Invasive Species Issue and Recommendations” section).
- Encourage the Wisconsin State Legislature to enact ballast water treatment requirements to limit the introduction of invasive aquatic species by ocean-going ships.
- Continue beach clean-up events and beach monitoring with the Kenosha County Public Health Department.
- Work with private and public groups on programs designed to control and eradicate invasive species associated with Lake Michigan. (e.g. Asian Carp)
- Work with private and public groups to implement Lake Michigan Water Quality Priority Programs.
- Develop methods to promote Lake Michigan to tourists and the Kenosha Area Convention and Visitors Bureau.
- Promote public access sites and canoe-kayak launches and landings along Lake Michigan.
- Encourage the Corps of Engineers to study the means and methods of making the Kenosha Harbor sustainable for long-term use.
- Study the means and methods to promote Lake Michigan water quality.

**Nonmetallic Mineral Resources Issue**

Nonmetallic mineral resources include sand, gravel, crushed stone, building (dimension) stone, peat, and clay. These minerals constitute much of the material used to construct roads and also provide materials for structures and landscaping. There are no nonmetallic mineral site locations within the City of Kenosha.

**Invasive Species Issue**

Invasive plant and animal species present a threat to the bio-diversity of high-quality natural resource areas. These species out-compete native plants and reduce the bio-diversity of an area. This, in turn, causes degradation or destruction of fish and wildlife habitat and can lower the overall quality of natural areas and environmental corridors. Figures 3-1 and 3-2 in Chapter 3 list invasive plant and animal species found in the State as of 2007.<sup>12</sup> The City of Kenosha should work to control these species in light of the high importance placed on natural resources by residents.

**Goal:**

- Protect City of Kenosha’s naturally occurring bio-diversity.

**Objective:**

- Control and reduce the spread of invasive species, including both terrestrial and aquatic species.

**Policy:**

- Develop programs to control and reduce the spread of invasive species.

**Programs:**

- Maintain the landscaping ordinance that restricts landscaping with invasive plant species.
- Continue to support the Kenosha County Gypsy Moth Suppression Program.
- Work with NCO's to support implementation of methods to control invasive species, with a focus along major transportation routes and corridors, such as I-94; the Des Plaines and Pike Rivers; and parks.
- Consider developing model public/private landscaping construction and facilities maintenance guidelines to ensure transported soil, fill, and rock do not contain invasive plants or seeds, and use the guidelines for City of Kenosha projects.

<sup>12</sup> Several of the plants and animals listed in Figures 3-1 and 3-2 may not be found in Kenosha County due to the statewide scope of the DNR invasive species listing.

**Environmental Health Issue**

It is important to protect the City of Kenosha's natural resource base from pollutants for human and environmental health purposes as well as aesthetic and economic purposes. A healthy environment, including land and water, can help to reduce the risk of disease, injury, and premature death associated with or caused by hazardous environmental factors and help to promote the health, safety, and welfare of City of Kenosha residents.

**Goals:**

- Reduce the risk of disease, injury, or premature death associated with or caused by hazardous environmental factors in Kenosha County.
- Reduce the human and environmental risks posed by hazardous and animal waste.

**Objectives:**

- Reduce human health hazards and health nuisances for citizens.
- Provide cost effective ways for residents to dispose of unused hazardous waste.

**Policies:**

- Support State and local programs to identify and reduce public health hazards related to environmental factors.
- Implement programs to reduce the human and environmental risks posed by hazardous and animal waste.
- Investigate methods to collect and safely dispose of unused pharmaceuticals.

**Programs:**

- Continue enforcement of the Kenosha County Environmental Health/Food Ordinance (Chapter 16 of the County Code of Ordinances) in compliance with Chapter 254 of the *Wisconsin Statutes*.
- Continue to provide education and assistance to citizens on potential environmental problems that may impact human health, including home health hazards such as mold, lead, and asbestos; indoor and outdoor air quality; solid and hazardous waste; and pest control.
- Encourage the development of a Pharmaceutical Collection Program.
- Continue to support Kenosha County Health Department's capacity to offer health and environment safety programs.
- Continue, and expand as appropriate, monitoring and testing of publicly-owned beaches.
- Investigate potential human health hazards, and take appropriate follow-up actions.
- Continue to cooperate with DNR in implementing the Wisconsin Mercury Reduction Program.
- Continue to assist the EPA and DNR to identify and manage contaminated sites.

**Parks, Outdoor Recreation, and Open Space Preservation Issue**

Parks significantly contribute to the City of Kenosha's quality of life. They provide intensive and non-intensive recreational activities as well as opportunities for public gathering, festivals, and other social occasions. They also contribute to the physical health and well being of the residents. Parks, tourism, and recreational opportunities were specifically identified as opportunities and strengths during the County SWOT analysis. Taking these factors into consideration, maintaining and expanding parks and recreational opportunities will be a critical part of the future development of the County.

Open space preservation is also a key issue in planning for the City of Kenosha's future. As noted throughout this Chapter, the natural characters of the City of Kenosha and preservation of the existing natural resource base have been overwhelming identified as critical to the future in every phase of public input. Open space preservation activities undertaken, including fee simple purchase and conservation easements, can, in part, help to preserve the existing natural resource base of the City of Kenosha.

**Goals:**

- Preserve and enhance natural resources.

- Preserve “natural” character and vistas.
- Provide a wide range of outdoor recreational opportunities to all citizens.
- Preserve and enhance the system of parks, trails, and open space.
- Improve access to recreational opportunities.

**Objectives:**

- Provide an integrated system of public parks, trails, and related open space areas that will provide residents with adequate opportunity to participate in a wide range of outdoor recreation activities.
- Preserve high-quality open space lands for protection of the underlying natural resource base and enhancement of the social and economic well being and environmental quality.
- Provide an interconnecting system of trail-oriented facilities, such as bikeways, hiking trails, and water trails.

**Policies:**

- Encourage the protection of high-quality open space lands through public and NCO fee simple purchase and conservation easements.
- Local parks and open space plans should be updated and adopted every five (5) years and certified by the DNR to ensure the City of Kenosha remains eligible for available State and Federal grants to fund capital improvements and land acquisition associated with the local park system.
- The City of Kenosha should support the partnership between the County, other government agencies, and NCOs in the effort to protect high-quality open space sites through fee simple purchase, conservation easements, and educational efforts.

**Programs:**

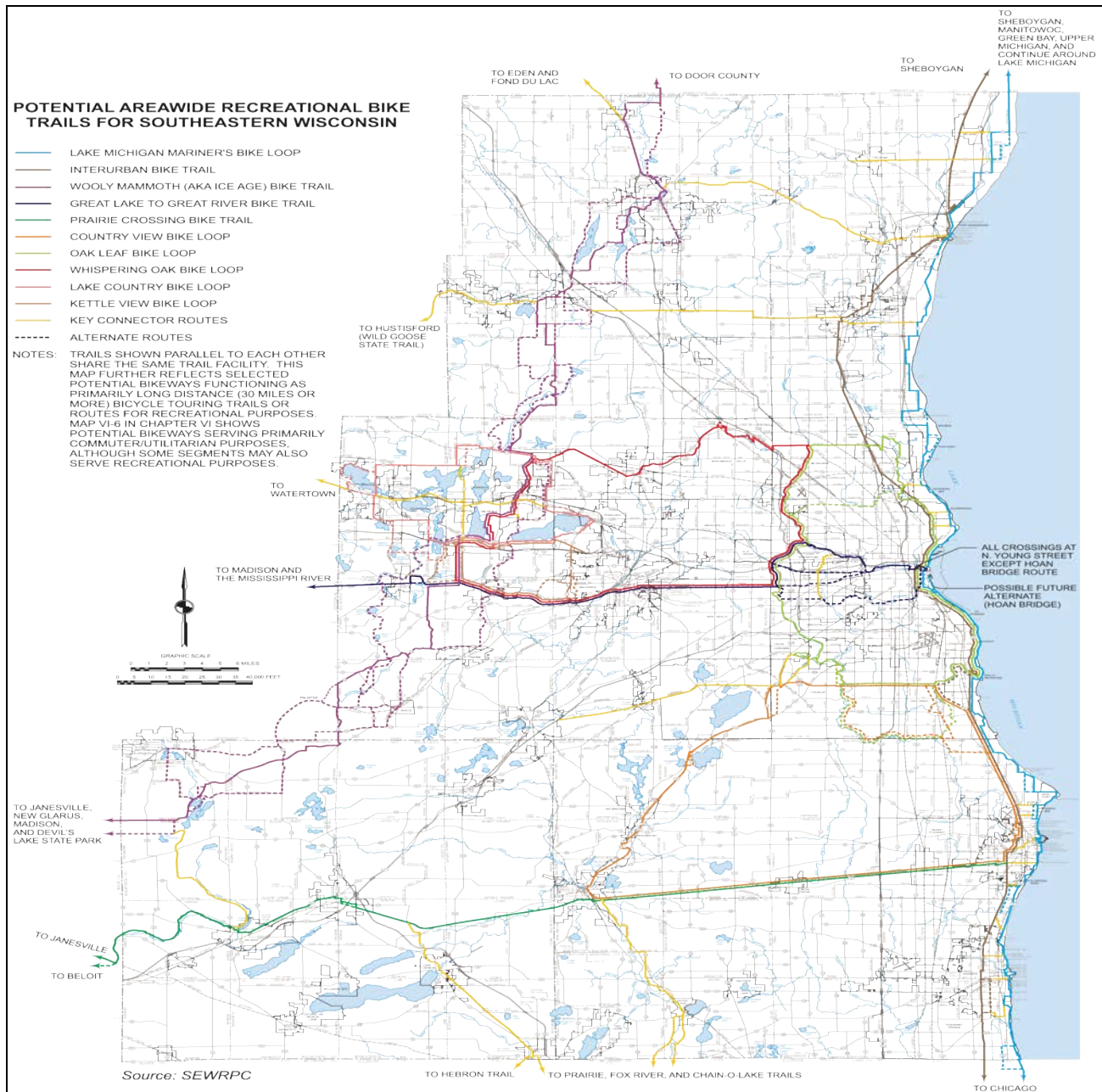
- Update the City Park and Open Space Plan, including updates from the Regional Natural Areas and Critical Species Habitat Plan, to maintain eligibility for DNR Stewardship funding.
- Ensure future Park and Open Space Plans are adopted by the Parks Commission and Common Council and certified by the DNR so that City of Kenosha is eligible to receive available State and Federal outdoor recreation grants.
- Assist SEWRPC and consider adoption of the update to the *Regional Natural Areas and Critical Species Habitat Plan*.
- Study the purchase of natural areas and critical species habitat sites identified for acquisition in the Regional Natural Areas Plan through a County funded program.
- Continue a dedicated funding source for park and open space acquisition through park impact fees.
- Apply for DNR Stewardship funds, WCMP grants, and other State and Federal funding.
- Work to protect environmental corridors and natural areas through the Subdivision, Certified Survey Map, Conditional Use Permit (CUP), and Site Plan Review processes.
- Continue the development, enhancement, and management of recreational trail facilities to ensure connectivity of such facilities including potential water trails, as illustrated in Map 8-2, page 27, and potential area wide recreational bicycle trails, as illustrated in Map 8-3, page 32.

**PART 4: CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

This section sets forth cultural resources goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve cultural resources goals and objectives; and programs, which are projects or services intended to achieve cultural resources policies, are also identified. Goals and objectives were developed using the cultural resources data inventoried in Chapter 3, and the general planning issue statements and goals and objectives related to cultural resources identified in Chapter 7. Sources of public input, such as the SWOT analysis; Kenosha County Café; planning goals, objectives, principles, and policies from existing County and local plans; input from the nine (9) local comprehensive plan informational meetings; and public comments obtained via the Kenosha County comprehensive planning website and e-mails were also

reviewed to identify the agricultural issues to be addressed by the goals, objectives, policies, and programs set forth in this section.

**MAP 8-3  
POTENTIAL AREAWIDE RECREATIONAL BIKE TRAILS FOR SOUTHEASTERN WISCONSIN**



The overall cultural resources issue identified in Chapter 7 was a strong desire among residents to preserve and enhance cultural opportunities in the City of Kenosha. The development and enhancement of cultural opportunities and activities is important, and is viewed as a way to enhance tourism as well as improve the overall quality of life in the City of Kenosha, making it a more attractive community in which to live, work, and play. Recreational and cultural opportunities were seen as a strength in the SWOT analysis, and the Kenosha Public Museum complex and improvement of blighted downtown areas were viewed as opportunities.

The cultural resources data collected in Chapter 3 indicates there are significant historical, archaeological, and other cultural resources that provide the City of Kenosha with a sense of heritage, identity, and civic pride that promote the diverse character.

### ***Overall Cultural Resources Goal and Objectives***

#### **Goal:**

- Preserve and enhance the historic and cultural resources and character of the City of Kenosha.

#### **Objectives:**

- Encourage preservation of historic and cultural structures and districts and archaeological sites.
- Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses.
- Capitalize on historic and cultural tourism amenities.

Further analysis of this data refines the general cultural resources issue into the following more specific cultural resources issues:

- Historic Resources Issue
- Archaeological Resources Issue
- Local Historical Societies and Museums Issue
- Cultural Venues, Events, and Organizations Issue

Recommendations have been developed to address each of the cultural resources issues through the identification of goals, objectives, policies, and programs.

Each set of goals, objectives, policies, and programs corresponds to a cultural resources issue statement in the preceding section. City governments have primary control over zoning ordinances, land division ordinances, and building codes and are authorized under State law to adopt local historic preservation ordinances and create historic preservation commissions.

The following general goals and objectives related to cultural resources are set forth in the Issues and Opportunities Element (Chapter 7). The general goal and objectives are addressed in this Chapter, along with more specific goals and objectives and accompanying policies and programs:

### ***Historical Resources Issue***

Kenosha has many significant historical resources that contribute to the urban character of the City of Kenosha and provide economic opportunities through tourism. This is evidenced by the 21 sites and districts listed on the National Register of Historic Places and the State Register of Historic Places, the additional 82 sites and structures that have been designated as local landmarks by the City of Kenosha Historic Preservation Commission, the five (5) historical markers, and the State heritage and maritime trails located in the City of Kenosha. Although these sites have been recognized as significant, concerns have also been raised about the many structures and sites which have not received formal recognition but are known to contribute significantly to the heritage, economy, and quality of life (see the historical resources section of Chapter 3).

#### **Goals:**

- Preserve historical resources that contribute to the City of Kenosha's distinct urban characteristics and heritage.
- Promote cultural resources and heritage related tourism.

#### **Objectives:**

- Preserve historic structures and sites.



- Preserve historic districts.
- Preserve historical and cultural resources that attract tourists.

**Policies:**

- Preserve historic structures, sites, and districts that have been listed on the National and/or State Registers of Historic Places.
- Encourage the preservation of local landmarks.
- Encourage the preservation of historical resources that contribute to the heritage and economy of the City of Kenosha, but have not yet been recognized or designated by Federal, State, or City government.

**Programs:**

- Study the requirements for the City of Kenosha to become a Certified Local Government by the State Historic Preservation Officer.
- Preserve and maintain structures with significant historical value owned by the City of Kenosha.
- Observe Section 66.1111 of the *Wisconsin Statutes*, which requires local governments, including cities, to consider how a project may affect historic properties and archaeological sites listed on the National or State Registers of Historic Places.
- Continue to distribute educational materials to property owners regarding Wisconsin's Historic Building Code, which can be used in lieu of the prevailing code for eligible buildings to retain historical features not permitted by the prevailing code.
- Study the development and funding of a Historical Preservation Covenant Program in the City of Kenosha to protect historical structures.
- Continue to provide educational materials to property owners regarding Federal and State Investment Tax Credits available for rehabilitation of historic properties.
- Consider developing and distributing educational materials to property owners regarding grants available for historic preservation and rehabilitation, with a concentration on programs that focus on smaller communities and rural areas such as the Jeffris Family Foundation, the National Trust for Historic Preservation/Jeffris Preservation Services Fund, and Wisconsin Humanities Council Historic Preservation Program Grants.
- Continue to promote historical sites located in Kenosha County to tourists.
- Develop methods to support cultural and civic institutions, including the Kenosha County Historical Society, the Kenosha Public Museum, the Dinosaur Museum, and the Kemper Center.
- Continue the local Historical Plaque Program to further identify local landmarks to the public

**Archaeological Resources Issue**

Like historical sites, archaeological sites can provide the City of Kenosha with a sense of heritage and identity and can provide for economic opportunities through tourism if properly identified and preserved. There are 438 known archaeological sites located in the County; however, these are estimated by the State Historical Society to be only a small fraction of the potential sites in the County. Value that cannot be replaced is lost once an archaeological site is disturbed. Identifying sites and protecting them from development will be an ongoing challenge as the City of Kenosha plans for the future.

**Goals:**

- Preserve archaeological resources that contribute to the City of Kenosha's character and heritage.
- Promote cultural resource and heritage related tourism.

**Objectives:**

- Preserve known archaeological sites.
- Identify and preserve additional archaeological sites.
- Preserve archaeological sites that attract tourists to the City of Kenosha.

**Policies:**

- Preserve archaeological sites inventoried in Chapter 3.
- Preserve archaeological sites inventoried or identified through various surveys, studies, and reports prepared for the City of Kenosha through the plan design year of 2035.
- Encourage land use and development patterns that conserve land where archaeological features are located.

**Programs:**

- Obtain records from the State Division of Historic Preservation regarding all State inventoried archaeological sites and lands that have been surveyed. Consider conducting additional archaeological survey work in areas that have not yet been surveyed. The UW-Milwaukee Archaeological Research Laboratory may be contacted to assist in this effort.
- Continue to comply with Section 66.1111 of the *Wisconsin Statutes*, which requires local governments, including cities, to consider how a project may affect historic properties and archaeological sites listed on the National Register of Historic Places or State Register of Historic Places.
- Consider developing and distributing educational materials to local government and property owners regarding the archaeological tax exemption available under Section 70.11 of the *Wisconsin Statutes*.
- Consider developing methods to promote archaeological sites located in the City of Kenosha to tourists.

**Local Historical Societies and Museums Issue**

Local historical societies and museums provide City of Kenosha residents and visitors with the opportunity to experience Kenosha's history and heritage. They also provide the public with materials and facilities to conduct research for community, professional, and individual purposes that may further the understanding of the City of Kenosha's history and development. While some of the museums and facilities are housed in structures with historical significance, those that are not our cultural resources because they provide the facilities that make displays of historical exhibits and historical research possible.

**Goals:**

- Support the efforts of local historical societies to provide a greater understanding of the City of Kenosha's history and heritage to the public.
- Promote cultural resources and heritage related tourism.

**Objective:**

- Support the efforts of local historical societies to research and display the City of Kenosha's history and heritage to the public.

**Policy:**

- Encourage the development and maintenance of facilities such as museums and research centers.

**Programs:**

- Develop methods to support local historical societies, museums, and research facilities through funding.
- Develop methods to promote museums located in the City of Kenosha to tourists.

**Cultural Venues, Events, and Organizations Issue**

Performing arts and exhibits that highlight the City of Kenosha's history also provide the County and its communities with a sense of heritage. These types of displays provide both an educational and recreational outlet for residents and visitors. While many of the cultural venues are not historical resources in themselves, they provide the facilities that make performances and exhibits possible. Cultural events also provide an avenue for a wide range of performances, artistic displays, historical and informational exhibits, crafts, educational opportunities, and community gatherings. These events provide recreation for residents and can attract tourism to the City of Kenosha. Operation of these cultural venues and events would not be possible without the support of

the cultural organizations present in the City of Kenosha. These organizations provide staffing, fundraising, and promotion for the cultural venues and events that, in many cases, help to define the image of a community and its heritage.

**Goals:**

- Support a wide range of artistic performances, art exhibits, displays, fairs, and educational programs in the City of Kenosha.
- Support a wide range of entertainment and recreational opportunities in the City of Kenosha.

**Objectives:**

- Encourage the development and maintenance of cultural venues.
- Support cultural events held.

**Policy:**

- Support the efforts of cultural organizations to staff, fund, and promote cultural venues and events.

**Programs:**

- Develop methods to support cultural venues through funding and in-kind contributions (such as providing public space for events free of charge).
- Develop methods to promote cultural venues and events located in the City of Kenosha to tourists, and provide support to the Kenosha Area Convention and Visitors Bureau and the Kenosha County Historical Society.

\* \* \* \* \*