



## **Planning Department Annual Report: 2011**

**Prepared for:**

Mayor Thomas M. Taylor  
City of Franklin Common Council

**Prepared by:**

City of Franklin Planning Department

***City of Franklin Vision Statement:*** The City of Franklin’s vision is to enhance the quality of life for present and future generations by providing economic growth through the highest quality of residential, recreational, and business development in Southeastern Wisconsin. *(Adopted by the Common Council April 25, 2009, and included by reference in the City of Franklin 2025 Comprehensive Master Plan)*

***City of Franklin 70/30 Goal:*** That it remain a goal of the Common Council to obtain the 70/30 ratio of residential to commercial assessed valuation. *(Motion passed by the Common Council June 29, 2005, and included by reference in the City of Franklin 2025 Comprehensive Master Plan)*

***City of Franklin 2025 Comprehensive Master Plan:*** Franklin’s prominent location adjacent to the Milwaukee – Chicago corridor, as well as the availability of vacant and developable land, makes the City a very attractive, high quality area for business opportunities. *(excerpt from Chapter 4: Economic Development)*

### **INTRODUCTION**

The City of Franklin’s Planning Department oversees planning and zoning activities and is responsible for the administration of the Unified Development Ordinance and implementation of the Comprehensive Master Plan. The Department’s role includes the dissemination of this information to the public and coordination with other City departments, boards, commissions, public officials, and applicants to ensure the timely review of projects.

Specifically, the Planning Department is responsible for providing planning, zoning, and development-related support to the Mayor and Common Council and primary staff support to the Plan Commission, the Board of Zoning and Building Appeals, the Environmental Commission, the Franklin Trails Committee, and the Parks Commission. The Department also provides assistance to the City Attorney’s Office for the Community Development Authority and the Forward Franklin Economic Development Committee.

It can be noted that much of the Planning Department’s activities result in ordinances and/or resolutions that are adopted by the Common Council and are incorporated into the City’s rules and regulations. For instance, in 2011, 50 percent of the ordinances adopted by the Common Council were

researched/prepared by the Department (15 of 29), and 34 percent of the resolutions approved by the Common Council were researched/prepared by the Department (25 of 87).

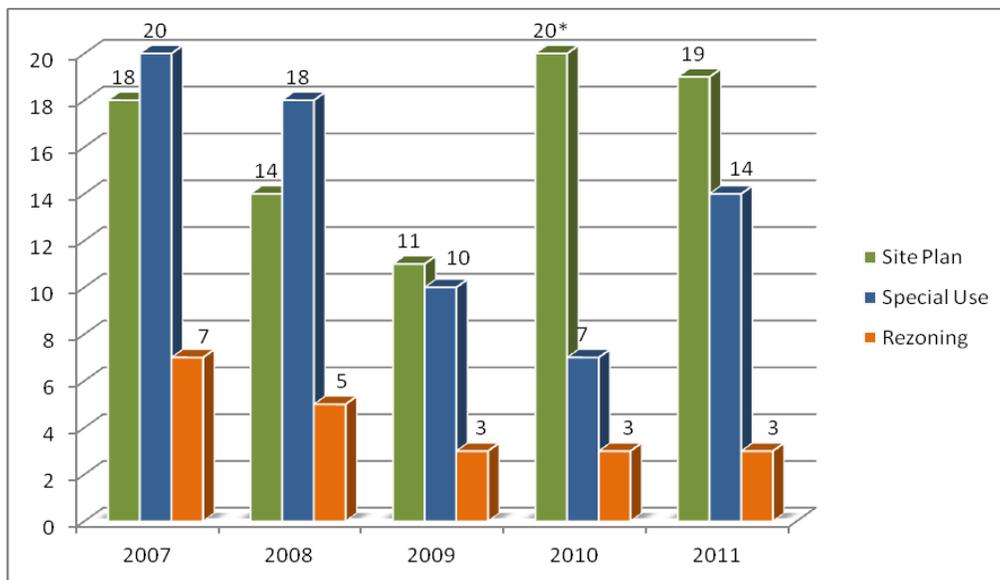
The Planning Department also reviews all development proposals within the City. Although the effects of the national recession of 2007 – 2009 are still being felt by local units of government across the country, including the City of Franklin, the City appears to have fared better than many other communities. In 2011, the projects reviewed by the Planning Department had an estimated combined value of about \$18.7 million. This compares to about \$23.5 million of development proposed in 2010, about \$13.0 million in 2009, and about \$27.4 million in 2008. The 12 projects which comprise the majority of the \$18.7 million value in 2011 are noted throughout this report.

This report provides a summary of the Planning Department’s activities during 2011 related to the review of permits and applications, special projects, and community growth issues. To put the activity in some perspective, the report also contains information from previous years.

## ZONING AND LAND DIVISION ACTIVITIES

While Site Plan and Special Use applications were at the forefront of Department reviews in 2011, the number of Rezoning, Subdivision Plat, and Certified Survey Map application reviews were significantly below historic levels. It is interesting to note that the number of Rezoning, Certified Survey Map, Site Plan, and Special Use applications did not begin to decrease until a year or two after the start of the 2007 – 2009 recession, and that the number of Site Plan and Special Use applications appear to have now returned to historic averages. In comparison, the number of Subdivision Plat applications began to decline shortly before the recession of 2007 – 2009 and have still not recovered.

Figure 1



Number of Applications (\* Revised Total)

## Site Plans

In September 2010 the Common Council approved Ordinance No. 2010-2022 approving a Minor Site Plan Amendment process to allow for administrative (Planning Manager) approval of eligible minor changes to an approved Site Plan. This minor site plan amendment process proved effective in 2011 with 12 applications received that fit the criteria. Site Plan and Site Plan Amendments that were heard at a Board or Commission included seven in 2011, for a total of 19 applications for the year.

As shown in Figure 1, the number of Site Plan and Site Plan Amendments reviewed in 2011 remained comparable to previous years' and the historic average. Notable projects in 2011 include:



- Riverwood Professional Offices, two new buildings about 8,000 square feet and about 16,000 square feet in size, 3030-3130 West Rawson Avenue, construction cost unknown at this time.

*Riverwood Professional Offices*

- Baptista's Bakery, a 121,233 square foot building addition, 4625 West Oakwood Park Drive, *Building Construction Cost Estimate: \$11,000,000.*
- Maybar Manufacturing, a 10,938 square foot building addition, 4403 West Basswood Drive, *Building Construction Cost Estimate: \$350,000.*

## Special Uses

As shown in Figure 1, the number of Special Use and Special Use amendments reviewed in 2011 had increased over that of the previous couple of years, and is once again approaching the historic average. Notable projects in 2011 include:

- Planet Fitness of Milwaukee, LLC, for a physical fitness facility use located at 6525 South 27th Street, *Building/Tenant Alteration Cost Estimate: \$341,000.*
- Anytime Fitness, for a physical fitness facility use located at 6538 South Lovers Lane Road, *Building/Tenant Alteration Cost Estimate: \$180,000.*
- Steele Solutions, Inc., 35,118 square foot building addition, 9909 South 57th Street, *Building Construction Cost Estimate: \$1,216,000.*
- Boucher Volkswagen, Inc., 13,884 square foot building addition, 6420 South 108th Street, construction cost unknown at this time.



*Boucher Volkswagen*

## Rezoning

As shown in Figure 1, the number of rezonings has remained steady over the past few years, but is below the historic average. These consist of:

- United Financial Group, Inc. requested rezoning of property located at approximately 8719 West Forest Hill Avenue from R-5 Suburban Single-Family Residence District to R-7 Two-Family Residence District.
- New Hope Community Church, Inc., 11255 West St. Martins Road, requested rezoning from VB Village Business to I-1 Institutional District. (*This submittal is pending final documentation.*)
- City of Franklin Water Utility requested rezoning of land located at 7401 West Puetz Road from R-3 Suburban/Estate Single-Family Residence District to I-1 Institutional District.

Four requests for amendments to Planned Development Districts were submitted in 2011 (similar to previous years and the historic average), were presented to the Plan Commission, and were approved by the Common Council. These consist of:

- CommonBond Acquisition LLC, received approval to amend Planned Development District No. 22 (Clare Meadows) to allow for and add a three-story 30 unit senior independent living apartment building (Franklin Meadows) at approximately 7704 South 51st Street. *Building Construction Cost Estimate: \$1,500,000.*
- United Financial Group, Inc. continues development within Planned Development District No. 31 (Foresthill Highlands/United Financial Group, Inc.). In 2011 they received approval to allow zero foot lot line setbacks from interior property lines for buildings and parking areas, to shift the northeastern boundary of the District 60 feet to the west, and a new building at 9095 West Highland Park Avenue. *Building Construction Cost Estimate: \$1,063,000.*
- Rawson LLC and Franklin Centre Wisconsin LLC was granted approval to amend Planned Development District No. 16 (Franklin Centre), property located at 7199 South 76th Street, to allow zero foot lot line setbacks from interior property lines for buildings and parking areas and to allow construction of a future retail building next to Office Max.
- Gordon Food Service Marketplace Realty Five LLC's request to amend Planned Development District No. 10 (Riverwood Village) to allow construction of a Gordon Food Service Marketplace Store at approximately 6919 South 27th Street was under review during 2011 (*approval is anticipated in 2012*).

## Certified Survey Map and Subdivision Plat Activity

The same as last year, and similar to the past few years, eight applications were received in 2011 for Certified Survey Maps (8 in 2010, 7 in 2009, 8 in 2008, and 13 in 2007). Three of the Certified Survey Map applications created 3 new lots (one residential lot and 2 commercial lots), two Certified Survey Map applications were re-divisions of existing lots, two Certified Survey Maps involved combination of two lots into one, and one Certified Survey Map involved a request to divide one lot into two (*but was placed on hold at the request of the applicant*).

Four of the requests for Certified Survey Maps also involved Planning Department review and Common Council approval of Conservation Easement agreements.

Additionally, the approval of Franklin Meadows Senior Apartments, a three-story, 30 unit senior independent living apartment building located within Planned Development District No. 22 (Clare Meadows) required staff review of the Natural Resource Protection Plan, and required a Conservation Easement Agreement approval by the Common Council prior to occupancy (*submittal pending*).

The City received one request to condominiumize an existing two-family residential property.

- Waterstone Bank SSB located at 9030-9032 South Cordgrass Circle East.

As shown in Figure 2, no new applications were submitted in 2011 for subdivision plats, continuing a trend which had begun in 2009.

**Figure 2**

<b>Residential Final Plat Approvals (2007-2011)</b>				
Note: These are based upon final approvals from the Common Council. (Includes Residential Condo Plats)				
Year	Total Plats Approved	Single-Family	Condo Units	Total Units
2007	5	48	44	92
2008	1	24	0	24
2009	0	0	0	0
2010	0	0	0	0
2011	0	0	0	0

**Board of Zoning & Building Appeals**

Slightly less than last year and most previous years (as shown in Figure 3), ten applications were submitted for Board of Zoning & Building Appeals review in 2011.

**Figure 3**

<b><u>Board of Zoning &amp; Building Appeals</u></b>	
Year	Total Applications
2007	12
2008	14
2009	10
2010	11
2011	10

Applications to the Board of Zoning and Building Appeals for 2011 included requests for variances to setback or location requirements for accessory structures and building construction/additions.

## Unified Development Ordinance Text Amendments

Review and recommendation of text amendments to the Unified Development Ordinance are one of the specific tasks assigned to the Planning Department. These are generally significant as they often reflect a revision of the parameters by which development may occur in Franklin. The 12 amendments reviewed in 2011 is less than last year and previous years (14 in 2010, 9 in 2009, 21 in 2008, and 20 in 2007). In addition to the three rezonings and four PDD amendments previously noted in this report, and the one text amendment to allow truck rental and leasing as a special use in the B-4 zoning district (which was not approved by the Common Council), four City sponsored text amendments were undertaken by the Planning Department in 2011:

► **Ordinance No. 2011-2043**, to reduce off-street parking space and on-site queuing requirements for non-residential uses.

► **Ordinance No. 2011-2044**, to comply with 2009 Wisconsin Act 376 provisions relating to modifications to platting process requirements for subdividers, including, but not limited to approval timing, development phasing and financial security.

► **Ordinance No. 2011-2045**, to allow veterinary services specialties as a Special Use in the VB Village Business District; to allow animal specialty services as a Special Use in the B-2 General Business District, B-3 Community Business District, B-5 Highway Business District and OL-2 General Business Overlay District; and to allow miscellaneous retail stores not elsewhere classified as a Permitted Use in the B-5 Highway Business District.

► **Ordinance No. 2011-2053**, to further refine the Minor Site Plan Amendment process.

## Miscellaneous

Slightly more than last year and previous years, five Concept Reviews were presented to the Common Council in 2011 (4 in 2010, 3 in 2009, 5 in 2008, and 2 in 2007).

- Franklin Meadows, located at 7704 South 51st Street, a 27,270 square foot, 3 story, 30-unit senior apartment building.
- Gordon Food Service Marketplace Store, located at 6919 South 27th Street, to add an approximately 16,000 square foot Gordon Food Service Marketplace Store and a potential 8,000 square foot future retail building.
- Integrated Aquaponics, LLC, a proposed aquaponics/indoor controlled environment agriculture development to be located at 3617 West Elm Road.
- DEVO Properties/Rawson Development LLC, an approximately 6,700 square foot multi-tenant (three or four tenants are ultimately envisioned) retail building for property located at approximately 5300 West Rawson Avenue.
- Mr. John Klement, a mixed use development proposed at approximately 7000 W. Rawson Avenue on behalf of the property owner, Scan Partnership, LLC. Preliminary plans proposed a 150 to 160 unit senior living apartment complex, a memory center, and two separate buildings for future retail uses.

Less than last year and most previous years, eight Temporary Use applications were submitted in 2011 (11 in 2010, 10 in 2009, 11 in 2008, and 4 in 2007). Two of the proposals were reviewed by Plan Commission.

- Home Depot U.S.A., Inc., a request for outdoor seasonal sales of plant goods and commodity bagged goods from April 8, 2011, through July 15, 2011, upon property located at 6489 South 27th Street 6489 South 27th Street.
- Andy's Gas Station, a request to allow temporary storage within two vacant tenant spaces within the convenience store, located at 5020-5030 West Rawson Avenue.

Significantly less than last year and previous years (57 in 2010, 44 in 2009, 41 in 2008, and 25 in 2007), 24 businesses applied to the City of Franklin in 2011 for zoning compliance permits to locate within, relocate, or expand operations in existing commercial/retail sites. Notable examples included:

- AAA Wisconsin, 6501 South 27th Street, Building/Tenant Alteration Cost Estimate: \$125,000.
- Dunham's Sports, 6525 South 27th Street, Building/Tenant Alteration Cost Estimate: \$300,000.
- Transportation Security Administration, 9809 S. Franklin Drive, Suite 104 & 200, Building/Tenant Alteration Cost Estimate: \$172,000.
- South Shore Orthopedics, 9120 West Loomis Road, Suite 100, Building/Tenant Alteration Cost Estimate: \$115,000.
- Target (grocery section expansion), 7800 South Lovers Lane Road, Building/Tenant Alteration Cost Estimate: \$750,000.

*Dunham's Sports*



Additional businesses approved via Zoning Compliance Permits and new to the City in 2011 include:

- First Choice Coffee Services, 5008 W. Ashland Way*
- Advanced Technologies, 6503 S. 27th Street*
- Purse-Nickety, LLC, 7121B S. 76th Street*
- ECS Services, Inc., 9614 S. Franklin Drive*
- Marcus Cinemas of WI, LLC, 8910 S. 102nd Street*
- LGO Global Sourcing, LLC, 5695 W. Franklin Drive*
- L-Squared Auto Sales, LLC, 2713 West Elm Road*
- Pain Management, 8153 S. 27th Street, Suite 500*
- Driver Evaluation Clinic LLC, 2820 W. Rawson Avenue*

Zoning enforcement actions/complaints filed with the Planning Department increased to 43 in 2011. This is more than most previous years (29 in 2010, 41 in 2009, 51 in 2008, and 37 in 2007). It is interesting to note that the number of complaints prior to the recession of 2007 – 2009 were significantly less than current numbers. It is also important to note that a significant commitment of staff time is required in the research and resolution of most zoning enforcement actions.

## **PLANNING ACTIVITIES**

In addition to the zoning, land division, and ordinance revision related responsibilities noted earlier in this report, the Planning Department is also charged with the duty of helping guide the City's long-range planning activities. While this duty is often associated with implementation of the recommendations contained within the City's Comprehensive Master Plan, other similarly important tasks are often assigned to the Department by the City as noted below.

### **Comprehensive Master Plan**

On October 21, 2009, the Common Council adopted the City of Franklin 2025 Comprehensive Master Plan as a guide to direct future actions of the City as they may relate to planning, zoning, land division, and official mapping. The same as last year, four amendments of the City of Franklin 2025 Comprehensive Master Plan were undertaken in 2011 as noted below.

▶**Ordinance No. 2011-2039**, to incorporate the Comprehensive Outdoor Recreation Plan: 2025 for the City of Franklin, Milwaukee County, Wisconsin.

▶**Ordinance No. 2011-2040**, to change the City of Franklin 2025 Future Land Use Map for property located at the southeast corner of West Forest Hill Avenue and West Highland Park Avenue, in and adjacent to Planned Development District No. 31 (Foresthill Highlands/United Financial Group, Inc.), from Residential to Residential Multi-family.

▶**Ordinance No. 2011-2048**, to change the City of Franklin 2025 Future Land Use Map for property located at 11255 West St. Martins Road from Mixed Use to Institutional.

▶**Ordinance No. 2011-2061**, to incorporate the Pleasant View Elementary Safe Routes to School Implementation Guide as a guideline reference within the Comprehensive Master Plan.

### **Comprehensive Outdoor Recreation Plan Update**

One of the more important recommendations of the 2025 Comprehensive Master Plan was to update the City of Franklin's Comprehensive Outdoor Recreation Plan. This update became a primary focus for the Planning Department in the latter half of 2010 and the first half of 2011. Significant tasks and milestones in 2011 included:

- Completion of the Plan's 10 chapters and numerous maps.
- Hosting of an open house in January to obtain public input about the draft plan.
- Presentation of the draft plan to the Parks Commission and Plan Commission in February for their review and approvals.
- Hosting of a public hearing in March to obtain formal public input and comment on the final draft plan.
- Presentation of the final draft plan to the Common Council in April for their review and approval.
- Printing and distribution of the plan in May.

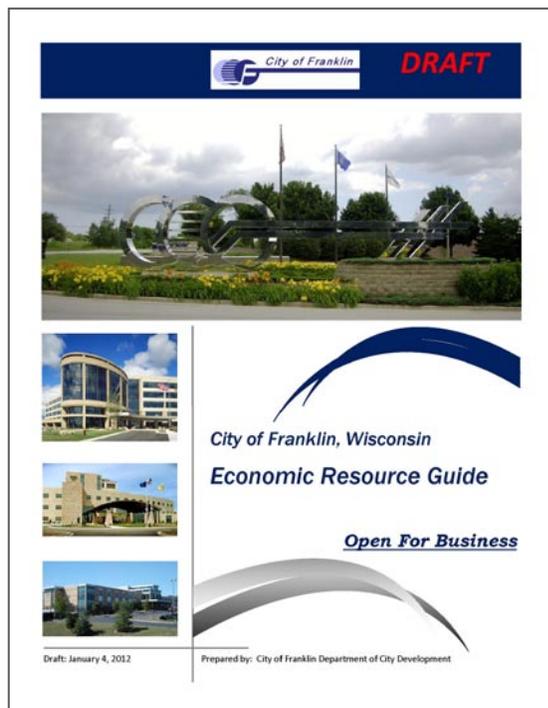
The new Comprehensive Outdoor Recreation Plan was in particular an update of:

- The park, open space, outdoor recreation, trail, and natural resource protection principles, goals, objectives, and standards of the Plan based upon sound planning principles and public input.
- The inventory of existing public and private park, open space, and outdoor recreation sites and facilities within the City.
- The needs assessment for future parks, open space sites, and outdoor recreation facilities within the City.
- The recommendations of, and preliminary cost estimates for, implementation of the new Plan.

The adopted plan is an update of the City's previous park plan prepared in 2002, is intended to maintain the City's eligibility to apply for cost sharing (grant) programs such as Wisconsin's Stewardship Program, and was also adopted as an amendment to the City's Comprehensive Master Plan.

### Economic Development Initiatives

Although the City of Franklin has apparently weathered the effects of the 2007 – 2009 recession better than many other local communities throughout the country, the City has been significantly impacted nevertheless. To maintain the City's economic competitiveness in light of this situation, the Mayor has identified a number of economic development related initiatives for the City and has assigned tasks toward implementation of those initiatives to various boards and commissions, including the Planning Department. The Department has therefore undertaken, or has assisted other boards, commissions, or staff with, implementation of the following economic development related initiatives.



- Update of the City's website, particularly its Business page, as it pertains to demographic information, databases of development, and various tables, charts, and maps.
- Initiated a comprehensive revision and update of the City's Economic Resource Guide to ensure that it remains a useful tool for the City and a valuable source of information for existing and new businesses.
- Provision of information and data to the Community Development Authority and the Forward Franklin Committee to assist with their efforts towards those initiatives assigned to them.

## **Franklin Trails Committee**

The Planning Department continued to staff the Franklin Trails Committee throughout 2011. This included the provision of assistance towards:

- *Completion of the Safe Routes to School Plan, Pleasant View Elementary School, City of Franklin, Wisconsin, Implementation Guide*, which was adopted by the Common Council on November 3, 2011.
- Application for a Safe Routes to School Mini Grant.
- The identification of future options (tasks, duties, assignments, etc.) for the Trails Committee.

## **ANTICIPATED PROJECTS IN 2012**

Major projects envisioned for the Planning Department in 2012 include:

- Continued work on, and a greater assignment of resources toward, the economic development related initiatives identified by the Mayor and the Common Council. This will likely include:
  - Completion of the updated Economic Resource Guide.
  - Preparation of a City of Franklin Amenities Map, which would display those resources, services, businesses, etc. in the City which are often of importance to businesses within or considering location to the City.
  - Compilation and update of a comprehensive list of all businesses within the City.
  - Maintenance of the updated Business page, and economic development related tables, charts, and maps, on the City's website.
  - Continued provision of assistance towards those other boards, commission, and staff working on their economic development related initiatives, such as: a formalized economic incentives program; a business retention and recruitment program; creation of additional economic development strategies; and preparation of additional marketing materials.
- Continued staffing of and provision of assistance to the Franklin Trails Committee.
- Continued research/preparation of UDO Text Amendments to further improve and/or streamline the development review process within the City, possibly to include: clarification and simplification of the relationship between site plans and special uses; further natural resource mapping/standard revisions; revision of accessory structure standards; etc.
- Periodic review of the various components of the Comprehensive Master Plan to ensure that they continue to reflect the directives and policies of the City of Franklin. This may include review of the Crossroads Plan, the 27<sup>th</sup> Street Plan, the Civic Center District, etc.

## **PLANNING DEPARTMENT PROJECT TRACKING**

Attached is a table compiled by Planning Department staff of the types of projects which the Department reviews.

However, it should be noted that Department project tracking has been difficult to tabulate consistently due to procedural changes that have occurred during previous years and because of the diversity of applications that the Department receives. Projects submitted to the Department in the past would often times be tracked as a single project, even though it would consist of a number of separate applications. For example a single project could include a certified survey map, a Natural Resource Protection Plan, easements, a rezoning, and a Comprehensive Master Plan amendment. Presently, the Department tracks all applications within a project separately.

The figures documented for 2011 and for future years will reflect this diversity of reviewing applications and corrections to previous years totals are on-going.

<b>PLANNING DEPARTMENT Project Tracking</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>COMMON COUNCIL ORDINANCES:</b>					
UDO Text Amendments	9	12	4	7	5
CMP Amendments	NA	NA	1	4	4
Rezoning	6	4	1	3	3
PDD New/Amendments	1/4	1/4	2/2	0/4	0/4
<b>COMMON COUNCIL RESOLUTIONS:</b>					
Certified Survey Map/Land Combination	12/1	5/3	6/1	8/0	8/0
Plat – Condominium/Preliminary	3/2	0/1	2/0	0	1/0
Plat – Final	3	1	0	0	0
Plat – Preliminary Revised	0	0	0	0	0
Easements (Conservation , Cross Access, Releases)		7	7	5	4
Landscape Review		1	1	0	0
Mitigation			1	0	0
Natural Resource Special Exception	4	1	2	2	0
Special Use / Special Use Amendments	16/4	7**/11**	4/6	6/1	11/3
Vacation-Street or ROW	0	3	2	0	0
<b>COMMON COUNCIL ACTION:</b>					
Concept Review	2	5	3	4	5
Determinations/Approvals not listed elsewhere		2	0	1	0
<b>COMMISSION RESOLUTION:</b>					
Building Move	0	0	1	0	0
Master Sign Program New/Amendments	3	0	4	0/1	0/1
Monument Sign/Signage	8	3	0	5	0/1
Site Plan/ Site Plan Amendments	11/7	4/10	5/6	3/15	1/6
Landscape Plan Approval			0	1	1
Accessory Use		0	1	0	0
Temporary Use: Dept/Commission approval	4	11	4/6	5/6	6/2
<b>PLAN COMMISSION ACTION:</b>					
Determinations/Approvals not listed elsewhere		3	0	0	3
<b>BOARD OF ZONING &amp; BLDG APPEALS:</b>					
Variances	7	11	8	11	10
Non-Conforming Use		1	1	0	0
Area Exception	5	2**	1	0	0
<b>DEPARTMENT APPROVED:</b>					
Minor Site Plan Dept Approved	n/a	n/a	n/a	2	12
Building Permit Review	57	70*	56	72	59
NRPP Reviews: Consultant/Staff review	16	7	6	3/5	0/5
Home Occupation	10	1	4	11	6
Zoning Compliance	25	41	44	57	24
Zoning Letter	11	9*	6	10	14
Extraordinary Event Special Event		3	8	4	4
Complaints	37	51	41	29	43
<b>PROJECT TOTALS:</b>	<b>273</b>	<b>295**</b>	<b>248**</b>	<b>285**</b>	<b>246</b>
<b>MEETINGS:</b>					
Consultation meetings	52*	105	183	286	231
Boards & Commission Meetings	122	74	78	114	101

NA=Not Applicable

Blank Cells = Undetermined

\*Totals not confirmed

\*\*Corrected #

Totals by application year  
(rev 1/2012)med