

CHAPTER 2: ISSUES & OPPORTUNITIES

INTRODUCTION

A major element of any comprehensive plan is the identification of goals and objectives. But because the values and opinions held by a community's citizens is often very diverse, the identification of goals and objectives can become very difficult, if not impossible, unless common issues and opportunities can be identified.

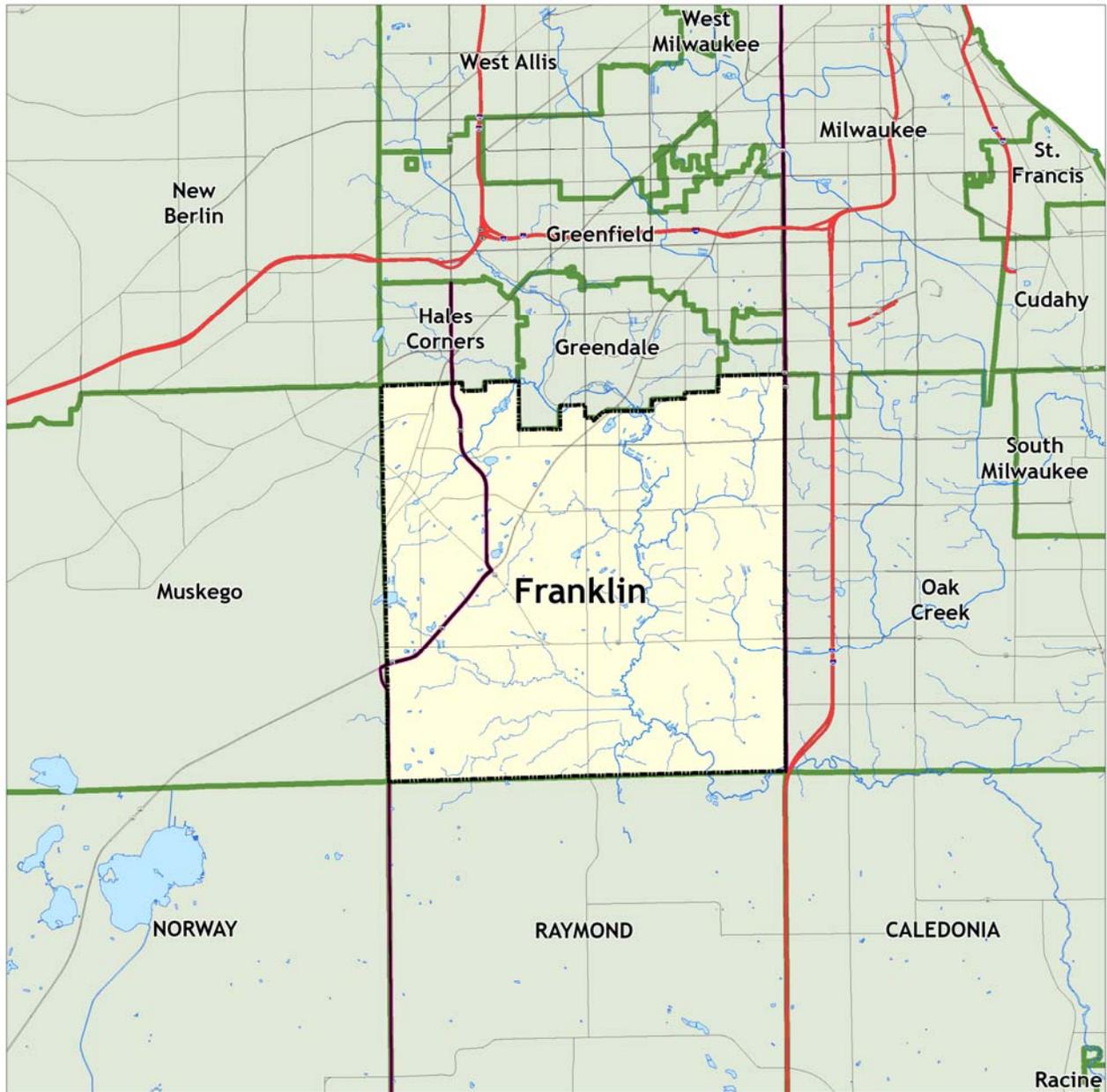
Wisconsin's Comprehensive Planning Legislation understands the importance of this, as evidenced by its identifying issues and opportunities as one of the elements that all comprehensive plans must contain. Section 66.1001(2)(a) of the Wisconsin Statute describes the Issues and Opportunities Element as:

"Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit."

As shown on Map 2.1, the City of Franklin is located in the southwestern corner of Milwaukee County. It is bordered on the north by the City of Greenfield and the Villages of Greendale and Hales Corners, on the east by the City of Oak Creek, on the south by the Town of Raymond in Racine County, and on the west by the City of Muskego in Waukesha County. The City of Milwaukee is located immediately northeast of the City of Franklin and abuts Franklin at a point located at the intersection of S. 27th Street and W. College Avenue.

Interstate Highway 94 is located about 0.75 mile east of the City, Interstate Highway 894/43 is located about 2.25 miles north of the City, General Mitchell International Airport is located about 2.5 miles northeast of the City, and the Port of Milwaukee is located about 8.5 miles northeast of the City.

Map 2.1: Regional Map



Regional Map - 2.1



- Legend
- Civil Division Boundary
 - City of Franklin Boundary
 - Major Roads
 - Road Classification
 - Limited Access
 - Highways
 - Local Roads



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While located within the Milwaukee metropolitan area, the City of Franklin is also adjacent to suburban and rural communities. Although primarily suburban in character itself, the City of Franklin actually consists of a wide variety of land uses and land use densities with an equally wide range of characteristics that include:

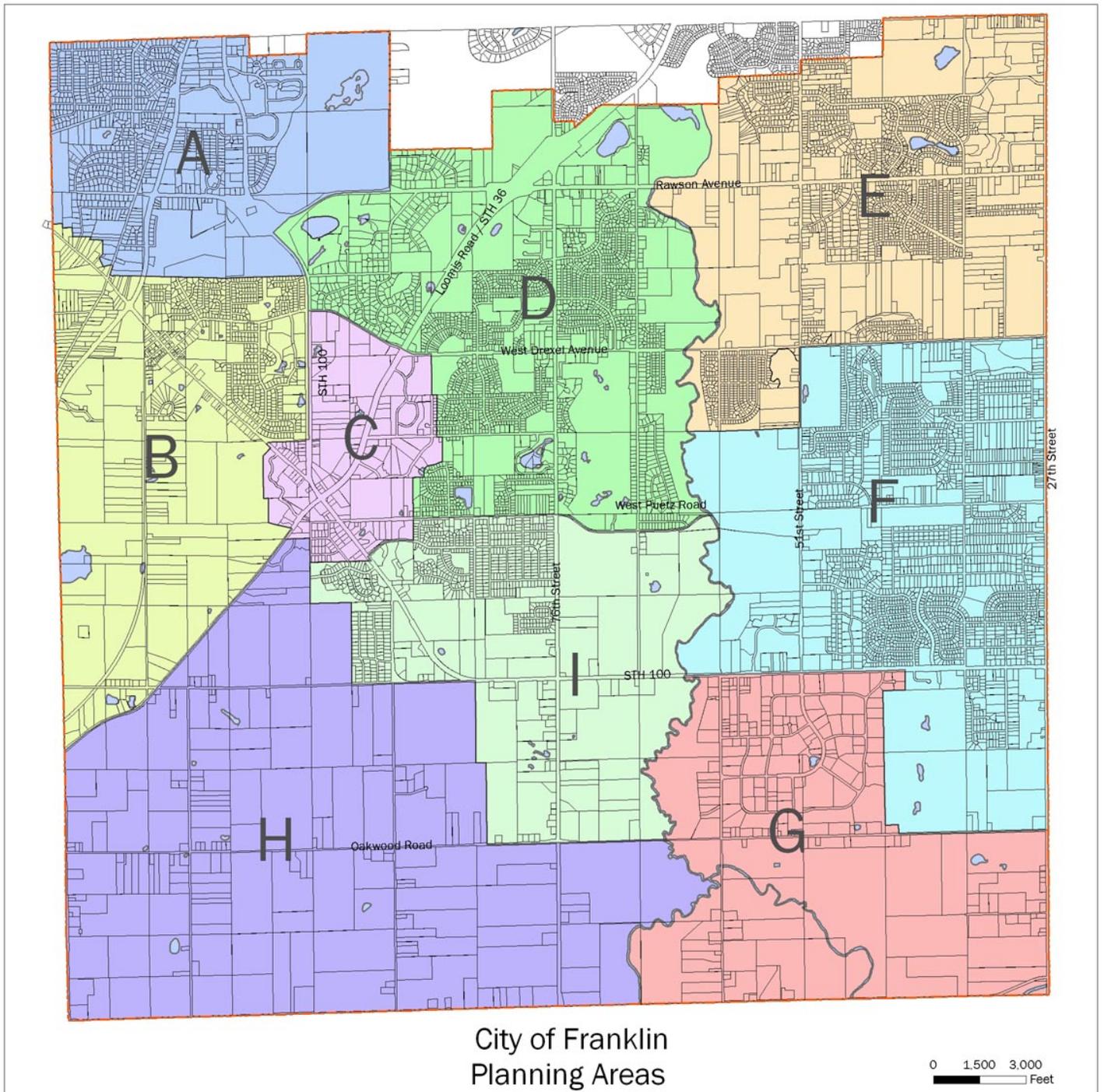
- an urbanizing corridor along 27th Street in the east;
- relatively dense residential neighborhoods in the north and northeast;
- relatively spacious residential neighborhoods in the northwest and east;
- rural and agricultural land uses in the south and southwest;
- two quarries in the northeast;
- a landfill in the southwest;
- a business park and industrial park in the southeast; and
- an industrial park in the northwest.

Each of these areas has its own unique issues, challenges and opportunities. In order to address these, the City has been divided for planning purposes into nine planning areas (see Map 2.2). The Comprehensive Master Plan will address the City as a whole, but will also include specific recommendations for each of the nine planning areas. The first step in this effort will be to review the basic statistics and existing conditions of the City. The second step will be to review the various issues, challenges, and opportunities facing the City.

BACKGROUND

The following information is intended to help identify and put into perspective the current situation of the City of Franklin. While Chapter 1 of this Plan presented primarily historical information to identify benchmarks during the growth of the community, Chapter 2 will primarily present current information, to show where the City is now. To help put this information in a more understandable perspective, some references to historical change, and benchmarking, will be made. The primary sources of the following information are the year 2000 U.S. Census, the Southeastern Wisconsin Regional Planning Commission's year 2035 regional land use plan, and the 1992 City of Franklin Comprehensive Master Plan.

MAP 2.2: Planning Areas Map

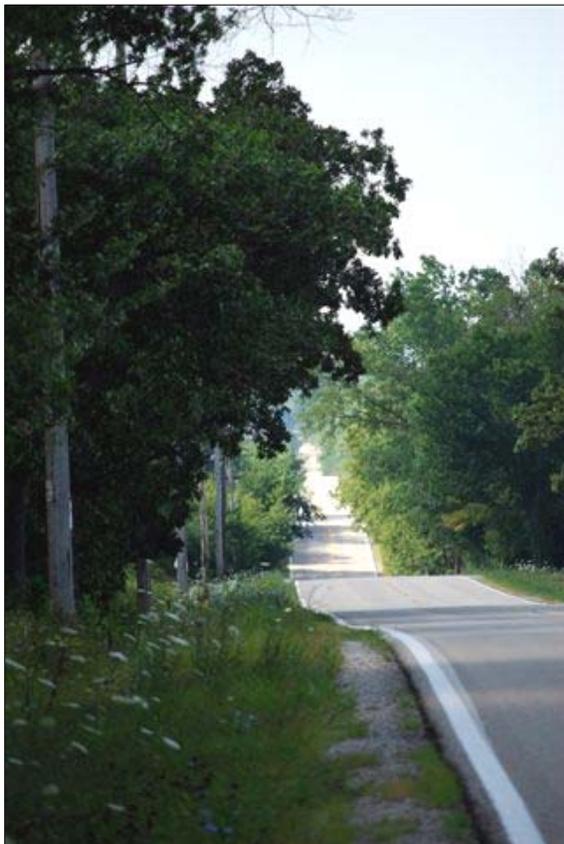


Community Character

Community character is a descriptive term that refers to distinctive features of a particular community. Typical attributes of a community or region that express “character” include historic architecture, neighborhood scale, natural resources, and human-scaled public amenities or spaces. Since “character” is influenced by human values and perceptions, the term is difficult to define.

The “preservation of community character” is a common urban planning objective for municipalities. As a community on the edge of a major metropolitan area, the City of Franklin struggles with issues related to preservation of its character while accommodating new development.

Adding to the challenge is the fact that the physical form and characteristics of the City of Franklin are varied. Portions of Franklin are rural in nature, while other portions are intensely developed. “Character” is frequently defined by referencing an example: primary environmental corridors, woodlands, agricultural tracts, specific neighborhoods, the Root River and associated streams, the St. Martins area, or the 27th Street Corridor. There may be numerous perspectives on community character that range from urban to suburban to rural.



Rural Character

To a large degree, residents identify rural character as a highly valued community asset that encompasses landscapes, economies, and ways of life. While “rural” is also a complex term to explain, it suggests areas of undeveloped acreage that support natural vegetation or agricultural cultivation. The fundamental characteristic of rural environments is open space – lands that are essentially void of buildings or vertical structures and traversed by few roads. At present, the southern third of the City – particularly the southwest area – retains significant rural character.

For most residents, the rural character of Franklin is prized for its visual quality. A significant portion of Franklin’s population appreciates and encounters the

rural character from the vantage point of road corridors. Residents that live on farms or countryside estates, and the many residents who participate in passive outdoor recreation, also experience the rural character.

Urban Character

Urban character on the other hand, suggests those lands typically cleared of most natural vegetation and prominently covered with hard surfaces such as buildings and pavement. As such, the fundamental qualities of the urban character are its buildings and structures, including their size, proximity to one another, and architecture, and its infrastructure, such as roads, sidewalks, lights, etc. Urban character is distinguished by its manmade forms, maximization of human interaction, and tendency to promote a more efficient utilization of services. The urban characteristics of the City of Franklin are primarily found along portions of its major streets where larger expanses of commercial and other types of nonresidential development exist, such as 27th Street between College Avenue and Rawson Avenue, Ryan Road between 27th Street and 60th Street, S. Lovers Lane Road between W. College Avenue and W. Rawson Avenue, and Forest Home Avenue between Rawson Avenue and the city limits to the north.



Suburban Character

Lastly, suburban character contains aspects of both rural and urban character and generally consists of buildings interspersed with both natural and man-made open spaces. The fundamental qualities of the suburban character are their lack of congestion and ability to retain some privacy through use of open spaces. Suburban character is typically prized for its balance between buildings and open space, both through spatial relationships as well as design. Most of the development in the City of Franklin can be described as suburban in character.

Summary

Preserving the rural community character while at the same time encouraging growth and development generates competition between the need to preserve historic and natural resources and the need to accommodate residential, business and industrial development. Therefore, enhancing and preserving the essential components of Franklin's urban, suburban and rural characteristics will be considered in the formulation of the actions and strategies of this Comprehensive Master Plan. This balance has been articulated in the goals and objectives set forth later in this chapter. Further information about community character is also located within the 1992 Comprehensive Plan.

Relevant Prior Planning Studies

This Comprehensive Master Plan is an update and continuation of the 1992 Comprehensive Master Plan and subsequent amendments. While this plan update represents a revision to the 1992 Comprehensive Master Plan, it considers and incorporates many of the proposals and recommendations contained within the 1992 plan and from the number of planning studies that have been generated since adoption of the 1992 Plan.

The 1992 Comprehensive Master Plan outlined several objectives to steer future development, and included the following:

- Preserve and enhance the City's community character
- Protect, preserve, and wisely use the City's remaining natural resource features
- Timely acquisition of public parks and school sites for City residents
- Creation of a plan for the City with built-in flexibility relative to both the design of residential and nonresidential areas, as well as the plan amendment process
- Preparation of 26 detailed Neighborhood Plans

Successive amendments to the Comprehensive Master Plan were adopted in 2001 following recommendations delineated in the "Franklin First: Strategies to Bring Balance to Franklin's Tax Base, The City of Franklin Economic Development Strategic Plan" (March 2000) and the "Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of

Franklin” (October 2001) (for a description, see below). These amendments responded to changing dynamics of Franklin’s landscape (land use, natural and visual resources, circulation, vehicular access) that have occurred at an increasing rate since the 1992 Comprehensive Master Plan was generated.

Selected relevant planning efforts that have focused on specific issues or geographic areas of the City that will be considered during the Comprehensive Master Plan Update process include:

City of Franklin Research Findings (Franklin Needs Study) (1998). An economic development needs Study that identifies “holes” in the city’s business base that city officials and residents would like to see filled. The recommendations promote capitalization of Franklin’s unique characteristics, support careful control of the structure and infrastructure of development, focus on a mix of businesses, “citizen driven” commercial development, pedestrian-focused retail environments, and small retail development clusters.

Unified Development Ordinance (1998, updated 2009). *An ordinance that promotes the health, safety, morals, prosperity, aesthetics and general welfare of the City through regulation and control of land division within its borders and extraterritorial boundary.*

Franklin First: Strategies to Bring Balance to Franklin’s Tax Base, The City of Franklin Economic Development Strategic Plan (March 2000). The report (commonly referred to as the Tichnor Report) states “The goal of Franklin First is to decrease the homeowner’s tax burden through quality non-residential development.” The Tichnor Report examines several variables related to development opportunities for twelve non-residential areas within the City that include access, market niche, pricing, workforce, office and secondary business park construction. The Tichnor Report states that the benefits of implementing the Franklin First plan will “Raise the non-residential share of Franklin’s tax base from 17.6 percent to an estimated 24.6 percent by 2020.”

Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin (October 2001). A document (commonly referred to as the R.A. Smith Report) that provides detailed evaluations and recommendations related to the five key development areas* identified by the Strategic Plan Oversight Committee. Conceptual site development plans were prepared for the identified sites, including proposed land use and zoning, land acquisition, infrastructure requirements, development guidelines and financial viability and costs associated with the developments.

* *Areas identified include: (Franklin Corners), (Outdoor Twin Theater Environs), (Southeast Environs), (Ryan Road North), and (Town Centre)*

Comprehensive Outdoor Recreation Plan: 2020 for the City of Franklin (February 2002). The plan is designed to address projected and prioritized public park, open space, and recreational facilities needs through the year 2020 for the City. It is considered an integral part of the City's comprehensive master plan. The plan includes recommendations for improvements to existing outdoor recreation facilities, as well as acquisition and development of new outdoor recreation facilities. Preparation, adoption, and regular 5-year updates of the Comprehensive Outdoor Recreation Plan will maintain the City's eligibility to apply for the State's Stewardship Grant Program.

Long-Term Vision for the City of Franklin (October 2004). A Vision Statement that serves as the foundation for decision-making and the day-to-day operations of the City. The action plan outlined in this document that supports the long-term vision of Franklin delineates specific projects, tasks, and administrative modifications to improve decision-making and day-to-day operations of the City.

Crossroads Trade Area: Regulating Plan (November 2004). A market and development concept and regulating plan for the Crossroads Trade area located at Loomis Road (STH 36) and STH 100. This document provides a realistic vision for future development and provides standards and guidelines for implementation of the design concept. The Crossroads plan outlines recommendations for high quality development that accommodates pedestrians, vehicles and open space features.

South 27th Street Corridor Plan (2004). A visionary, market-based land use plan that incorporates design guidelines, zoning recommendations and implementation concepts for future development; natural areas preservation; and street and circulation design for a significant commercial/retail corridor.

WIS 241 (South 27th Street) Access Management Plan, County Line Road to County ZZ (College Avenue), Milwaukee County, Wisconsin (November 2005). A collaborative planning effort sponsored by the Wisconsin Department of Transportation to create a long-term vision for access management of the 27th Street corridor. The plan envisions the incremental implementation of its recommendations as land uses change over time or when safety

issues occur. The plan focused on public and private road access to South 27th Street, local circulation needs, medians, and signalized intersections and traffic progression.

Demographic Profile

The Demographic Profile section of this chapter is primarily intended to present the current situation of the City of Franklin in regard to population level and composition and select census information such as employment, household, and housing data. However, it also presents the population projection for the City, which is a key factor of many of the elements of this Plan, and will be discussed in greater detail in those chapters. Lastly, this section also provides some historical data for reference and comparison purposes.

Annual population estimates are prepared for local communities by the Wisconsin Department of Administration's Division of Intergovernmental Relations Demographic Services Center. For the most recent year available for the City of Franklin during the preparation of this Plan, the City's year 2008 population estimate was 33,550. Comparisons of this population estimate to past census population counts, and future population estimates, is provided in the following section of this chapter.

Population projections are also prepared for local communities by the Wisconsin Department of Administration's Division of Intergovernmental Relations Demographic Services Center (DOA). The DOA's latest population projection has been prepared for all local municipalities in Wisconsin in five year increments from the year 2000 to the year 2030. For purposes of this Plan, the year 2025 population projection of 40,564 persons was utilized. This would be an increase of about 7,903 persons, or about 24 percent, over the DOA's recent year 2005 population estimate of 32,661 persons. This increase would be less than the population increase that occurred within the City of Franklin between the years 1980 and 2000 of 12,623 persons, or about 75 percent.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has also prepared its own population projections, to the year 2035, for use in its regional planning efforts. Those population projections, for the City of Franklin, are higher than the DOA's projections (by about 6,512 persons, or about 17 percent, in the year 2020). One reason for the higher population projection is that SEWRPC assumed that public sanitary sewer service (and attendant higher density development) will be provided to a portion of the southwest part of the City by the year 2035. Another reason for the higher projection is that SEWRPC assumes that the same density of residential development which has occurred to date in the City (as indicated by the current mix of R-1 through R-8 zoning districts) will continue, although the City of Franklin 2025 Comprehensive Master Plan tends to envision less dense residential development. It is recognized, however, that should the City of Franklin choose at some time in the future to provide public sanitary sewer service to the southwest

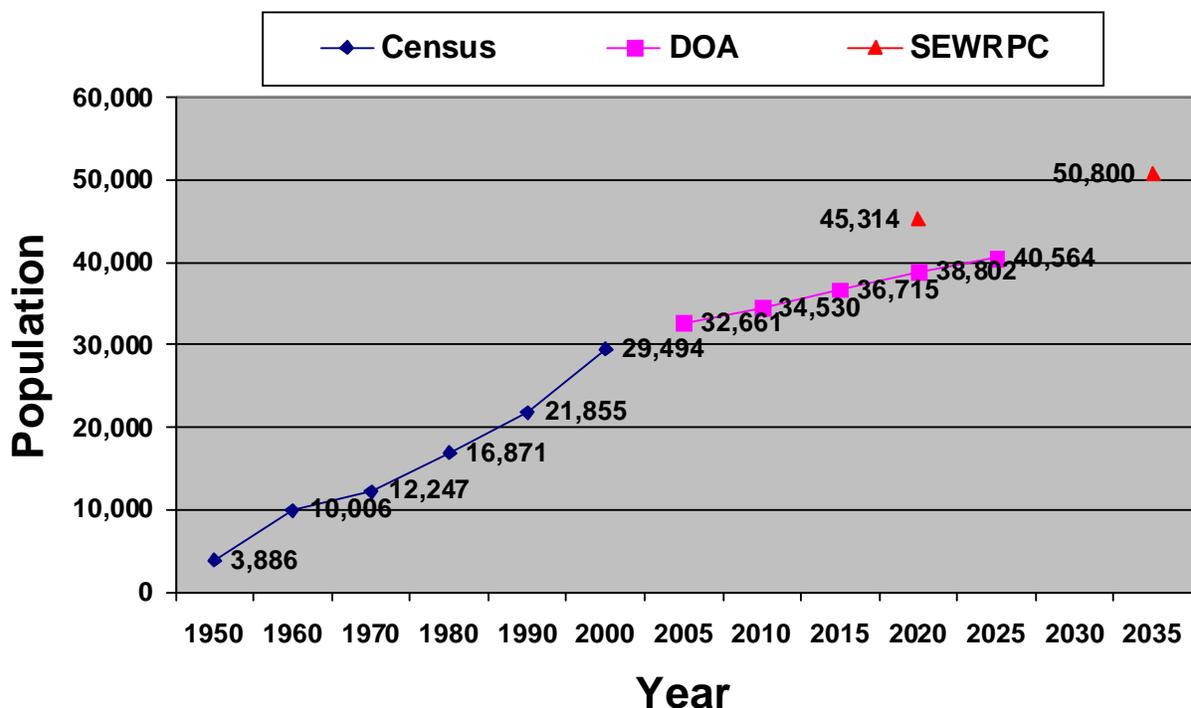
portion of the City, or to develop at higher densities (particularly higher residential densities), use of the SEWRPC population projections should be considered, and this plan should be revised accordingly.

The Wisconsin Department of Administration's Division of Intergovernmental Relations Demographic Services Center (DOA) also prepares annual population estimates that are referenced later in this chapter. It can be noted that these population estimates have historically been relatively similar to the DOA population projections as well as to the decennial census data. For example, it can be noted that: the year 2000 population estimate was approximately 690 persons, or about 2.3 percent, lower than the official year 2000 census population level for the City of Franklin; and the year 2005 population estimate was only 67 persons, or about 0.2 percent, higher than the 2005 population projection.

Lastly, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) has prepared an ultimate build-out population projection for all of the local municipalities in southeastern Wisconsin, which for the City of Franklin, is 57,015 persons. It is not indicated when this would occur, but it can be assumed to be sometime after the year 2035.

Detailed information on the population counts and projections is provided in Table 2.1, and the following demographic topics are provided in Appendix C.

Table 2.1: City of Franklin Population Counts and Projections



Population

One of the fastest-growing communities in the state, Franklin has witnessed its population increase by almost 25 percent over the last decade, to 33,550 residents in 2008. Franklin ranked first in Milwaukee County in population growth during the period 2000-2008 (4,056 new residents). The City of Franklin was one of only seven communities in Milwaukee County to experience a population increase during this time frame.

An examination of historic growth patterns reveals that the population of the City has increased by approximately 12,600 persons, or about 75 percent during the past 20 years (1980 to 2000). Whereas most villages and cities within Milwaukee County have witnessed sluggish to modest growth during this time span, communities in the southern portion of the County, such as Franklin and Oak Creek, have and will continue to experience significant new construction and development. The City of Franklin's highest rate of population increase per decade, about 158 percent, occurred between 1950 and 1960 (but only consisted of about 10,000 persons). Since then, the rate of increase per decade has averaged about 30 percent (or about 4,900 persons). Between 2000 and 2008, the growth decelerated somewhat, but may still achieve the projected increase of approximately 4,056 persons or about 20 percent between 2000 and 2010 (to a population level of about 34,530 persons in 2010). This rate of growth continues to outpace most communities in Milwaukee County and the neighboring counties of Waukesha and Racine.

Population Age

In tandem with regional, state, and county trends, the population of the City is aging at a slow but measurable rate. A comparison of 1990 and 2000 census data illustrates that the age groups with the greatest number of people remains those in the 35-54 year-old category. In 2000, the median age in the City was 37.9 years, which slightly exceeded the median age in the County (33.7 years) and in the Nation (35.3 years). Approximately 10 percent of the population is 65 years or older in age, which is lower than national statistics (12.4 percent). However, the number of residents 65 years in age or older nearly doubled from 1,593 to 2,920 between the years 1990 and 2000. In addition, one of the largest increases is expected in the greater than 65 year-old categories.

Review of the City's previous Comprehensive Master Plan also identified a similar trend. In particular, that plan projected that the number of residents 65 years in age or older would nearly double every decade between 1980 and 2010.

Households

There were 10,637 households in the City of Franklin in 2000, with an average household size of 2.58 persons per household. This compares to 2.43 persons per household for Milwaukee County, which is the lowest average household size of all seven southeastern Wisconsin counties. As is happening in most parts of Wisconsin and the country, household sizes are decreasing, from 2.78 persons per household in the City of Franklin in 1990, and from 2.50 persons per household in Milwaukee County in 1990. It can be further noted that the household size in the City of Franklin in 1985 was about 2.9 persons per household, and in 1969 was about 4.11 persons per household.

The Wisconsin Department of Administration's May 2008 household projection anticipates 15,827 households within the City by the year 2025, an increase of 3,755 households, or about 31 percent.

Educational Attainment

The population of Franklin represents a highly-educated workforce, as 90 percent of the population 25 years of age and older in 2000 were graduates from high school. Nearly one-third of residents 25 years of age and older hold degrees from colleges and universities. This level is significantly higher than Milwaukee County as a whole.

Occupation, Industry & the Economic Sector

In 2000, most of the labor force (67.7 percent) in the City of Franklin was employed in management, professional, sales and office fields. While Franklin continues to be distinguished for its rural setting and agriculture landscape, the agricultural industry represented a mere fraction of the overall economy (less than 1 percent) in 2000, compared to more than 3 percent of the employment sectors in 1985. In 1985 industrial sectors made up about 28 percent of all jobs, and service sectors were 23 percent of all jobs. Although the census categories were different in 1985, the service sectors of 1985 are similar to the management, professional, sales, and office fields of the 2000 Census which in 2000 were about 67 percent of all jobs.

Manufacturing represents the most vigorous industry of the economic sector within the City of Franklin in terms of sales and revenue, annual payroll, and number of employees (2,705 jobs or about 38 percent of the total employment of 7,152 jobs within the City in the year 2000). The City's previous comprehensive plan indicated there were approximately 3,960 jobs in the City in 1980, and projected an increase to between 7,040 to 10,490 jobs by the year 2010 (with the most jobs within the Industrial sector). An estimate by the

Wisconsin Department of Workforce Development for the four southeastern Wisconsin counties of Milwaukee, Ozaukee, Washington and Waukesha in 2006 indicates that 40 percent of the labor force was employed in the Education and Health Services and the Information/Professional Services/Other Services fields, and projects that to continue to at least the year 2016.

Approximately 95 percent of the working population in the City commutes to their place of employment, and the average commute time is about 24 minutes. The majority of commuters (88 percent) drive alone, and less than 1 percent of workers utilize public transit.

Income

In 2000, the median household income in the City was \$64,315 (\$24,414 per capita). This sum was slightly higher than the median household income in neighboring Oak Creek (\$53,779 or \$23,586 per capita) and significantly higher than that of Milwaukee County (\$38,100 or \$19,939 per capita). The 2000 median income level represents a significant increase from the 1990 level of \$43,686. In 2000 more than 5 percent of the City's households made more than \$150,000 compared to less than 1 percent in 1990; and more than 15 percent of the City's households made between \$100,000 and \$149,999 in 2000 compared to 3.5 percent in 1990.

Housing

In 2000, total housing units in the City of Franklin numbered 10,956 – an increase of 2,930 new units from the previous decade. The bulk of housing (74 percent) remained single-family detached dwellings in 2000. This is significantly higher than Milwaukee County, which has 51 percent of its housing stock as single-family detached. As such, the City of Franklin's multifamily dwellings (2 or more units), at 26 percent, were much less than Milwaukee's at 49 percent. Nearly 80 percent of total occupied dwellings in the City are owner occupied.

In general, new building permits for housing in the City of Franklin have steadily increased since the early 1980s, although there is significant annual fluctuation due to economic and market conditions. Single-family construction had outpaced multi-family construction from the early 1980's through the late 1990's. Since then, multi-family construction has outpaced single-family construction, although two-family (duplex) residential new construction has been very limited. On average, over a 20-year period (1985 - 2005), the City granted the following number of permits annually: 187 single-family units, 9 two-family units, and 140 multi-family units. While single-family construction has been substantial as far back as the early 1970's, Franklin's

multi-family housing stock has fluctuated greatly over that time period, but has increased dramatically since the mid 1990's.

Approximately 75 percent of the housing stock in the City was less than 35 years old in 2000. Of total dwelling units, 40 percent was constructed between 1970 and 1990. In contrast, Milwaukee County has witnessed a steady decrease in new construction during previous decades, so that only 23 percent of the housing units date from the past 35 years.

In 2000, the median value of an owner-occupied unit in the city was \$156,400, though more current assessments would increase this value to about \$231,000 in 2008. The median value of housing in the City of Franklin is appreciably more than that of the County (\$103,200).

In 2000, the vacant housing rate in Franklin (3.1 percent) was significantly lower than national rates (9.0 percent). Less than one-half (41.8 percent) of documented vacant housing was single-unit dwellings (detached and attached). In 1990, the vacancy rate was 4.1 percent.

In 2008, there were about 16 single-family residential subdivisions and 14 multi-family residential apartments/condominiums, encompassing a total of 406 units and 1,334 units respectively, under some stage of development (from approved but not yet under construction to developed but with some vacant lots still remaining). In addition, there were approximately 274 vacant platted lots (does not include multi-family residential development or lots created by Certified Survey Map) within the City in 2008.

PUBLIC INVOLVEMENT

A series of public involvement strategies were utilized throughout the planning process. These strategies included:

- City-wide community survey (provided to over 12,000 residents and business owners in July 2005, included 27 questions ranging from background information about the respondents to how they rate the overall quality of services in the city);
- A Kick-Off Meeting held in August 2005, to provide an introduction of the comprehensive master plan update effort, a summary of the results of the community survey, and to conduct a design preference survey;

- Constant web-site updates (copies of the surveys, minutes, agendas, draft chapters, and other pertinent information, was maintained on a separate webpage linked to the City's website and the Planning Department's webpage);
- Nine Listening Sessions and Design Preference Surveys (conducted in September and November 2005 for each of the neighborhood planning areas, the Listening Sessions included the Design Preference Survey to obtain resident feedback on preferred types of development);
- Ten Review Session meetings (two for each neighborhood planning area, conducted in two rounds, one round of meetings with each neighborhood in June 2009, to obtain public comment on the draft plan prior to completion, and a second round of meetings with each neighborhood in July 2009, to obtain public comment on the final draft plan prior to a citywide open house and a citywide public hearing);
- 21 Plan Commission and 33 Project Committee meetings (all meetings of the Project Committee/Plan Commission were open to the public, and those Project Committee meetings dealing with the Plan Update included a public comment period);



- Open House (provided an opportunity for the public to ask questions about the final draft Plan of City staff and the consultant); and
- Public Hearing (provided an opportunity for the public to officially comment on the final draft Plan).

Design Preference Survey Results

The Design Preference Survey was conducted at the neighborhood Listening Sessions held in November 2005, and consisted of the review and ranking of 78 images of different types of development. In general, it can be noted that the 475 individuals who participated generally preferred suburban type development, such as: high-quality, large lot, residential development; high quality non-residential development utilizing many architectural and landscaping features of residential developments such as pitched roofs and landscaping; smaller developments and smaller buildings; significant amounts of open space/green space; curvilinear roads; and managed landscaping/parklands. Detailed results of this survey are presented in Appendix E.

Community Survey

A city-wide survey was conducted in July 2005 to gauge community support for existing and future development and services. The following table provides excerpts from the survey that illustrate the most widely supported (or opposed in one instance) issues, full survey results are located in the Appendix D.

Table 2.2 Community Survey Summary

HOUSING	PERCENT RESPONDENTS IN SUPPORT
Single-Family	
New single-family housing preferred *	88
Compatibility with surrounding development *	88
Size and scale of home	81
Size and scale of overall development	82
Architectural quality and design *	83
Variety and appearance within subdivisions	82
Lot sizes and setbacks	80
Multi-Family	
Form of ownership *	80
Includes substantial amount of open space	75
Adds little traffic to local streets	79
Architectural quality and design	80
COMMUNITY FACILITIES AND OPEN SPACES	
The city should provide neighborhood parks, playgrounds, and recreational facilities	74
PUBLIC POLICIES AND COMMUNITY INFORMATION	
Very satisfied or satisfied with residential neighborhood quality	94
Very satisfied or satisfied with shopping convenience and variety	71
Very satisfied or satisfied with road maintenance	74
Very satisfied or satisfied with police service	85
Very satisfied or satisfied with fire and emergency service	82
INFRASTRUCTURE	
Sidewalks on all residential streets	PERCENT RESPONDENTS OPPOSED 74

* These questions received exceptionally high scores in the categories of “very favorable” or “very supportive.”

PLANNING AREA ISSUES AND PREFERENCES

During the initial public involvement phase of the Plan, a Design Preference Survey and Listening Session was conducted with all nine planning areas. The following is a summary of the critical issues expressed by residents and property owners from each of the planning areas.

The following key issues were identified by the public as priorities and incorporated into the Comprehensive Master Plan. The nine Listening Sessions were conducted between September 19th and November 22nd, 2005.

Area A: the northwestern portion of the City

At the Area A listening session, held November 9th, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

Sidewalks and Bike paths

Several residents expressed their position for and against sidewalks. Residents for sidewalks indicated streets, especially major roads, without sidewalks or walking/biking paths posed safety hazards. Some residents did not support sidewalks due to increased maintenance (shoveling in winter), infringement on rural character, and costs. Many residents voiced support for the development of bike paths connecting residential areas with other areas in Franklin.

Streets in Neighborhoods

The type and speed limits of streets in the neighborhoods was addressed by multiple residents. One resident indicated that arterials in residential areas are not appropriate. Another resident suggested changes in striping and speed limits should be considered to limit the impacts caused by major roads. The need for new roads that connect through subdivisions was also an issue mentioned.

Multifamily Development

There was concern that multifamily development would cause crime due to excessive density in certain locations. Additionally, it was expressed that current density in multifamily areas is too high.

Area B: the west central portion of the City

At the Area B listening session, held September 19th, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

Subdivisions

Several residents owning larger parcels (10 or more acres) have expressed a desire to subdivide their land, typically to add one or two houses. The present Unified Development Ordinance code requires new construction to be connected to municipal sanitary sewer, and many portions of this planning area are unsewered. However, residents perceive inconsistencies regarding the approval process for subdivisions and zoning changes.

Natural Resources

Environmental issues and natural resources were viewed as important by the residents of Area B. Resources residents believed should be protected include wooded areas, rural open space and wetlands. Existing wetlands should be preserved and restored if needed.

Identity of Neighborhood

Areas within Franklin should be planned as individual neighborhoods with individual character, within the larger district. Residents expressed concern that a one size fits all planning approach to the City of Franklin would result in a homogeneous area that lacked much of the character currently present in the City. Area B desired to have its rural character preserved and reflected in the plan

St Martins

The St. Martins area should receive special consideration within the plan. Its historic character should be preserved and new development within the area must be sensitive to its context. Additionally, effort should be made to rehabilitate existing structures in disrepair.

Schools

Residents are concerned how current and future growth will impact schools. They also expressed interest in where potential new schools will be located and if land is being preserved for them.

Area C: the civic center portion of the City

At the Area C listening session, held November 14th, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

Natural Resources

Many residents were concerned about losing green space and the over-development of Franklin. Wetlands should be protected from development and walking/biking trails should be developed or enhanced.

Multifamily Development

Residents feared Franklin will be solely for the wealthy if multifamily is excluded from the area. Multifamily units should be developed in order to increase the number of affordable housing units in the City of Franklin.

Elderly Housing

Residents feel there is currently a sufficient quantity of units for present and future needs. No additional elderly housing is needed in Franklin and additional units should not be built.

Commercial Development

Commercial development within the City of Franklin should be smaller scale and be located exclusively on major streets. Residents felt large scale commercial development will detract from the quality of Franklin.

Area D: the north central portion of the City

At the Area D listening session, held November 21st, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

High Traffic

Many comments were made on several streets and intersections about traffic moving too fast, ignoring signals, safety issues, etc. Traffic calming measures should be explored on certain local streets to lower the speed and quantity of traffic. Residents also questioned whether specific roads should be expanded while others are not at capacity.

Streets in Neighborhoods

Streets within neighborhoods should be short and allow for connections to other areas. Residents stated long cul-de-sacs within subdivisions should be avoided.

Sidewalks and Bike paths

Residents expressed their support for sidewalks and bike trails. Residents for sidewalks indicated streets, especially major roads, without sidewalks or walking/biking paths posed safety hazards. Residents also voiced support for the extension of the Oak Leaf Trail.

Area E: the northeastern portion of the City

At the Area E listening session, held November 22nd, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

Sidewalks and Bike paths

Residents expressed their support for sidewalks and bike trails. Residents for sidewalks indicated streets, especially major roads, without sidewalks or walking/biking paths posed safety hazards.

Sycamore Street Extension

The extension of Sycamore Street is not supported by local residents. The presence of wetlands in the path of the extension is the major objection cited by residents.

Balanced Land Uses

Multiple residents expressed concern about the balance of land uses in Franklin. Residents would like to see a balance of development with the need for new infrastructure and school spending. Commercial development should not negatively impact existing businesses. Additionally, residents expressed the desire to preserve open space as Franklin develops.

Buffering

Residents stated adjacent non-compatible land uses, such as residential and industrial, should be sufficiently buffered to obscure views, minimize noise, and provide residents with privacy and improved views.

Area F: the east central portion of the City

At the Area F listening session, held September 26th, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

High-quality Retail

Several residents of this area expressed a desire to attract high-quality/high-end retailers to Franklin. Specific retail types discussed included clothing and grocery stores (such as Sendik's). Residents also indicated they believed Franklin could become a destination for boutique retail, much like Greendale's village center that was privately subsidized.

Natural Resources

Residents were concerned that future development may negatively impact existing wetlands in the area. Loss of wetlands may increase flood risk for neighboring properties. Additionally, the City of Franklin should investigate purchasing environmentally significant areas to permanently protect them and create a linking trail system throughout the City.

Preservation of “Franklin” Character

Residents stated they moved to Franklin for its open, rural character. They expressed that preservation of this character should be a high priority and the current speed of development will result in poor quality buildings that detract for Franklin’s character.

Industrial Development

Existing industrial buildings in the City of Franklin are generally perceived to be underutilized or vacant. Residents question the merit of planning for additional industry while existing space is vacant.

Area G: the southeastern portion of the City

At the Area G listening session, held September 29th, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

Preservation of “Franklin” Character

In order to preserve Franklin’s rural and open character, large residential lots should be required if properties are subdivided. Additionally, commercial development should be concentrated into nodes.

Retail

Like many other neighborhoods, residents of Area G are divided on retail development. Some would like to see an increased retail presence in Franklin and Area G, especially restaurants and grocery stores. Other residents value open space more than convenience and believe driving to stores outside of the area is acceptable.

Sexual Predators

Previous discussions regarding locating sexual predators in the City of Franklin were revisited. Residents reiterated that sexual predators should not be located in Franklin.

Recreation

A mix of residential pocket parks and major civic parks should be developed within the City. A central park should function as a gathering space for the city and contain recreational opportunities within it. Paths and trails should extend through Franklin and link the system of parks.

Area H: the southwestern portion of the City

At the Area H listening session, held September 21st, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

Landfill

The future of the landfill is the one of the most significant issues facing Area H. Future expansion of landfill could potentially occur, and is therefore of great concern to the residents. Public safety and environmental issues related to the landfill were a significant focus of resident's comments.

Infrastructure

Sewer extension to Area H is another highly significant issue. Residents have previously been told that sanitary sewer service would be made available in their area of the City, but this has not been realized. Impacts on property value and the ability to subdivide property for development continue to rest on the presence or absence of sanitary sewer infrastructure. In addition to sewer, cable and high-speed internet service are not currently available and strongly desired by some residents.

Preservation of "Franklin" Character

Residents had a strong desire to maintain the rural, open character found in Area H. Many unique open spaces in Area H are not found elsewhere in Franklin and should be preserved.

Paths and Trails

Residents identified Ryan Road as dangerous on foot or bicycle. A path and trail system was suggested as a method of linking the community while providing a safe alternative to busy streets.

Subdivisions

Several residents owning larger parcels (10 or more acres) have expressed a desire to subdivide their land, typically to add one or two houses. The present Unified Development Ordinance code requires new construction to be connected to municipal sanitary sewer, and many portions of this planning area are unsewered. However, residents perceive inconsistencies regarding the approval process for subdivisions and zoning changes.

Area I: the central portion of the City

At the Area I listening session, held September 28th, 2005, residents expressed concerns regarding several issues. Major issues have been summarized.

Taxes

Many residents expressed concern about tax levels in Franklin and the impacts improvements (open space, roads, etc.) and additional development will have on the tax base.

Access

Residents desired easier access to commercial, civic and other uses. This need could be met using a trail system and/or creating a street system that connects neighborhoods rather than isolates subdivisions.

CITY-WIDE PRINCIPALS, GOALS, OBJECTIVES, POLICIES AND PROGRAMS

This Plan sets forth a number of principles, goals, objectives, policies, programs, recommendations, and suggestions based upon the input of citizens, officials, and staff. All of these guidelines incorporate or support the frequently expressed desire of residents to retain the City of Franklin's character. This includes maintaining a mix of urban, suburban, and rural areas, protecting and preserving important natural resource features, and ensuring high quality development. This chapter sets forth the principles, goals and objectives of this Plan, however, the specific policies, programs, recommendations and suggestions of this Plan are set forth in the specific chapter to which they most pertain. This chapter also identifies the City of Franklin's Vision Statement and Mission Statement which are consistent with and are incorporated into this Plan. Lastly, the over-riding principals of this Plan, including those of Balanced Development, High Quality Development, Preserve Rural/Suburban Community Character, as well as the information contained in the

City's Vision and Mission Statements and the various chapters of this City of Franklin 2025 Comprehensive Master Plan, are also identified in this Chapter.

Principles

The following principles describe the overall guiding elements of the City of Franklin 2025 Comprehensive Master Plan. They are obtained from a variety of sources, ranging from adopted plans or policies, to commonly expressed desires of City residents and officials. These principles are also large picture and long-range statements intended to guide implementation of this Plan.

Vision Statement and Mission Statement

The City of Franklin's Vision Statement and Mission Statement (created in 2004 with the assistance of MSA Professional Services, Inc.), are an important part of this Plan. They will also be used to help guide the implementation of this Comprehensive Master Plan. The Vision Statement and Mission Statement are set forth below.

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

Mission Statement: The City of Franklin's mission is to be a well-planned model community providing for a high quality of life for residents of all ages. The future of Franklin is founded on quality development that includes smaller and mixed-use commercial centers and corridors, that provides for new office parks that attract knowledge-workers and information industries to the community, while continuing to develop and maintain quality residential areas that provide a wide range of housing opportunities to support the needs of working professionals, seniors, and families. The residents of Franklin will have access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle. Franklin will be a community where modern conveniences, friendly people, and a small town atmosphere combine with low crime, a clean environment, and quality educational opportunities to make Franklin the primary destination to live and learn, work and play, and to do business.

Balanced Development

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

exists. Survey results and public comment support large-lot residential development, small-scale commercial development, and preservation of natural resource features. Residents appear to desire additional housing. The City, however, has set a goal of lowering the tax-rate by achieving a 70 percent residential and 30 percent non-residential tax base as the City continues to grow¹. This is the percentage that contributes to the overall tax base, not percentage of land area in the City. The current division is approximately 82 percent residential tax base and 18 percent non-residential tax base.

A significant challenge for the Comprehensive Master Plan is how to achieve a development balance with an appropriate 70/30 tax base goal, a balance which addresses both economic and social values. Complicating the achievement of this guiding principle for the City is the population projection by the State Department of Administration which indicates a year 2025 population level of 40,564 persons, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) population projection which indicates a year 2035 population level of 50,800 persons, and the SEWRPC population projection for the ultimate build-out of the City of about 57,015 persons. This is an increase of 8,016 persons or about 25 percent over the next 20 years, 18,252 persons or about 56 percent over the next 30 years, and 24,467 persons or about 75 percent by full build-out (anticipated to occur sometime after the year 2035).

Further complicating achievement of balanced development, particularly from the standpoint of non-residential development, are:

- resistance by residents to adjacent development proposals containing different land uses or land use densities;
- local and regional market factors which often encourage residential development over non-residential development;
- a relative shortage within the City of large vacant developable parcels with available public services such as public sanitary sewer and water service; and
- a lack of local examples of innovative development techniques.

¹ The Common Council, at their June 29, 2005 special meeting, approved a motion “[T]hat it remain a goal of the Common Council to obtain the 70/30 ratio of residential to commercial assessed valuation.

High Quality Development

The Comprehensive Master Plan recommends a guiding principle of High Quality Development², regardless of use. The priority will be to allow for various types of development, as long as the proposed development does not increase the local tax burden. The attainment of high quality development will be an important factor in the consideration of all development proposals. The Plan will address minimum residential densities, appropriate lot sizes, and housing types that can help to achieve this goal. High quality non-residential development will also be strongly encouraged.

Achieving balanced, high quality development is not as simple as it might sound. It is not a regulation that can be applied across the City. Development proposals need to be evaluated on a case-by-case basis as to their impact on the community. However, as a strategy or goal, one which is to be continuously striven towards, is a not uncommon theme in many local comprehensive plans, and is one that was part of the Community Character Objective in the 1992 City of Franklin Comprehensive Master Plan.

Agricultural, Natural and Cultural Resources Principle

As stated in elsewhere in Chapter 2, and in Chapter 3, preserving the rural/suburban character while at the same time encouraging growth and development, generates competition between the need to preserve historic and natural resources and the need to accommodate residential, business, and industrial development. Therefore, enhancing and preserving the essential components of Franklin's urban, suburban, and rural characteristics will be considered in the formulation of the action and strategies of this Comprehensive Master Plan.

Economic Development Principle

The overall guiding principle of the City of Franklin's economic development related efforts is to:

- promote a high quality community for residents and businesses alike; create jobs for a growing population; and
- stabilize and expand a diverse tax base.

² Further information about high-quality, including a definition, is included in the Land Use chapter.

Land Use Principle

The overall guiding principle of the City of Franklin's land use and land use planning related efforts 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;
- encourage quality development that includes smaller and mixed-use commercial centers and corridors, and provides for new office parks that attract knowledge-workers and information industries to the community, while continuing to develop and maintain quality residential areas that provide a wide range of housing opportunities to support the needs of working professionals, seniors, and families;
- permit sustainable growth while protecting the natural resource features and high-quality suburban character of the City;
- allow for various types of development, while giving appropriate consideration to the impact of new development on the local property tax burden; and
- utilize the Land Use chapter as the principle means to integrate and ensure consistency between all of the other elements of this Comprehensive Master Plan.

Housing Principle

The overall guiding principle of the City of Franklin's housing related efforts is to:

- provide a wide range of housing opportunities to support the needs of working professionals, seniors, and families;
- coordinate the housing principles, goals, objectives, and policies with the other elements of the Comprehensive Master Plan; and
- promote high quality development to allow for various types of development while giving appropriate consideration to the impact of new development on the local property tax burden.

Transportation Principle

The overall guiding principle of the City of Franklin's transportation related efforts is to:

- create a safe and efficient transportation network that is integrated into the regional transportation system;

- provide viable options for travel through multiple modes including driving, transit, walking, and bicycling; and
- serve the needs of City residents with limited access to transportation, including the young, elderly, and disabled.

Utility and Community Facilities Principle

The overall guiding principle of the City of Franklin's utility and community facilities related efforts is to:

- provide City residents access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle; and
- make Franklin a community of modern conveniences with friendly people while maintaining a small town atmosphere combined with low crime, a clean environment, and quality educational opportunities to make Franklin the primary destination to live and learn, work and play, and to do business.

GOALS AND OBJECTIVES

The goals and objectives of the City of Franklin are statements identifying the City's priorities and intentions with respect to land use and development. The goals are developed based on input from the public, and consistency with the City's Vision Statement and Mission Statement and the City principles of balancing the tax base between residential (70 percent) and non-residential (30 percent) and of achieving high quality development. The goals are presented as statements of conditions intended to be maintained or achieved. Objectives are statements of actions to be taken in order to achieve the goal. They are the basis for specific policies and recommendations throughout the Comprehensive Master Plan. In addition, each goal also notes which chapter should be consulted for more information on that topic. Goals are identified in bold and are underlined, while the related objectives are listed below each associated goal.

1. Preserve and enhance the City's community character, including individual planning area identities, while directing growth and development. (see Chapter 2)

- Protect the City's remaining natural resource features.
- Require high value development that contributes to the City's tax base and helps to lower the City tax rate.

- Limit the expansion of the landfill and buffer it to maintain property values in the surrounding area.
- Allow existing agriculture land to remain in farming production until alternative long-term uses are identified and come to fruition.

2. Protect environmental resources. (see Chapter 3)

- Discourage incompatible development and alteration of floodplains, lakes, rivers and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impacts upon adjacent properties.
- Control and minimize development within the Southeastern Wisconsin Regional Planning Commission's delineated Environmental Corridors and Isolated Natural Resource Areas to protect, preserve, and enhance those natural resource features contained within, to maintain the natural beauty of the City, to balance these with the development rights of the underlying existing and planned zoning, and to minimize adverse impacts to surrounding properties.

3. Provide park and recreation areas throughout the City as Identified in the Comprehensive Outdoor Recreation Plan.
(see Chapter 3)

- Preserve existing parks, recreation areas, and recreational opportunities.
- Create a city-wide trail system for pedestrians and bicyclists.
- Identify opportunities for new neighborhood parks and city parks.
- Create links to other natural areas in the City when developing park areas.
- Identify potential funding mechanisms for the development and maintenance of parks, recreation facilities, and programs.
- Work with MMSD and non-profit agencies to purchase/protect conservation sites.
- Continue to update the Comprehensive Outdoor Recreation Plan to maintain the City's eligibility to apply for State Stewardship Program grants.

4. Promote an active and healthy lifestyle. (see Chapter 3)

- Provide access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle.

5. Protect natural resources while permitting growth and high quality suburban character. (see Chapter 3)

- The opinions of the residents and property owners indicate a strong desire for the City of Franklin to permit growth while protecting the natural resource features and high-quality suburban character that currently exists.
- Prevent and control erosion, sedimentation, and other pollution of the surface and subsurface waters through stormwater management policies and practices.

6. Protect natural resources to a greater extent, and agricultural and cultural resources to a lesser extent. (see Chapter 3)

- Protect natural, and to a lesser extent agricultural and cultural resources, to achieve many purposes, including: control erosion and sedimentation; promote and maintain the natural beauty of the City; sustain a high quality and interconnected natural resource network throughout the City; serve as buffers between different land uses and land use densities; and serve as locations for existing and future parks, outdoor recreation sites, and trails.

7. Pursue and achieve business attraction, retention, and expansion. (see Chapter 4)

- Although this aspect of economic development may seem to overlap the other goals and objectives, or may seem to be a strategy through which the other goals and objectives can be attained, it is such a core aspect of economic development that it is, in and of itself, a goal and objective.

8. 70/30 Goal. (see Chapter 2 and 4)

- Strive toward a 70/30 ratio of residential to commercial assessed valuation.

9. Balanced Development. (see Chapter 2 and 4)

- Permit growth while protecting the natural resource features and high quality suburban character, and

promoting business development to enhance the tax base while promoting residential development to meet citizen demands for residential housing.

10. High quality and high value development. (see Chapter 2 and 4)

- Apply to all development regardless of use, that high quality and high value go hand in hand and, importantly, that high value development decreases the tax burden.

11. Expand and stabilize the current economic base. (see Chapter 4)

- Establish an economic development program that can effectively react to requests for information from potential developers and proactively work to recruit business to the City.

12. Create Jobs. (see Chapter 4)

- Create a range of employment opportunities at the state, regional, and local levels.

13. Redevelop lands with existing infrastructure and public services and maintain and rehabilitate existing residential, commercial, and industrial structures. (see Chapter 4)

- Leverage added value from past investments and to restrict negative impacts on the City's economic base.

14. Decrease homeowners tax burden through quality non-residential development. (see Chapter 4)

15. Encourage high quality commercial, retail and office development in appropriate locations. (see Chapter 5)

- Accommodate (where appropriate) high quality neighborhood-scale commercial development, which serves local residents, is compatible with adjacent uses, and is consistent with the capacity of the City's infrastructure.
- Require site plan approval for all new development and redevelopment.

16. Accommodate (where appropriate) mixed-use development within identified districts and commercial areas. (see Chapter 5)

- Provide for mixed-use buildings to include housing within identified districts and commercial corridors.

- Identify location(s) that will support a “village center” development with quality retail, residential, institutional, and/or recreational uses.
- Include public open space within, and adjacent to, mixed-use developments.
- Require site plan approval for all mixed-use development.
- Establish architectural, landscape and site development standards for mixed-use development that improves the value of the properties.

17. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and utility costs. (see Chapter 5)

18. Build community identity by revitalizing main streets, special districts, and other important areas of the City, enforcing appropriate design standards, and by creating and preserving varied and unique development and land uses. (see Chapter 5)

- Maintain the individual identities and planned character of the neighborhoods throughout the City, such as the historical character of the St. Martin’s area and the planned urban character of the 27th Street Corridor.
- Provide development and design standards for new and redeveloped residential uses, including (where appropriate) lot sizes, stormwater management, building size, architectural, landscape, and open space requirements.

19. Encourage compatible uses, such as high quality non-residential development next to residential development, and/or by providing appropriate buffers between them. (see Chapter 5)

- Create a Plan that provides direction but allows flexibility in the development of residential and non-residential areas.
- Direct retail centers and other high-intensity and community and regional scale commercial development, other than those specifically identified in the Land Use Plan, to major traffic arterials.
- Encourage the use of natural resources as visual and physical amenities for development and as buffers between different developments.

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

20. Encourage redevelopment of public and private property in accord with all pertinent principles, goals, objectives, and policies set forth in this Plan. (see Chapter 5)

21. Encourage high quality residential development in the City. (see Chapter 6)

- Strive towards high quality residential development, in appropriate underdeveloped and undeveloped areas, that does not increase the local tax burden.

22. Ensure compatibility with adjacent land uses. (see Chapter 6)

- Require new residential development to be compatible with surrounding land uses and densities whenever possible and appropriate.
- Encourage infill residential development in appropriate areas that are currently adjacent to residential uses.
- Maintain housing in a good condition shall be a priority in existing neighborhoods.
- Enforce Code provisions to sustain a high level of home maintenance and to preserve the existing housing stock.

23. Provide adequate location and choice of housing and a variety of housing types for varying age and income groups for different size households. (see Chapter 6)

- Allow for a variety of residential types and densities within the requirements for high quality development and compatibility with adjacent uses, wherever possible and appropriate.
- Manage the development of multi-family housing to prevent a future surplus of this housing type.
- Manage the development of senior housing to prevent a future surplus of this housing type.
- Ensure an adequate choice in size, cost, and location of housing units to assure equal housing opportunities.

24. Maintain a safe and efficient transportation system in the City. (see Chapter 7)

- Link residential areas together, whenever possible, with vehicular and pedestrian circulation systems.
- Minimize the use of cul-de-sacs except where needed to preserve the natural environment and to access land where other options are unavailable.
- Protect the traffic-carrying capacity of existing and proposed arterial streets, highways, and collector streets.

25. Ensure the safe and efficient operation of the transportation system within Franklin. (see Chapter 7)

- Monitor traffic and safety data to identify issues of concern as they arise.
- Continue maintenance of the transportation infrastructure to ensure its design functionality.
- Plan for future transportation infrastructure improvements to serve changes in demand or newly developing parts of the City.
- Address transportation safety through engineering, education, and enforcement.

26. Provide an interconnected network of major and minor arterial roads. (see Chapter 7)

27. Establish a network of interconnected collector roads and local streets providing access from private land to arterial roads. (see Chapter 7)

28. Maintain a network of roadways that supports the movement of freight by truck. (see Chapter 7)

29. Consider alternative design approaches where appropriate. (see Chapter 7)

30. Support regional efforts to expand commuter rail options and preserve access to freight rail services. (see Chapter 7)

31. Enforce provisions of Franklin's Airport Overlay District that mitigate airport noise impacts. (see Chapter 7)

32. Provide appropriate facilities to encourage recreational and commuter bicycle trips. (see Chapter 7)

33. Develop a system of sidewalks and paths that links neighborhoods to active destinations. (see Chapter 7)

34. Support the continuation and expansion of regional transit services. (see Chapter 7)

35. Provide transportation options for the disabled and those who can not drive. (see Chapter 7)

36. Continue to provide City residents with high-quality, efficient services, utilities and community facilities. (see Chapter 8)

- Regularly review service levels and demand to ensure the provision of the best services possible and appropriate.
- Develop a phased plan for the extension of sewer and water services that can be used to prioritize the City investments and to leverage the actions and investments of MMSD and surrounding communities.
- Encourage upgrade of the internet and cable services in the southern part of the City to provide an improved service for existing residents and a competitive market for future development.
- Support efforts to develop a Community Center.
- Work with the school districts to identify the needs and locations for new facilities.
- Determine future Police Department staff levels to determine the need for and location of new facilities.

37. Provide adequate Infrastructure and public services to meet existing and future conditions. (see Chapter 8)

- Upgrade and expand City (and joint) services, utilities and community facilities as necessary to meet demand.

38. Provide the fire protection facilities necessary to maintain high quality fire protection throughout the City. (see Chapter 8)

- Determine future Fire Department and Emergency Service Department staff levels to determine the need for and location of new facilities.

39. Retain a refined sanitary sewer service area that is in conformance with both the adopted area wide water quality

management plan and this Plan. (see Chapter 8)

40. Establish cooperative planning with surrounding communities.

- Continue cooperative planning with surrounding communities, Milwaukee County, MMSD, and the school districts.

41. Encourage coordination and cooperation among nearby units of government. (see Chapter 9)

- Continue efforts to establish and maintain existing joint services and identify new opportunities for joint services with adjacent communities, school districts, the Milwaukee Metropolitan Sewerage District, civic organizations, etc.

42. When deemed in the best interest of the City of Franklin by the Common Council, the City may pursue annexation of lands located within unincorporated areas and within its extraterritorial plat jurisdiction area.

(see Chapter 9)

43. Pursuant to Wisconsin State Statutes 66.23 and 236.10, as may be amended, the City shall endeavor to review and consider all subdivision plats, certified survey maps, and other planning related matters concerning those lands located within the City's extraterritorial jurisdiction. (see Chapter 9)