CHAPTER 5: LAND USE

INTRODUCTION

The "Land Use Resource Guide", prepared in June 2005 by the Center for Land Use Education, University of Wisconsin-Stevens Point/Extension (hereinafter referred to as the "Land Use Guide")[1], states that having a comprehensive plan with an effective land use element "makes subsequent zoning and other land use decisions more transparent, by helping to illustrate the reasons why particular decisions were made." The American Planning Association, in "Planning and Urban Design Standards", states that a land use element "shows the general distribution, location, and characteristics of current and future land uses and urban form."

Similarly, the purpose of land use planning in the City of Franklin, and in this Comprehensive Master Plan, is to prepare for and guide how development will occur, and to identify what types of activities and densities of development are to be allowed. This chapter will specifically serve as one of the City's primary tools for regulating future growth and development.

The land use element set forth in this Plan is based on principles, goals, objectives, policies, guidelines and programs which reflect the desires of community residents, committee members, elected officials, and sound planning practices in land use planning, zoning, community development and environmental preservation. All of which are set forth later in this chapter.

Three factors of growth - - social, economic, and physical - - will be explored. Social factors include those which provide or maintain community character such as gathering places or civic identity. Economic factors include job creation, the balance of municipal expenses and revenue, and land value. Physical factors include the actual development of the land (how it looks, what is allowed, and where it is located) as well as the natural characteristics such as soil quality or terrain.

The land use element cannot be successfully implemented when only looking at one or two of the factors of growth. Diverse and healthy communities grow in all three areas and a balance should be achieved to provide a quality environment for its residents. Together these factors influence one another, the current residents and businesses, and the community's future residents and businesses.

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[1] The Land Use Guide is one of seven guidebooks (prepared for seven of the nine elements required by the Wisconsin Comprehensive Planning Law) which were produced through state interagency and stakeholder cooperation. The stakeholders involved in the preparation of the Land Use Guide included the Center for Land Use Education, the University of Wisconsin-Stevens Point/Extension, the Wisconsin Department of Transportation, and the Applied Population Lab, University of Wisconsin-Madison, among many others.

Wisconsin Comprehensive Planning Legislation recognizes how important this subject is as it has identified land use as one of the nine required elements of comprehensive plans. The law also requires that this element not be prepared in isolation, but rather, be part of a greater whole, such that this element supports and is consistent with all of the other elements of a comprehensive master plan. This chapter develops principals, goals, objectives, policies, and guidelines to meet the requirements of Wisconsin State Statute 66.1001, and furthermore, investigates existing and future land use issues throughout the City. Section 66.1001(2)(h) of the Wisconsin State Statutes provides that the Land-use Element of a comprehensive master plan is as follows:

> "A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net density or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which service of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications. "

EXISTING LAND USE PROGRAMS WITHIN THE CITY OF FRANKLIN

> "A compilation of … programs to guide the future development and redevelopment of public and private property." Excerpt from Wisconsin State Statute 66.1001(2)(h).

The following is a brief discussion of the major land use related programs within the City of Franklin. Additional information about these programs is available on the City of Franklin website or by contacting the Clerk's Office or the Department of City Development. It is herein recommended that these programs be continued in such manner and fashion as may be determined from time to time by the Common Council.

Plan Commission

The Plan Commission consists of seven members; the Mayor, the City Engineer, and one Alderperson and four citizens (which are appointed by the Mayor and confirmed by the Common Council). The Plan Commission has such powers as is necessary to enable it to perform its functions and duties and promote municipal planning. Such powers include but are not limited to:

- employ experts and staff;
- make reports and recommendations;
- recommend public improvement programs;
- request available information; and
- enter upon lands in the performance of its functions.

More specifically, the Plan Commission's functions and duties include:

- prepare and recommend a Comprehensive Master Plan;
- prepare and recommend an Official Map;
- prepare and recommend a Zoning District Map;
- prepare and recommend land division regulations;
- prepare and recommend changes to the Comprehensive Master Plan;
- consider, report and recommend on all matters referred to them;
- grant variances to the land division regulations; and
- hold public hearings and informational meetings.

Board of Zoning and Building Appeals

The Board of Zoning and Building Appeals (BZBA) consists of five members appointed by the Mayor and confirmed by the Common Council. Two alternate members are appointed by the Mayor and act only when a regular member is absent or refuses to vote because of a potential conflict of interest. The powers and duties of the BZBA include:

- hear and decide appeals;

- hear and grant variances;
- hear and decide interpretation of zoning regulations;
- hear and grant substitution of more restrictive nonconforming uses;
- hear and grant approvals for unclassified and unspecified uses;
- hear and grant temporary uses; and
- may reverse, affirm wholly or partly, modify, issue, or direct the issue of permits.

Environmental Commission

The Environmental Commission consists of seven members, one Alderman and six citizens, all appointed by the Mayor and confirmed by the Common Council. The powers and duties of the Environmental Commission include:

- Review and recommend policies and procedures regarding City efforts to perform recycling and composting;
- Review and make recommendations regarding environmental issues of concern to the City, upon specific direction from the Common Council;
- Monitor federal and state laws and policies regarding environmental issues as they relate to the City;
- Promote interest in obtaining grants to assist the City in environmental matters; and
- Promote citizen participation in events concerning environmental issues, upon specific direction from the Common Council.

Unified Development Ordinance

The purpose of the Unified Development Ordinance (UDO) is to "promote the health, safety, morals, prosperity, aesthetics, and general welfare of the City of Franklin, Wisconsin and to regulate and control the division of land within the limits of the City of Franklin, Wisconsin, and its extraterritorial plat approval jurisdiction in order to promote the public health, safety, morals, prosperity, aesthetics, and general welfare of the City and its environs." It is also the general intent of the UDO to regulate the division of land and restrict the use of all structures, lands, and waters.

In simple terms, the Unified Development Ordinance contains all of the City's zoning and land division related regulations within one document. On August 1, 1998, it was incorporated by reference within the City of Franklin Municipal Code as Chapter 253, Zoning and Subdivision and Platting Regulations.

In addition to general zoning and land division provisions, the Unified Development Ordinance specifically addresses such issues as:

- Natural Resource Protections;
- Design Standards;
- Required Plans, Plats, & Maps; and
- Improvements & Construction.

It can be noted that while the Plan Commission and the Department of City Development are responsible for administration of most of the Unified Development Ordinance's requirements, the Board of Zoning and Building Appeals, the Architectural Review Board, the Engineering Department, and the Inspection Department are also responsible for administration of specific portions of the UDO.

Comprehensive Master Plan

As noted in Chapter 1 of this Plan, the City of Franklin prepared its first comprehensive plan in 1965. While never adopted by the City, much of the information contained within that plan was often consulted.

The City's second comprehensive plan, prepared in 1992, was adopted by the City. That plan addressed the following topics:

- Population and Employment Analyses, Projections, and Forecasts;
- Natural Resource Base Features;
- Existing Land Use and Community Character;
- Existing Zoning and Real Property;
- Development Objectives, Principles, Standards, and Urban Design Criteria;
- Transportation System Plan;
- City Land Use and Detailed Neighborhood Plans;
- Park and Open Space Plan;

- Public Sanitary Sewer and Public Water Supply Plans, and
- Public Building Facilities Plan.

It is particularly important to note that the Unified Development Ordinance, which was adopted by the City in 1998, and revised in 2004 (primarily to include updated natural resource protection standards), incorporated many of the standards and recommendations contained within the 1992 Comprehensive Master Plan.

While the 1992 Comprehensive Master Plan has been superseded by the current Plan, portions and elements of the 1992 plan have been incorporated by reference into the current Plan, including:

- Certain community character background and explanatory information, as identified in Chapter 2 of this Plan;
- Certain goals and objectives, as identified in various chapters of this Plan;
- Certain natural resources background and inventory information, as identified in Chapter 3 of this Plan;
- Certain detailed street and lot layouts, as identified in Chapter 5 of this Plan;
- Certain design standards, as identified in Chapter 5 of this Plan;
- Detailed discussion of the City's zoning districts, as identified in Chapters 5 and 6 of this Plan; and
- Certain housing vacancy rate information, as identified in Chapter 6 of this Plan.

Other Land Use Related Plans

The following land use related plans (see Chapter 2 of this Plan for a summary of each plan), have been incorporated into Chapter 5 as discussed later in this chapter:

- "Franklin First, Strategies to Bring Balance to Franklin's Tax Base, The City of Franklin Economic Development Strategic Plan" (March 2000)
- "Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin" (October 2001);
- "Comprehensive Outdoor Recreation Plan: 2020 for the City of Franklin, Milwaukee County, Wisconsin" (February 2002)
- "Crossroads Trade Area: Regulating Plan" (November 2004);

- "South 27th Street Corridor Plan" (2004); and
- "Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy" (November 2008).

GUIDING PRINCIPLES, GOALS, OBJECTIVES AND POLICIES

> "A compilation of objectives, policies, goals, … to guide the future development and redevelopment of public and private property." Excerpt from Wisconsin State Statute 66.1001(2)(h).

The following principles, goals, objectives and policies will guide the City of Franklin's official mapping, subdivision regulation, and zoning activities. Where possible and appropriate, existing local, regional, or state land use related guidelines have been used, as noted herein.

Any additional details set forth in this chapter, such as recommendations for further study or educational efforts pertaining to Sustainability, Cost of Development Study, Growth Management, Land Development Guide, and Purchase of Development Rights/Transfer of Development Rights, are intended to ensure that the full scope of the land use planning related needs of the City are eventually addressed. They are not intended to create any further allowances or restrictions by the Comprehensive Master Plan or to create any additional conditions or requirements of the Comprehensive Master Plan. However, should the Common Council determine that changes to the Comprehensive Master Plan as a result of the studies or educational efforts are warranted, any such changes would then be made to the Comprehensive Master Plan through the formal amendment process to ensure an appropriate level of consistency between the Plan and such study or educational effort.

Definition of High Quality

The term "High Quality" and similar phrases have been used in a number of city documents over the years, including: "Franklin First, Strategies to Bring Balance to Franklin's Tax Base, The City of Franklin Economic Development Strategic Plan" (March 2000); "Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin" (October 2001); and the City's adopted Mission Statement and Vision Statement (April 2009). In addition, "High Quality" has become a commonly used phrase during conversations about the City's development review efforts. It is also part of the direction and guidance obtained from the public during the Design Preference Survey and Listening Sessions. For these reasons, the term "High Quality" is referenced numerous times throughout this Comprehensive Master Plan.

During preparation of the draft of this Plan, the City of Franklin Comprehensive Master Plan Update Project Committee determined that a commonly agreed upon definition of the term "High Quality" would be of great

benefit to this Comprehensive Master Plan and to the City's future planning and development review efforts. That definition is set forth below.

First and foremost, the term "High Quality" as used in this Plan is intended to be fully consistent with similar terms and phrases as contained in the adopted City of Franklin Mission Statement and City of Franklin Vision Statement, as those Statements may be revised from time to time.

Secondly, the term "High Quality" as used in this Plan incorporates a high degree of flexibility, which can be expressed both spatially and chronologically. More simply, this means that "High Quality" takes into account the situation it is being applied to, both from the standpoint of location (such that the physical expression of High Quality in one type of land use or zoning district need not be the same as the expression of High Quality in a different land use or zoning district) as well as from the standpoint of time (such that the physical expression of High Quality in an older established neighborhood or development need not be the same as the physical expression of High Quality in a future neighborhood or development). To help clarify this point, the following concepts are also part of the definition of "High Quality".

- Context Sensitivity. This consists of a commitment to meaningful stakeholder participation, and consideration of preserving and enhancing scenic, aesthetic, architectural, historic, community, and environmental resources of the subject area, all while maintaining or improving safety, mobility, and infrastructure conditions.

- Design Standards. This consists of consistency with all applicable landscape, architecture, parking, site layout, and other similar design standards of the City of Franklin.

- Sustainable Strategies. This consists of the consideration in a holistic manner of such principles, strategies, and ideas as:

    - Fair, cost effective, and predictable development decisions;
    - A range of housing, employment, and transportation choices;
    - Strengthening existing neighborhoods;
    - Preserving valuable natural resources, parks, and open spaces;
    - Creating safe, attractive, and inviting environments;
    - Fostering distinctive communities with a strong sense of place;
    - Efficient use of existing public infrastructure and services; and
    - Green building, green infrastructure, energy efficiency, etc. practices, such as those found in the LEED for Neighborhood Development Rating System.

Lastly, the term "High Quality" does not mean excessive regulation or control. For instance, repetition of architecture or use, when not in conflict with any of the other elements of the definition of High Quality, is permissible.

Principles

The overall guiding principles of the City's land use related efforts are as follows:

- 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. [from City of Franklin Vision Statement]

- 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. [from the City of Franklin Mission Statement]

- To permit sustainable growth while protecting the natural resource features and high-quality suburban character of the City. [from Chapter 2, Balanced Development Principle]

- To allow for various types of development, as long as the proposed development does not unreasonably increase the local tax burden. [from Chapter 2, High Quality Development Principle]

- To utilize the Land Use Element as the principle means to integrate and ensure consistency between all of the other elements of this Comprehensive Master Plan. [from "Land use Resource Guide" by the Center for Land Use Education, University of Wisconsin-Stevens Point/Extension]

Further, it is the policy of the City of Franklin that these five guiding principles provide the framework for or context in which the City can establish and direct its land use related efforts in pursuit of the related goals and objectives identified below.

It is also a policy of this Plan that implementation is intended to be accomplished over time. As such, while the following goals, objectives, and recommendations may sometimes appear to be implemented in a seemingly haphazard fashion, in actuality, the attainment of the goals, objectives, and recommendations will be accomplished as part of a comprehensive effort of the City, its citizens, its businesses, and its numerous partners and peers, cognizant of such realities as fiscal responsibilities, legal constraints, and technological capabilities.

Goals and Objectives

The following goals and objectives are organized by general topic or theme, with the associated objectives indented and listed underneath the related goal. More specific policies and recommendations are set forth later in this chapter.

- Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal and utility costs. [from the Wisconsin Comprehensive Planning Legislation]

- 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. [from the Wisconsin Comprehensive Planning Legislation]

    - Maintain the individual identities and planned character of the neighborhoods throughout the City, such as the historical character of the St. Martins area and the planned urban character of the 27th Street Corridor. [from public input and the 1992 Comprehensive Master Plan]

    - Provide development and design standards for new and redeveloped land uses, including where appropriate lot sizes, stormwater management building size, architecture, landscape, and open space requirements. [from public, staff, and committee input]

- Encourage high quality commercial, retail and office development in appropriate locations. [from public input]

    - 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. [from public input]

    - Require site plan approval for all new development and redevelopment. [from public, staff, and committee input]

- Encourage compatible uses, such as high quality non-residential development next to residential development, and/or by providing appropriate buffers between them. [from the Land Use Guide, as revised by the Project Committee]

    - Create a Plan that provides direction but allows flexibility in the development of residential and non-residential areas. [from public input]

    - 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. [from public input]

- Accommodate (where appropriate) mixed-use development within identified districts and commercial areas. [from public, staff, and committee input]

  - Provide for mixed-use buildings to include housing within identified districts and commercial corridors. [from public input]
  - Identify location(s) that will support a "village center" development with quality retail, residential, institutional, and/or recreational uses. [from public, staff, and committee input]
  - Include public open space within, and adjacent to, mixed-use developments. [from public input]
  - Require site plan approval for all mixed-use development. [from public input]
  - Establish architectural, landscape, and site development standards for mixed-use development that improves the value of the properties. [from public, staff, and committee input]
- Encourage redevelopment of public and private property in accord with all pertinent principles, goals, objectives, and policies set forth in this Plan. [from the Wisconsin Comprehensive Planning Legislation]

The Land Use Element's principles, goals and objectives noted above, as well as the policies and recommendations noted later in this chapter, have been utilized in the preparation of the Future Land Use Map also presented later in this chapter, specifically through the character and form associated with each land use category shown on the map. More specifically, the principles, goals, objectives, policies, and recommendations were used to shape each land use category's definition, location and extent – to create the type of "place" desired by the community — to direct how the "place" looks, feels, and functions, – and to identify what types of activities or uses are allowed.

PUBLIC INPUT

Ultimately, the success of a community's economic or development strategies is related to how prospective residents or businesses view the community; it is also related to how the community preserves those characteristics that make it an attractive community. Because the City of Franklin understands how important this is, the following Communitywide Survey and Design Preference Survey were conducted, and the information included when possible and appropriate within this Plan's principles, goals, objectives, and policies.

Communitywide Survey: Land Use Opinions

A written, communitywide survey was conducted in 2005 to gauge public opinion on a number of issues, including preferences related to land use. The survey results are summarized in Chapter 2, the following is a summary related to specific land use opinions.

Housing

When asked what type of new housing types they would favor, Franklin residents displayed a very strong preference for single family homes, with 88 percent describing that housing type as favorable or very favorable. Senior housing (60 percent) and Townhomes (51 percent) were the only other housing types to be favored by more than half of Franklin residents. Condominiums (in apartment style buildings), a 'variety of residential development types', and duplexes were favored by 37 percent and 45 percent of respondents respectively. Apartments were favored by only 11 percent of respondents (2 percent highly favorable, 9 percent favorable), with 64 percent describing apartment development as unfavorable (37 percent) or highly unfavorable (27 percent).

Franklin residents were also asked to rate the importance of various characteristics related to single family residential development. 'Compatibility with surrounding neighborhoods' was considered very important by 58 percent of respondents, and important by an additional 30 percent. Several characteristics related to land use were rated as having a similar level of importance. 'Size and scale of development', 'variety of appearance within subdivisions', and 'lot sizes and setbacks' were each rated very important or important by approximately 80 percent of respondents. The lowest ranking characteristic was 'inclusion of a variety of housing types' with only 63 percent describing it as important or highly important. This relatively low ranking reflects the preference for single family housing among Franklin residents.

Open Space

Survey results indicate that open space is important to Franklin residents. Seventy-five percent of respondents felt the inclusion of open space was an important or very important characteristic in the development of multi-family housing. Seventy-four percent of respondents supported the position that the City of Franklin should 'provide parks, playgrounds, and recreational facilities to serve neighborhoods' (30 percent very supportive, 44 percent supportive), while 60 percent supported the position that the City should 'identify and create an outdoor regional trail system throughout the City' (28 percent very supportive, 32 percent supportive). These were the only facilities supported by more than half of all respondents. When asked whether the City should spend tax dollars on various items within commercial areas, 65 percent of respondents supported spending on land for small parks and plazas, and 53 percent favored spending on trails and paths linking commercial and residential areas.

Commercial

52 percent of respondents were supportive of additional retail service within one mile of their home. Another component of the survey asked Franklin residents what type of businesses they would like to see developed in the City.

Highest Ranked Preferred Businesses:

- Dining
- Specialty shops
- Large retail
- Small privately owned businesses
- Upscale dining.

Least Desirable Businesses:

- Big box retailers

Design Preference Survey: Land Use Opinions

During Neighborhood Listening Sessions, over 475 Franklin residents participated in a visual preference survey in which a number of images were shown, representing a wide variety of residential, commercial, street, and open space designs and configurations. Respondents were asked to rate each image on a scale from -5 (highly unfavorable) to 5 (highly favorable) for the City of Franklin. The participants rated 78 images in seven categories and discussed why they scored the+ images as they did. The design preference results are a general indicator of citizens' preference of various architectural styles, site layouts, streets types, land use, and public spaces. Images from the Design Preference Survey results can be found in Appendix X.

Commercial Retail

When results were tabulated for the images related to commercial retail development, several favored characteristics came to light. These included traditional architecture, integrated landscaping, low building heights (2 stories or less), and parking that is adjacent to buildings with features intended to minimize visual impact. Once again, big box retailers faired poorly, in part due to the scale of the buildings and their typical use of blank, unarticulated facades.

Commercial Office

Images related to commercial office development prompted similar results. Respondents favored smaller, non-repetitive buildings with architectural detail and screened parking. Large buildings with unkempt landscaping faired poorly.

Institutional

Respondents favored institutional buildings designed in a traditional style with pitched roofs, and natural materials such as stone or brick. Images featuring mature trees and well-kept landscaping also scored highly.

Housing

Among images of single-family residential development, respondents showed a strong preference for large lots. Small lots, with shallow setbacks scored poorly. Building style and the presence of architectural features such as porches tended to have no impact on scores. Respondents favored multi-family housing that featured significant, well kept landscaping. Smaller buildings, and those that most closely resembled single family housing, also scored well. Images showing large, open parking lots tended to score poorly.

Open Space

Respondents were also asked for their opinions on images related to open space, such as parks or plazas. Park images showing mature trees, paths, and a high degree of landscaping scored highly. Images of natural areas, and parks with unkempt landscaping fared poorly. Among plazas, respondents favored integrated seating areas, significant landscaping, garden walls, and decorative fencing. Plazas with less landscaping and younger trees tended to score poorly.

COMMUNITY CHARACTER

Based upon the information obtained from the Communitywide Survey and the Design Preference Survey, it quickly became apparent that the issue of community character was just as important in 2005 as it was when the 1992 Comprehensive Master Plan2 was prepared. Therefore, the consultant incorporated the citizen input concerning the importance of maintaining the City's current character (generally expressed as suburban, with a strong emphasis on natural resources protection and high quality development, with an allowance for urban type development in select locations and situations) into the initial goals and objectives of the City of Franklin 2025 Comprehensive Master Plan.

Based in large part upon continued provision of these comments from citizens, staff, members of the Comprehensive Master Plan Update Project Committee/Plan Commission, and public officials during the preparation of the draft Plan, a portion of Chapter 2 was devoted to this topic. In addition, during the drafting of this Plan, further revisions were made to the initial principles, goals, objectives, and policies, set forth in Chapter 2 of this Plan as work progressed on each subsequent chapter. All of that information has been incorporated into this chapter, into the Future Land Use Map, as well as in Chapter 2.

LAND USE PATTERNS AND GROWTH TRENDS

In order to plan for future land uses and development, sound planning practice dictates that it is necessary to first consider existing land uses, existing development, and existing trends. An existing land use inventory, which classifies the different types of land use activities within the community, is the most common method of obtaining existing land use information. Furthermore, by comparing land use inventories from previous years, it is possible to identify existing land use trends.

Existing Land Use Inventory

> "The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses." Excerpt from Wisconsin State Statute 66.1001(2)(h).

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[2] Additional information about community character is found in chapter 4 of the 1992 Comprehensive Master Plan.

> "The element shall also include a series of maps that shows current land uses ..." Excerpt from Wisconsin State Statute 66.1001(2)(h).

Land use is often defined as the occupation or use of land or water area for any human activity or purpose. More simply, "A Citizens Guide to Land Use in Wisconsin", Third Edition, by 1000 Friends of Wisconsin and the Land Use Institute, defines land use as "A description of how land is used." A land use inventory in turn, is simply an evaluation of the current land use conditions within the community at a specific point in time.

As shown on Map 5-1, the City of Franklin completed a year 2005 land use inventory for use in this Plan. Selection of the year 2005 was based in large part upon ease of comparisons to land use and population projections prepared by other agencies. The City's year 2005 land use inventory was initially based upon the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) year 2000 land use inventory as it pertained to the City of Franklin. It was then updated by City staff based upon year 2005 aerial photographic interpretation. For purposes of this Plan, and at the request of the Comprehensive Master Plan Update Project Committee, the land use classification system utilized by SEWRPC was simplified from 35 categories to eleven. However, the original information has been retained so that it can be used to prepare more detailed land use maps and tables if necessary.

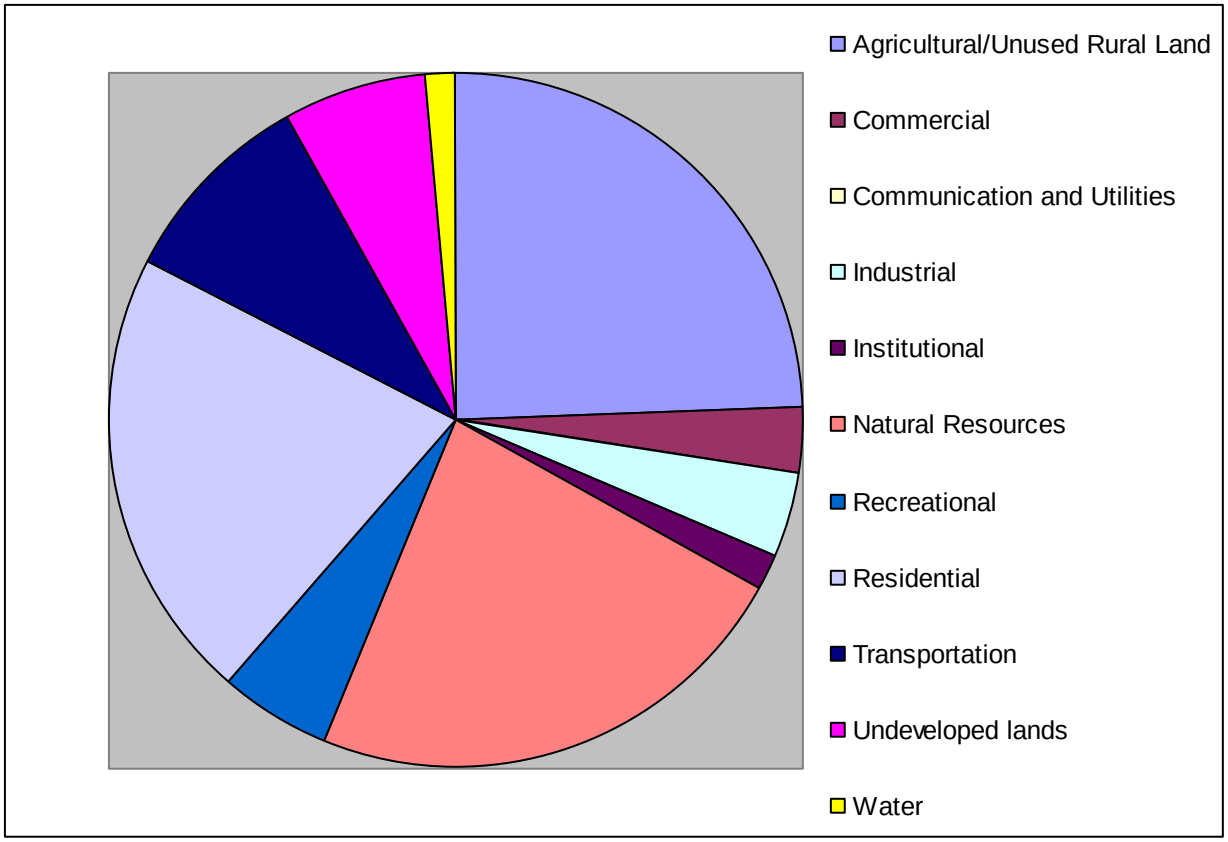
Tables 5.1 and 5.2, and Map 5.1 summarize the existing land uses in the City of Franklin in 2005. In general, the City is characterized by a variety of land uses, with urban/suburban land uses and densities in the northern and eastern sections of the City and suburban/rural land uses and densities in the western and southern sections of the City. In 2005, developed land uses (commercial, communication and utilities, industrial, institutional, residential, and transportation) encompassed approximately 39 percent of the City, with residential land uses accounting for most of the development at about 54 percent (or about 21 percent of the entire City). Undeveloped land uses (agriculture/unused rural land, natural resources, recreational, undeveloped lands, and water) encompassed approximately 61 percent of the City, with agriculture/unused rural land uses accounting for most of the undeveloped lands at about 40 percent (or about 24 percent of the entire City).

Insert Map 5.1: City of Franklin Comprehensive Plan Existing Land Use 2005

Table 5.1: Land Use in Franklin in 2005

Undeveloped Land Use 2005 Class	Area (acres)	Percent
Agriculture/Unused Rural Land	5,403.60	24.36%
Natural Resources	5,143.43	23.19%
Recreational	1,146.02	5.17%
Undeveloped Lands	1,493.13	6.73%
Water	279.78	1.26%
Subtotal	**13,465.96**	**60.71%**
Developed Land Use 2005 Class	Area (acres)	Percent
Commercial	666.79	3.01%
Communication and Utilities	47.74	0.22%
Industrial	856.26	3.86%
Institutional	335.51	1.51%
Residential	4,685.06	21.12%
Transportation	2,122.68	9.57%
Subtotal	**8,714.04**	**39.29%**
TOTAL	**22,180.00**	**100.00%**

Table 5.2: LAND USE IN FRANKLIN BY PERCENT OF TOTAL IN 2005



To put these land use amounts in perspective, the following recent land use inventory information from neighboring communities is provided for comparison purposes. The City of Oak Creek, in 1998, consisted of about 75.4 percent developed land uses, which included: about 21.7 percent residential uses; about 3.0 percent commercial uses; and about 7.3 percent industrial uses. The City of Muskego, in 2007, consisted of about 46.1 percent developed land uses, which included: about 27.8 percent residential uses; about 1.1 percent commercial uses; and about 5.0 percent industrial uses (included landfills which are not classified as industrial in Franklin's land use inventory). The City of Greenfield, in 2006, consisted of about 92.4 percent developed land uses, which included: about 46.8 percent residential uses; about 3.7 percent commercial uses; and about 0.2 percent industrial uses.

A further comparison can be made to Milwaukee County. In the year 2000, Milwaukee County consisted of about 80.8 percent developed land uses, of which about 32.7 percent were residential uses, about 4.6 percent were commercial uses, and about 4.9 percent were industrial uses.

Existing Land Use Trends

> "The element shall analyze trends in the supply, demand and price of land…" Excerpt from Wisconsin State Statute 66.1001(2)(h).

Historic Land Use

Growth pressures in Milwaukee County and surrounding areas has influenced Franklin over the past 20 years. In particular, much of the agricultural land that existed 20 years ago in Franklin has been converted to residential, commercial, or industrial uses.

A comparison of the 1985 City of Franklin land use inventory (shown in Table 5.3) to the 2005 land use inventory indicates that the amount of the City comprised of undeveloped lands decreased, from about 73 percent in 1985 to about 61 percent in 2005; and correspondingly, the amount of the City comprised of developed lands increased, from about 27 percent in 1985 to about 39 percent in 2005. More specifically:

- agricultural and other undeveloped lands decreased by about 3,400 acres or about 20 percent;
- residential uses increased by about 1,300 acres or about 40 percent;
- commercial uses increased by about 500 acres or about 280 percent; and
- industrial uses increased by about 700 acres or about 470 percent.

Table 5.3: LAND USE IN FRANKLIN IN 1985[3]

Land Use	Square Feet	Acres	% Total
Agriculture/Open Lands	545,763,240	15,773	72.5
Commercial	7,666,560	176	0.8
Communication and Utilities	3,179,880	73	0.3
Industrial	6,534,000	150	0.7
Institutional	10,497,960	241	1.1
Recreational	34,194,600	785	3.6
Residential	145,272,600	3,335	15.3
Transportation	52,707,600	1,210	5.6
Total	**947,125,080**	**21,743**	**100.0%**

Source: Lane Kendig, Inc. & SEWRPC

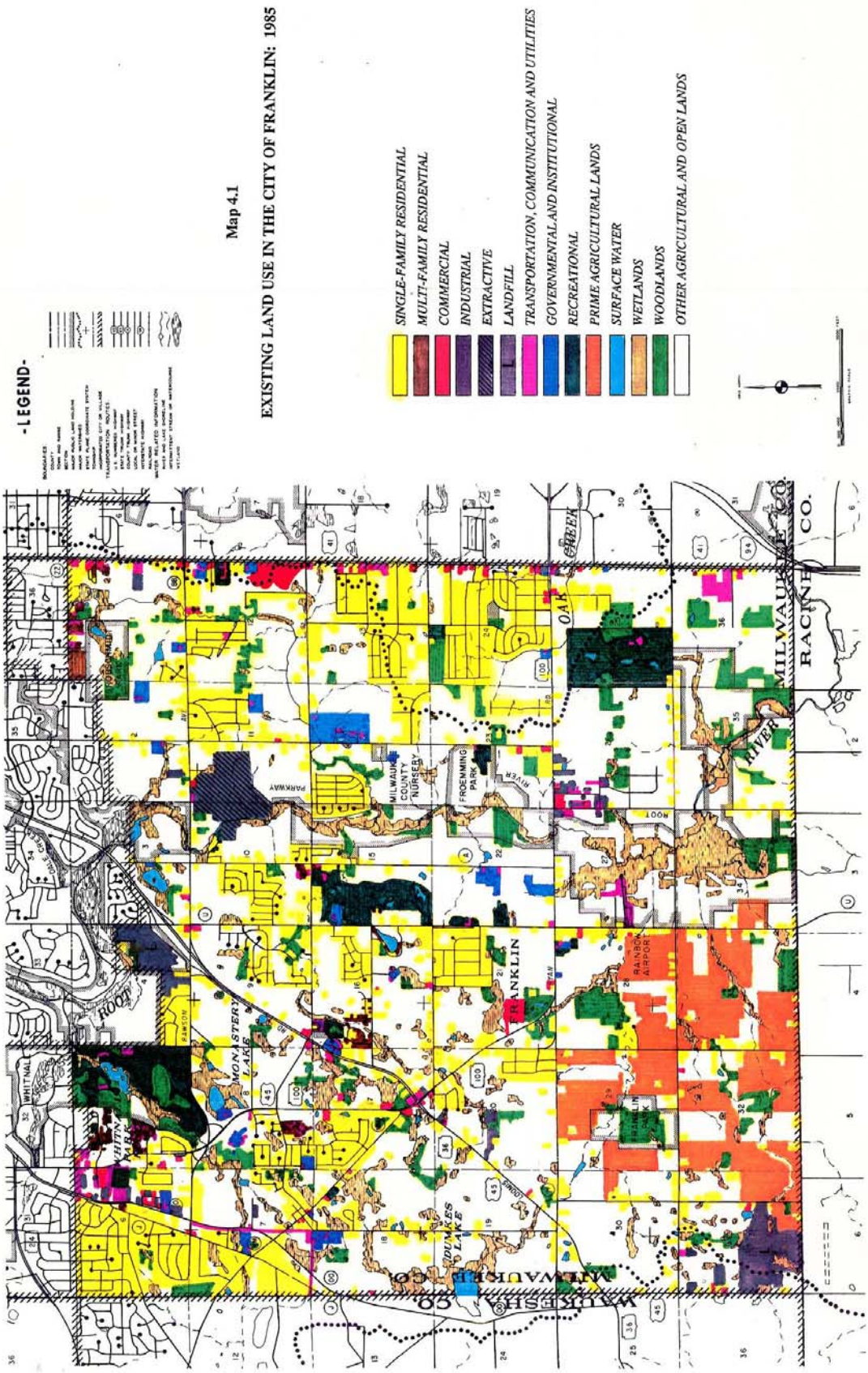
Current Land Use Patterns and Trends

This section of the Land Use chapter identifies some of the major land use changes that have occurred between the 1985 land use inventory (see Map 5.2) and the 2005 land use inventory (see Map 5.1), and discusses current land use trends within the City.

Residential Uses: Residential uses continue to be the predominant developed land use category in the City, with varying densities depending upon its location, the availability of public sewer and water, and the age of the development. The highest single family residential densities can be found in the northeastern part of the City, as well as in condominium and multi-family developments scattered throughout the City. The lowest single family residential densities can be found in the southern portion of the City where public sewer and water is not available and agricultural uses are still present. The majority of the City's residential development has occurred in subdivisions located adjacent to one another that together create neighborhoods linked by interconnecting roads. Many of these residential developments do not include sidewalks or trails. The amount of residential land use within the City has increased significantly, from about 15 percent of the City in 1985 to about 23 percent in 2005. Large residential developments during this time-frame include: the 289 lot Southwood East subdivision and additions (located approximately at West Ryan Road and S. 41st Street); the 202 lot Countryside Estates subdivision and additions (located approximately at West Rawson Avenue and Countryside Drive); and the 124 lot Red Wing Meadows subdivision and addition (located approximately at West Puetz Road and S. 84th Street). Furthermore, a new residential zoning

[3] Please note that the difference of the total size of the City between the 1985 inventory and the 2005 inventory is due to more accurate information available in 2005 (the City limits did not change between 1985 and 2005).

Insert Map 5.2: Existing Land Use in the City of Franklin: 1985



district was created in 1991, the R-3E Suburban/Estate Single-Family Residence District, which by 2005 had enabled the development of seven subdivisions comprising 197 lots of this type (including the 73 lot Wyndham Hills subdivision and addition), located northwest of West Drexel Avenue and South Loomis Road.

The City continues to see a demand by residents and developers in high quality single-family residential development, both in planned subdivisions and on individual parcels.

Commercial Uses: Commercial uses, while largely scattered throughout the City, do occupy a significant portion of a few of the transportation corridors in the City, including most of 27th Street, portions of Rawson Avenue, Ryan Road, Loomis Road, and Forest Home Avenue, and major intersections such as 76th Street and Rawson Avenue, Drexel Avenue and Lovers Lane Road (STH 100), and Loomis Avenue and St. Martins Road (STH 100). The amount of commercial land use within the City has also increased, although not as significantly as residential, from about one percent of the City in 1985 to about three percent in 2005. Major commercial developments during this time-frame included: the Franklin Business Park located at West Ryan Road and S. Franklin Drive; and the Riverwood Village, Wal Mart/Sams Club, and Home Depot Planned Development Districts located along S. 27th Street between West College Avenue and West Rawson Avenue.

The City continues to see a demand in high quality commercial and business park development, particularly along 27th Street, Ryan Road (STH 100), and at major intersections.

Industrial Uses: Significant concentrations of industrial uses occur near Ryan Road and 60th Street, near 124th Street and Oakwood Road, and along portions of Forest Home Avenue. The amount of industrial land uses have also increased within the City but also by much less than the residential uses, from about one percent of the City in 1985 to about four percent in 2005. Major industrial developments during this time-frame include the Franklin Industrial Park and addition located at S. 60th Street and Franklin Drive.

The City has not seen a significant amount of demand in this particular land use recently.

The distribution of Commercial and Industrial land uses typically follows major transportation routes which conveniently and efficiently bring customers to businesses while limiting traffic impacts from entering into residential areas. These routes also provide access to area jobs and employment centers, both for area residents and the region.

Open Space Uses: The City is fortunate to have a significant amount of open lands (environmental features to a greater extent, and agricultural lands to a lesser extent) which contribute to the suburban character of the community. The amount of open lands has decreased within the City, from about 73 percent in 1985 to about 60 percent in 2005. Open spaces vary from neighborhood parks, to recreational areas, to farm fields, to environmental corridors. All of these uses contribute to the value and quality of the community. Over time, the environmental features have become both dividers between neighborhoods, and connectors that link throughout the City.

While the City has continued to see a significant decrease in the amount of agricultural lands (as they are converted to developed land uses), the amount of decrease in natural resources have been much less, likely due to the long standing desire of the City to retain a suburban character and to the City's support of natural resource protection as shown by approval of expanded natural resource protection standards in the Unified Development Ordinance in 1998 and 2004.

Transportation: The City has a generally very efficient transportation system comprised of state, county, and local roads. These roads include a number of arterials such as STH 100 (Lovers Lane Road/St. Martins Road/Ryan Road) and STH 36 (Loomis Road), as well as numerous collectors such as Drexel Avenue and 51st Street. The amount of transportation land use within the City has increased, from about six percent in 1985 to about 11 percent in 2005. Major changes have included the extension of Puetz Road from about S. 44th Street to S. 76th Street, the expansion of Rawson Avenue between S. 27th Street to South Loomis Road from two lanes to four lanes, as well as the construction of numerous new local roads for the various subdivisions and other developments located throughout the City.

Currently, expansion of such roads as STH 100 and S. 27th Street are being considered, and it is anticipated that construction of new local roads to accommodate new residential, commercial, and industrial developments will continue.

Price of Land

According to the City of Franklin Assessor, there are several factors in determining the selling price of land, such as the location of the land, permitted uses (zoning), and availability of utilities. These factors all strongly affect the cost or value of land. As set forth below, vacant developable land cost between $15,000 and $250,000 per acre in 2000 and increased to approximately $25,000 to $275,000 per acre in 2008.

Year 2000

- Residential Land - $15,000 to $25,000 per acre
- Commercial Land (average) - $90,000 per acre

  Commercial/Industrial Park - $65,000 per acre

  Commercial/Retail/Other -$175,000 to $250,000 per acre

Year 2005

- Residential Land - $25,000 to $50,000 per acre
- Commercial Land average) - $106,000 per acre

  Commercial/Industrial Park - $80,000 - $90,000 per acre

Commercial/Retail/Other - $200,000 to $275,000 per

Year 2008

- Residential Land -$25,000 to $50,000 per acre
- Commercial Land (average) - $172,000 per acre

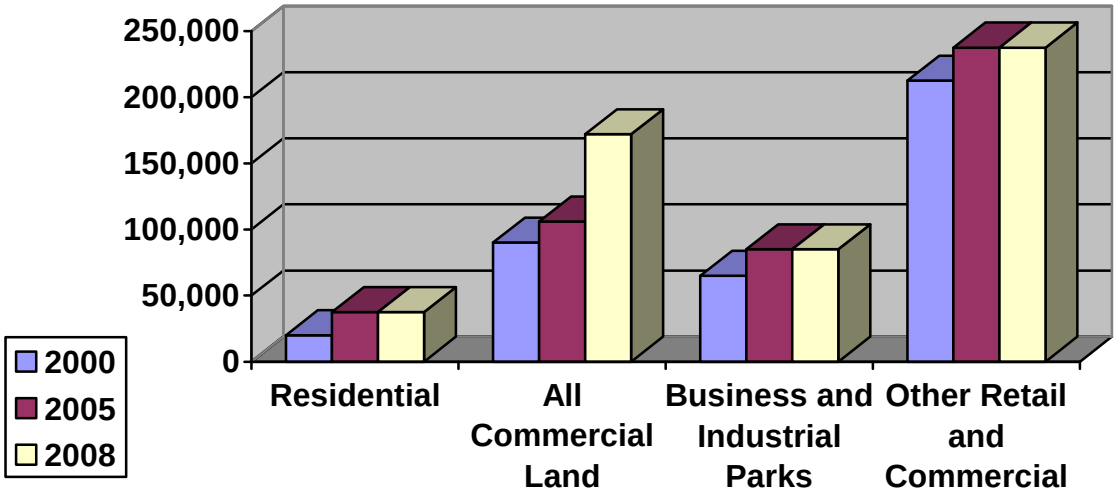
  Commercial/Industrial Park - $80,000 - $90,000 per acre

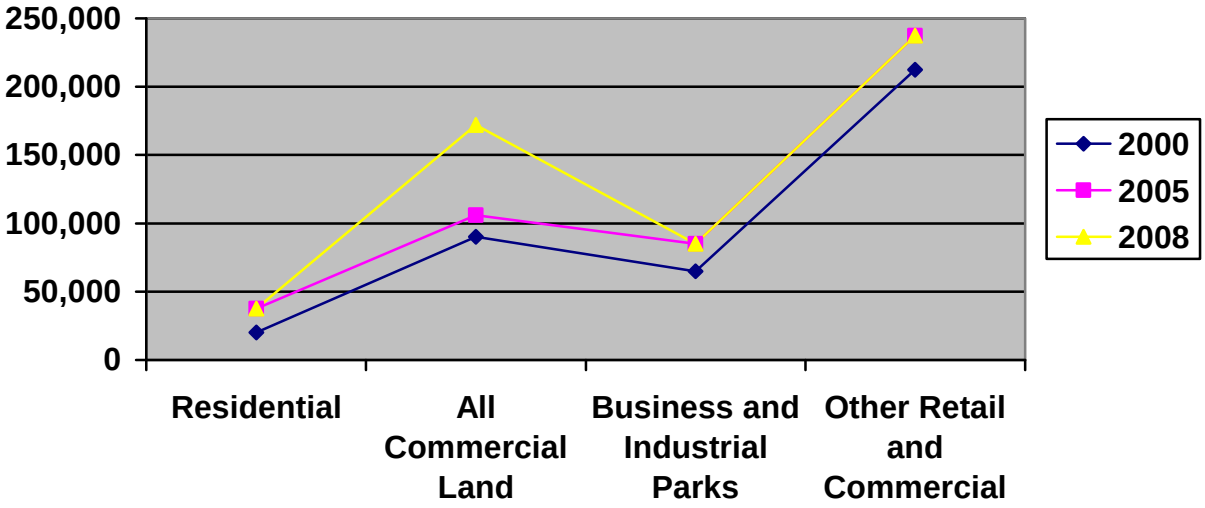
  Commercial/Retail/Other - $200,000 to $275,000 per

In general, it can be noted that the price of land continues to increase, although it is reasonable to assume that the amount and rate of increase will be impacted by local, regional, state, and even national market and economic conditions. On average, commercial land in the City of Franklin cost approximately $90,000 per acre in 2000, $106,000 per acre in 2005 and $172,000 per acre in 2008. There were more retail sales in 2008 than 2005, which increased the average cost of land between this timeframe as retail and other commercial land throughout the City cost more than commercial land located in the Business and Industrial Parks and therefore, is not necessarily a sign of economic growth.

Table 5.4 identifies the average sale prices (per acre) in 2000, 2005 and 2008 for developable land per the use categories identified above. The table indicates the average within the range of sales prices noted above. For example, the cost of residential land for 2000 was between $15,000 and $25,000 and is shown in the table as the average ($20,000). Again, the cost of land in the Business and Industrial Parks is generally less than the cost of land for retail and commercial land throughout the rest of the City. Therefore, the average price of land for all commercial land from 2005 ($106,000) and 2008 ($172,000) is not a sign of economic growth as there were more retail sales in 2008 compared to 2005.

Table 5.4 Average Sale Prices





As the two tables show, there were significant increases in residential and commercial land between 2000 and 2005. The price of land, however, remained unchanged between 2005 and 2008, possibly due to the downturn in the local and national economies during that time-frame.

It is recommended that the City periodically reevaluate this information to determine if any trends are occurring which the City determines are necessary to address.

Existing Population Trends

According to the US Census (as shown in Table 5.5), the City of Franklin has grown rapidly during every ten year interval since 1950, from a population of 3,886 in 1950 to 29,494 in the year 2000. Following a peak

growth rate of 158 percent between 1950 and 1960, Franklin grew by an average of 31 percent per decade between 1960 and 2000.

Table 5.5: POPULATION COUNT COMPARISON FOR THE CITY OF FRANKLIN

	Population	% Change
1950	3,886	-
1960	10,006	157.5%
1970	12,247	22.40%
1980	16,871	37.76%
1990	21,855	29.54%
2000	29,494	34.95%

Source: U.S. Census Bureau

However, the population estimates for the City of Franklin, as prepared by the Wisconsin Department of Administration's Demographic Services Division, indicated that the City's population in 2005 was about 32,548 persons and in 2008 was about 33,550 persons. This recent amount and rate of growth, while still greater than all but one other community in Milwaukee County (and most neighboring communities in Waukesha County), is less than previous years.

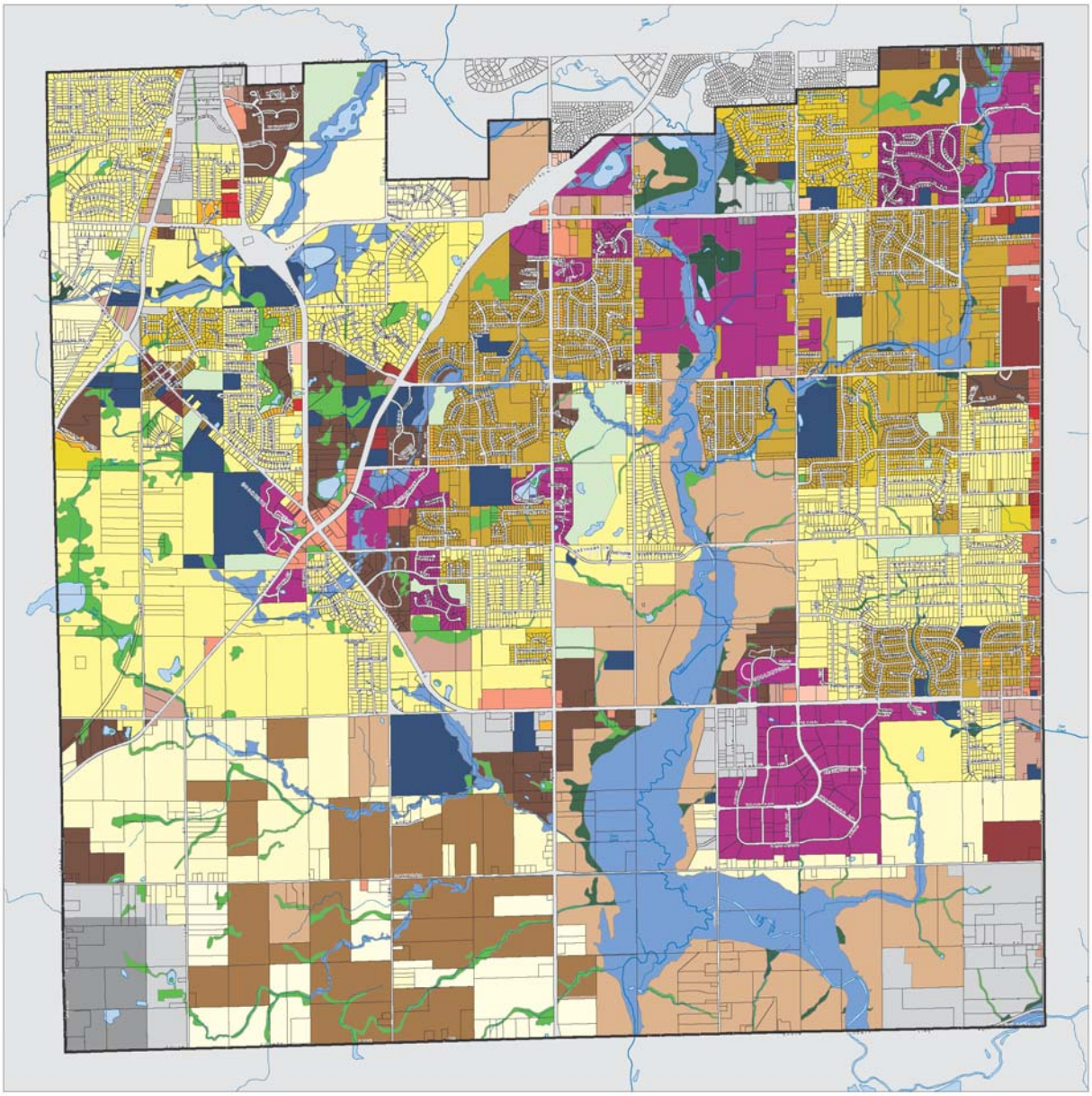
Based upon this information, including population projections discussed in Chapter 2 and later in this chapter, it is envisioned that significant population growth will continue in the City of Franklin, but at amounts and rates less than past decades.

Existing Zoning

Zoning is defined by "The Practice of Local Government Planning, Second Edition" (prepared by the International City/County Management Association), as "the division of a community into districts (zones) which impose different land use controls on each district, specifying the allowed uses of land and buildings, the intensity or density of such uses, and the bulk of buildings on the land." More simply, the "A Citizens Guide to Land Use in Wisconsin, Third Edition" (by 1000 Friends of Wisconsin and the Land Use Institute), defines zoning as "the division of land into districts for the purpose of imposing limitations on the land use in those districts in the interest of public health, safety, and welfare." A zoning map in turn, is simply a map that shows the boundaries and labels of the districts or zones into which the community has been divided. Legally, it is adopted as a supplement to the zoning ordinance.

As shown on Map 5.3, the City of Franklin consisted of 29 zoning districts in 2005, including 10 residential districts, eight business districts, four floodplain or conservancy districts, two agricultural districts, two manufacturing districts, one institutional district, one park district, and a Planned Development District category. The intent and standards of each district are set forth in the Unified Development Ordinance, which was adopted August 1, 1998, and was amended in 2004 (to include, in part, revised natural resource

Map 5.3: Existing Zoning: 2005



City of Franklin

Zoning

0 1,000 Feet

1 inch equals 1,000 feet

City Boundary
Parcels
lakes
Perennial
Intermittent

A-1 A-2 B-1 B-2 B-3 B-4 B-5 B-6 BP C-1 FC FFO FW I-1 M-1 M-2 P-1 PDD R-1 R-2 R-3 R-3E R-4 R-5 R-6 R-7 R-8 VB VR

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protection standards). Numerous minor amendments have been approved since 1998 and are set forth in various City of Franklin Ordinances.

The following are the current (2008) zoning districts found in the City of Franklin Zoning Ordinance:

Residential Zoning Districts

R-1 Countryside/Estate Single-Family Residence District (minimum lot size = 87,120 sq. ft.)

- intended as a transition between rural farmland and suburban districts
- most rural of Franklin's residential districts
- does not require public sanitary sewer and water service

R-2 Estate Single-Family Residence District (minimum lot size = 40,000 sq. ft.)

- provides estate type housing on large lots
- most protective of estate type single-family districts in Franklin
- requires public sanitary sewer and water service

R-3 Suburban/Estate Single-Family Residence District (minimum lot size = 20,000 sq. ft.)

- provides suburban/estate lots
- results in suburban/estate community character
- requires public sanitary sewer and water service

R-3E Suburban/Estate Single-Family residence District (minimum lot size = 25,000 sq. ft.)

- provides suburban/estate lots with larger minimum building bulk requirements than R-3
- fosters suburban/estate character
- requires public sanitary sewer and water service

R-4 Suburban Single-Family Residence District (minimum lot size = 16,000 sq. ft.)

- provides suburban lots
- intended as a transitional district between less dense R-3 and R-3E and higher density R-5 districts
- requires public sanitary sewer and water service

R-5 Suburban Single-Family Residence District (minimum lot size = 13,000 sq. ft.)

- provides suburban lots
- provides moderate density suburban type residential development
- requires public sanitary sewer and water service

R-6 Suburban Single-Family Residence District (minimum lot size = 11,000 sq. ft.)

- provides suburban lots
- most dense suburban single-family district
- requires public sanitary sewer and water service

R-7 Two-Family Residence District (minimum lot size = 18,000 sq. ft.)

- provides two-family residential lots
- permits higher density suburban type two-family residential development
- requires public sanitary sewer and water service

R-8 Multiple-Family Residence District (minimum lot size = 6,000 sq. ft.)

- provides multi-family residential lots
- most dense residential district
- requires public sanitary sewer and water service

VR Village Residence District (minimum lot size = 7,200 sq. ft.)

- exclusive to Village of St. Martin's planning district
- most dense single-family residential district
- requires public sanitary sewer and water service

RC-1 Conservation Residence District

(minimum lot size = 10,000 sq. ft. for single-family, 15,000 sq. ft. for two-family, 43,560 sq. ft. for multi-family)

- preserves rural character through permanent preservation of meaningful open space and sensitive natural resources
- provides diversity of lot sizes, housing choices, and building densities
- requires public sanitary sewer and water service

Non-Residential Zoning Districts

B-1 Neighborhood Business District

- provides for the convenience of those in nearby residential districts
- limits building heights to not to exceed 2 stories to ensure compatibility with surrounding land uses

B-2 General Business District

- provides orderly and attractive development and grouping of small lot business activities
- limits building heights to not to exceed 2 stories to ensure compatibility with surrounding land uses

B-3 Community Business District

- accommodates the needs of larger consumer population
- provides relatively large groups of retail and customer service establishments in a community shopping area

B-4 S. 27th Street Mixed Use Commercial District

- provides for development of certain mixed uses including retail, commercial, office, and residential
- requires cross access for automobile and pedestrian circulation
- intended to increase compatibility with urban character in designated areas

B-5 Highway Business District

- accommodates auto-oriented sales and service establishments
- districts shall abut U.S. or State trunk highways

B-6 Professional Office District

- provides general commercial areas for professional, financial, governmental, or similar functions

B-7 S. 27th St. Mixed Use Office District

- intended to provide for development of high quality office and retail
- minimum 2 story building height
- requires cross access for automobile and pedestrian circulation

OL-1 Office Overlay District

- provides for development of high quality office uses
- minimum 2 story building height

CC Civic Center District

- intended to serve as Franklin's new 'downtown'
- promotes mixed use development which may also include cultural, institutional, indoor entertainment, business, and multi-family residential uses
- pedestrian oriented
- scale intended to be people oriented, as opposed to automobile oriented
- employs superior building, site, and landscaping design standards
- urban in character, within a larger suburban context

VB Village Business District

- exclusive to the Village of St. Martins planning district
- maintains and enhances historic village design characteristics
- prevents land and structures from becoming a non-conforming use under other Franklin suburban zoning classifications
- requires public sanitary sewer and water service

M-1 Limited Industrial District

- provides for manufacturing, industrial, warehousing, and uses of a limited nature and size where relative proximity to other uses requires more restrictive regulation

M-2 General Industrial District

- less restrictive than M-1 or BP
- used in areas where relationship to surrounding uses creates fewer compatibility problems

BP Business Park District

- applied to areas identified for business park development
- intended for limited intensity uses
- intended to provide an aesthetically pleasing environment
- unified design and ownership which exceed 20 acres in size

I-1 Institutional District

- intended for permanent public or quasi-public uses
- maximum building height of 3 stories

P-1 Park District

- intended to provide for the public and private recreational needs of the populace

A-1 Agricultural District

- intended to maintain, preserve, and enhance agricultural lands historically used for crop production, but not included in A-2 Agricultural District
- retains rural, countryside character of designated area

A-2 Agricultural District

- intended to maintain, preserve, and enhance agricultural lands historically uses for crop production and raising of livestock
- prevents premature conversion of agricultural land for other uses
- limited to 'prime agricultural lands'

- retains rural, countryside character of designated areas

AO Airport Overlay District

- allows coordination, planning, and development of land uses in the vicinity of Gen. Mitchell Field
- ensures land uses are compatible with airport noise

HPO Historic Preservation Overlay District (this district has not been mapped on the City's Official Zoning Map)

- provides for protection and preservation of structures and districts whose historic or architectural interest are valued contributors to Franklin's charm and character

L-1 Landfill District (this district is no longer mapped on the City's Official Zoning Map)

- intended to regulate land use on existing and former landfill sites
- not intended to accommodate new landfill sites

FW Floodway District

- used to protect people and property from flood damage by prohibiting the erection of structures that will impede flow of water during periodic flooding

FC Floodplain Conservation District

- intended to preserve open space and natural land uses which are unsuitable for urban development due to poor soil conditions and periodic flood inundation
- intended to properly regulate water quality, protect wildlife habitat, and prohibit unsuitable development

FFO Floodplain Fringe Overlay District

- encourages most appropriate use of land and water in areas subject to periodic flooding, and to minimize damage to people and property

SW Shoreland Wetland Overlay District

- intended to preserve, protect, and enhance ponds, streams, and wetlands in Franklin
- intended to maintain safe conditions, improve water quality, prevent flood damage, control runoff, protect stream banks from erosion, protect groundwater recharge areas, protect wildlife habitat,

protect native plant communities, avoid construction in unsuitable areas, and protect Franklin's water based resources

Planned Development Districts

- intended to permit developments that will derive maximum benefit from coordinated area site planning and to ensure adequate standards of construction and planning
- intended to maintain the current natural resource protection standards set forth in the Unified Development Ordinance

FUTURE LAND USE TRENDS

Utilizing past and present information, future trends can often be determined. Of most value to this chapter are land use/development and population projections.

Future Population Growth and Trends

As shown on Table 5.6, according to the Wisconsin Department of Administration's Demographic Services Center, the population growth between 2005 and 2025 is expected to slow down, but still increase by about 24 percent, or an average of about 12 percent per decade (this is about half the rate of growth that the City experienced per decade between 1960 and 2000, but is still greater than all but one other community in Milwaukee County). Furthermore, the amount of this growth (about 7,900 persons), is anticipated to be greater than any other community in Milwaukee County.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) also provides population projections for municipalities within its seven member counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha). SEWRPC projects a more rapid rate of growth in Franklin, to a population of 50,660 in the year 2035. Both agencies provided a projection for the year 2020. SEWRPC projected a population of 45,314 compared to the DOA's projection of 38,802.

Table 5.6, POPULATION PROJECTION COMPARISONS FOR THE CITY OF FRANKLIN

	DOA Pop. Projection	% Change	SEWRPC Pop. Projection	% Change
(from US Census) 2000	29,494	-	29,494	-
(estimate) 2005	32,661	10.7%	-	-
2010	34,530	5.7%	-	-
2015	36,715	6.3%	-	-
2020	38,802	5.7%	45,314	53.64%
2025	40,564	4.5%	-	-
2030	41,894	3.3%	-	-
2035	-	-	50,660	11.8%

Sources: Wis. DOA; SEWRPC

Yet another means for population projection involves estimating the number of new residential lots that could potentially be created within the City. Multiplying the number of potential lots by the number of persons per building permit (using historic city data) one can determine a projected population at the time of complete build-out in the City. However, the number of potential residential lots is subject to a number of factors (such as the location, density, and composition of residential development, the extent of natural resources and open space protection, market factors such as the size and type of homes, etc.). The provisions of the 1992 City of Franklin Master Plan (i.e. the planned zoning and detailed street and lot layouts) would enable the creation of approximately 6,183 new residential lots. Multiplied by 2.17 persons per building permit, the current plan could be expected to allow for a population of 48,768 at complete build-out. A more aggressive policy that assumes the southwestern portion of the City would be sewered, and that Area 4 would develop with a density of 1.25 units per acre would lead to a projection of 9,301 new residential units, and a population of 55,534 at build-out.

Future Land Use Patterns and Trends

This growth will have a significant impact on land uses in the City and the demands for services and will exert an influence on the character of the community. Predicting which trends will continue, and which will change, is very difficult. For instance, within the City of Franklin (as with most suburban communities) the single family house has historically increased in size, while subdivisions have decreased in density. If these two trends continue, and no other trends change, fewer residential units would be constructed, and the population of the City at full build-out would be less. On the other hand, if residential density increased (through such means as traditional neighborhood design, mixed-use design, greater amounts of multi-family development, redevelopment, or market factors such as increases in the price of land and/or building supplies), and other trends remained the same, more residential units would be constructed, and the population of the City at full build-out would be greater.

For purposes of this Plan, and the Future Land Use Map presented later in this chapter, it is assumed that most major land use related trends (as identified below) will continue relatively unchanged for the foreseeable future:

- community character will remain primarily suburban;
- the strong emphasis on natural resource protection will continue;
- non-residential and urban development will primarily occur within areas identified within this Plan;
- population growth rates will occur as forecasted by the Wisconsin Department of Administration as identified within this Plan;
- the population's average age will continue to increase;
- the average household size (number of persons per dwelling unit) will continue to decrease;
- average income levels will continue to increase;
- the amount of multi-family development as a percentage of total development within the City will remain essentially the same;
- the 70/30 ratio of residential to commercial assessed valuation will continue to be striven towards;
- high quality development will continue to be encouraged and often required;
- new public park, recreation, and open space sites and facilities will continue to be provided as the City continues to grow;
- most new development will continue to be required to have public sanitary sewer and municipal water service;
- current levels of service for sanitary sewer, municipal water, stormwater management, police, fire and rescue, etc, will be maintained (except for those changes necessary to address population growth);
- current housing vacancy rates will be maintained;
- residential development will continue to be comprised primarily of single-family suburban densities;
- infill and redevelopment will continue to occur on a limited basis;
- annexation/expansion of the City's limits will be unlikely.

For purposes of this Plan, and the Future Land Use Map presented later in this chapter, it is assumed that the following major land use related trends will change:

- mixed-use development will occur more often;
- conservation subdivisions, with a particular focus upon retaining current development yields while at the same time attaining greater natural resource preservation, will occur more often;
- the southwest portion of the City will experience greater levels of development as the concepts contained within the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy, are implemented over time.

NATURAL LIMITATIONS FOR FUTURE DEVELOPMENT

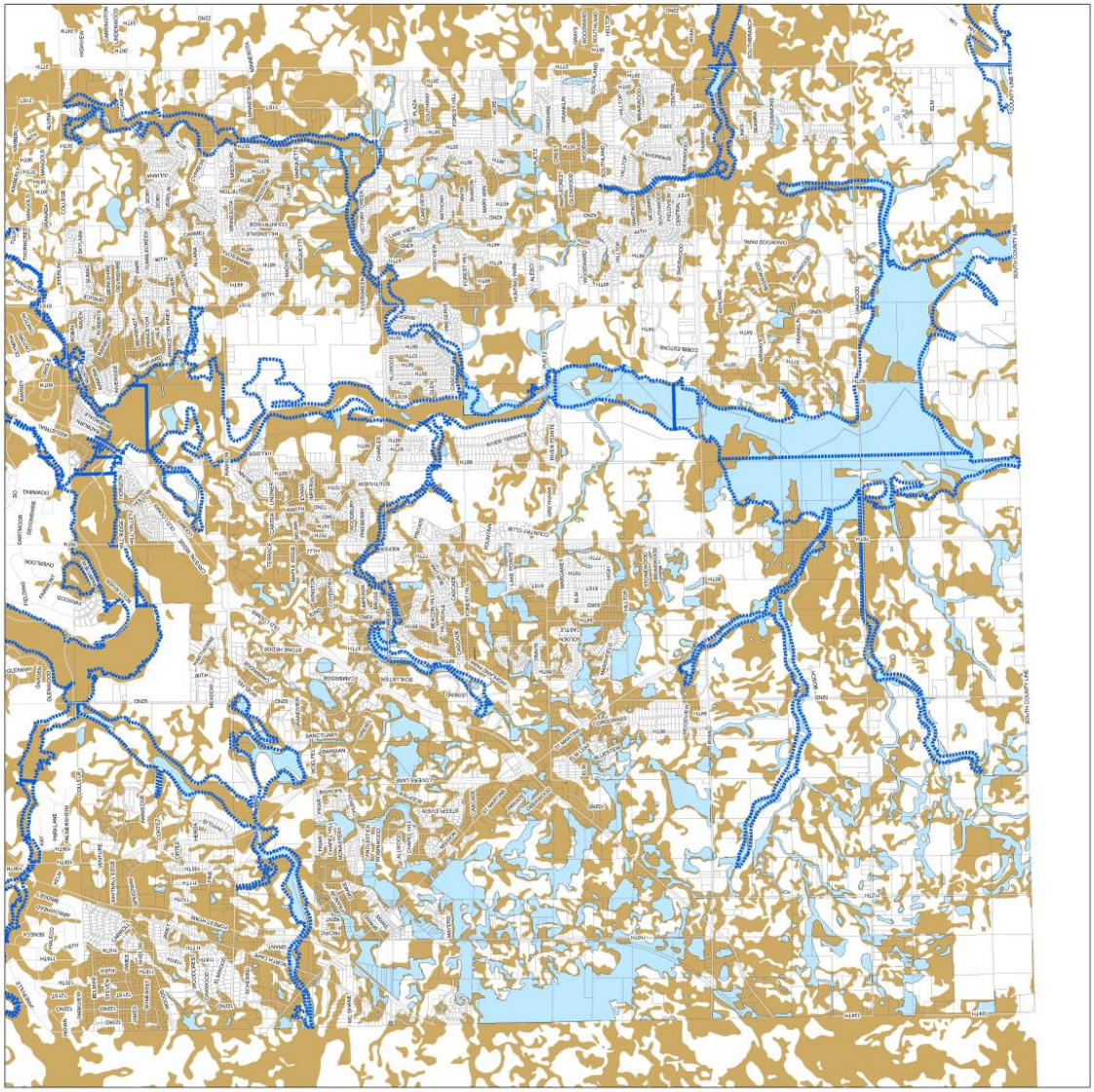
> "The element shall also include a series of maps that … indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands …" Excerpt from Wisconsin State Statute 66.1001(2)(h)

Existing development patterns and natural conditions are often the two most limiting factors for future development. Compatibility between uses is critical for the sustained value of existing property values, specifically housing. Natural conditions, such as soil conditions, protected environmental features, or areas of significant wildlife habitat, may limit development due to City regulations or state permitting requirements. The "Development Limitations" and "Environmentally Sensitive Areas" maps are two integral components to the City's Land Use element. These maps are for informational purpose and are not regulatory maps; however, they should be utilized in coordination with the Future Land Use Map when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.

Map 5.4, "Development Limitations," identifies natural features that may limit potential building site development. The natural features identified include:

- Floodplain (mapped and unmapped)
- Wetlands
- Hydric Soils

Map 5.4: Development Limitations



Map 5.5, "Environmentally Sensitive Areas," identifies additional environmentally sensitive areas that should be considered for protection, buffering, or incorporation as an open space amenity as future development occurs. These environmentally sensitive areas may include some natural resource features that are already protected through state or local regulations. The environmentally sensitive areas identified on Map 5.5 include:

- Woodlands
- Primary Environmental Corridors
- Secondary Environmental Corridors
- Isolated Natural Resource Areas
- Open Waters.

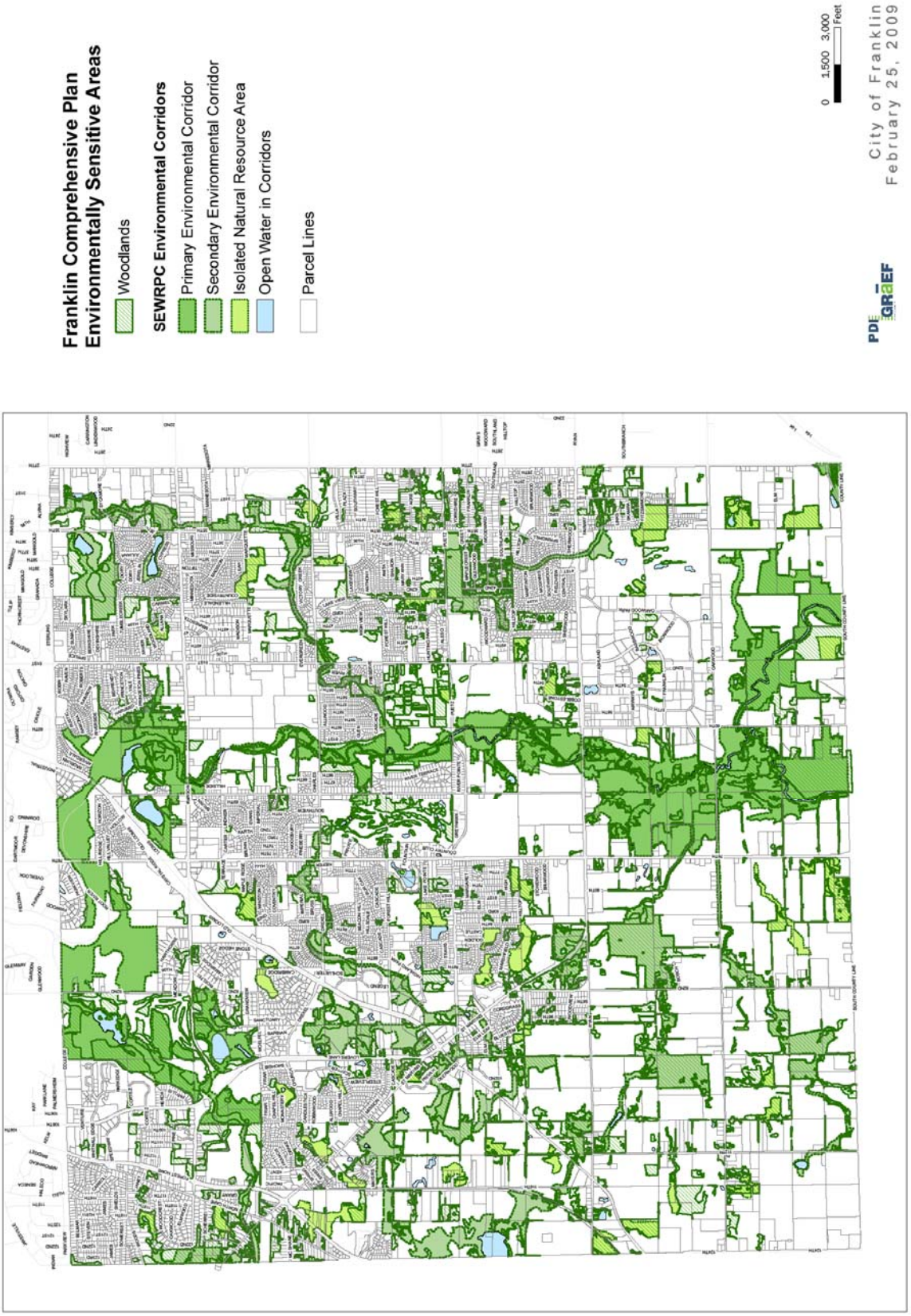
SPECIAL CONSIDERATIONS AND ISSUES

> "The element shall analyze trends in the … opportunities for redevelopment and existing and potential land-use conflicts." Excerpt from Wisconsin State Statute 66.1001(2)(h).

Respect for Private Property

The comprehensive planning process respects private property by increasing opportunities for public participation, clarifying the scope of land use entitlements for property owners, holding local officials to a higher degree of accountability for plan content, and by allowing planning choices to be made by local communities. Input received at public meetings has been reviewed and incorporated where appropriate into all portions of this Plan.

Map 5.5: Environmentally Sensitive Areas



Road Improvements

Transportation and land use decisions need to be made in tandem. Road expansions and projected traffic counts impact the types of land uses that are appropriate for both new development and redevelopment. In turn, the scale and density of land use impacts the need for new roads or expanded capacity. Therefore, planning for future development and future roads needs to occur simultaneously.

While no new major transportation facilities are proposed during the time-frame of this Plan, it is anticipated that new collector and local streets will be constructed as new development occurs, and that some road expansion projects will occur as development within and adjacent to the City of Franklin occurs. Further information about this topic is set forth in Chapter 7 of this Plan.

Development and Redevelopment Opportunities

Several development opportunities are identified on Map 5.6 as potential projects over the next 20 years. This map identifies only larger development areas, small infill projects are also opportunities in the future. The following is a summary by Neighborhood Planning Area.

Area A:

Area is primarily built out. One identified single-family residential development southeast of Forest Home and Rawson is proposed to be consistent with adjacent densities.

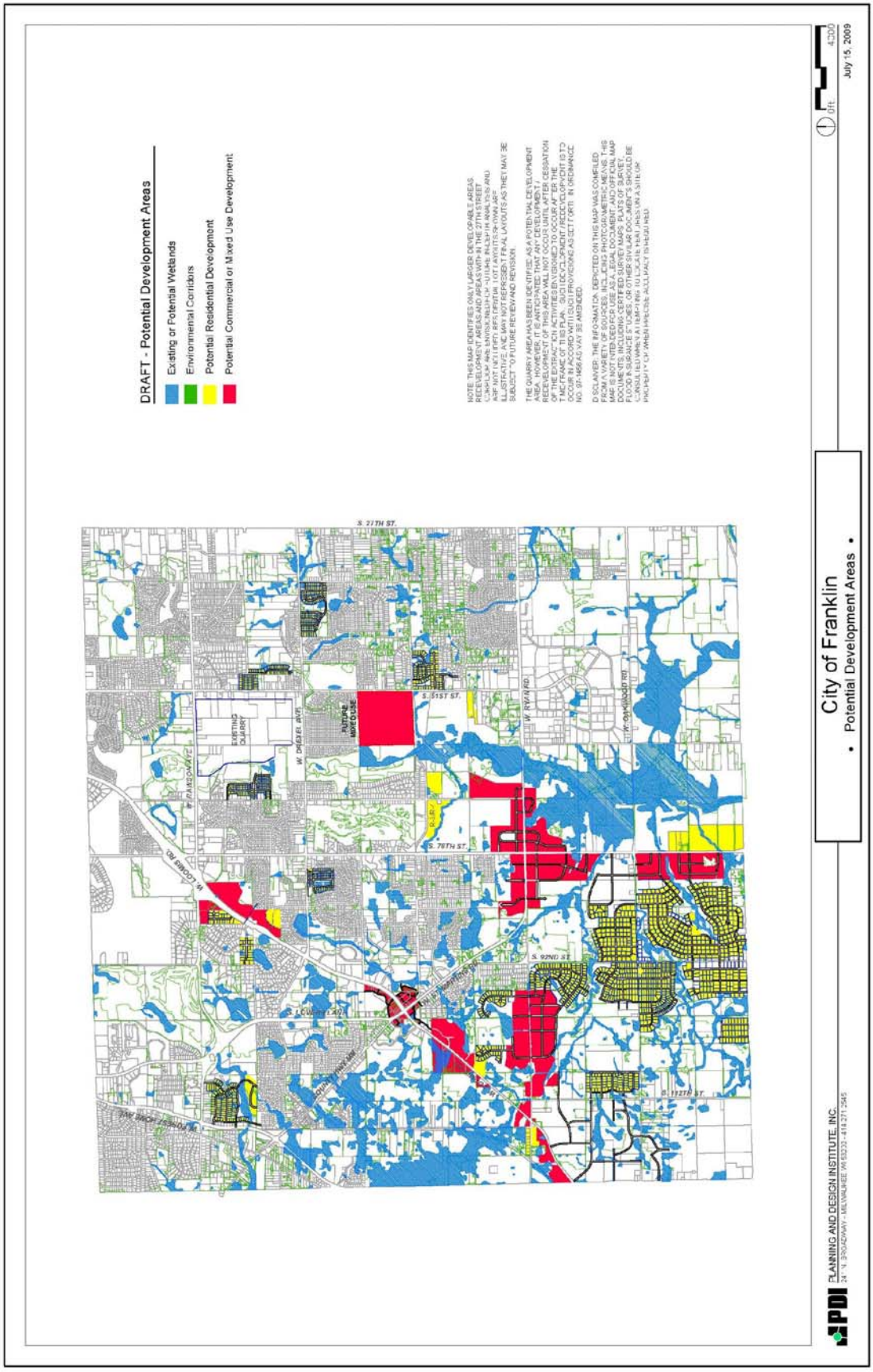
Area B:

Commercial and residential development along Loomis Road is proposed where the infrastructure is available to support such uses. Housing is identified along Ryan Road, west of Loomis Road.

Area C:

Mixed use development is the main focus at the intersection of Loomis Road and STH 100. The Crossroads Plan should be followed for design development concepts in this area.

Map 5.6: Potential Development Areas



Area D:

Commercial development along the east side of Loomis Road, with housing that transitions to existing neighborhoods to the east, and residential development along the west side of Loomis Road, represent a significant opportunity for future development in the City. Two major residential areas, both single family housing, are also possible in Area D along Drexel Avenue and immediately west of the quarry.

Area E:

Area is primarily built out with only limited parcels available for housing development. S. 27th Street also provides possible infill and redevelopment opportunities along the commercial corridor.

Area F:

In addition to possible infill and redevelopment opportunities along S. 27th Street, there are a few large areas for potential residential developments.

Area G:

S. 27th Street is the primary development opportunity in this neighborhood. Most other areas are small infill projects or environmental preservation.

Area H:

Area H represents the largest amount of land available for future development. Both residential and commercial areas are identified, with an emphasis in densities that are appropriate for the area and preserve environmental amenities as natural features.

Area I:

The area around 76th Street and Ryan Road is identified as future commercial development.

Existing and Potential Land Use Conflicts

Due to the City's current mix of land uses, conflicts exist between high intensity uses, such as the quarry, and low intensity uses, such as single family housing. Another conflict occurs between the proximity of the City's shopping centers and commercial districts to single-family residential developments. In addition, conflict occurs during the development of vacant lands located adjacent to existing development, where the residents or owners of the existing development request that the proposed development not occur or be revised in order to retain the areas' rural or suburban character. The development pattern in Franklin has occurred such that different uses are often located either adjacent or near to one another. Therefore, as future land uses are planned, it is crucial to consider compatibility with surrounding uses, impacts to environmental features, and transitioning differing densities or uses.

"Consistency" Requirements

It is important to emphasize two related issues concerning consistency between comprehensive plans and the zoning, land division, and official map actions of the local community: (1) such consistency conflicts are not a critical legal issue until after January 1, 2010; furthermore, it is conceivable that the legislation may be changed over time, and (2) the definitions of "consistency" will ultimately be decided in the courts. For example, the following positions may be argued:

- Consistency means that there is an absolute match between the current zoning and the current plan.

-or-

- Consistency means that the current zoning should match the plan, which depicts a future state, if and when the zoning is changed. Put another way, if everything matched the plan exactly it would not be a "plan" but a map of "existing conditions". The purpose of the plan is to guide decisions as they are made.

-or-

- Consistency means that as decisions are made they are generally within the intent and guidelines established by the plan, including all the provisions that such plans allow for making reasonable exceptions due to unique circumstances (not unlike conditional uses in zoning).

Land Use Conflicts

Land use and planning conflicts are not, by definition, inappropriate. Perhaps the simplest example is the concept of "mixed-use". Most planning literature today defines mixed-use as a legitimate and desirable type of land use. However, a few decades ago mixed uses were considered rare and potentially threatening to

property values. Mixed use by definition embodies the potential for multiple futures and alternatives. The same is true for different land use alternatives. It is reasonable to assert, from a planning perspective, that some areas or districts might be most appropriately planned with multiple futures. In fact, it could be argued that plans which define categorically only one appropriate future for an area may be misleading. In addition, most plans (including the City of Franklin's) have provisions for amendments that are exercised with some frequency. This implies that land use alternatives are dynamic and that plans are being changed constantly. It is reasonable to accept the idea that land use plans with conflicting contents may both have some legitimacy.

TIF Districts

According to the Wisconsin Department of Revenue's Division of State and Local Finance, and the University of Wisconsin–Extension, Center for Community and Economic Development, Tax Incremental Finance, or TIF, is one of the most commonly used municipal financing vehicles and economic development tools available to local communities. TIF allows municipalities to invest in infrastructure and other improvements, and pay for those investments by capturing property tax revenue from the newly developed property.

Wisconsin's TIF legislation was originally adopted in 1975 to help municipalities respond to the challenges of eliminating blighted areas in depressed urban areas. Subsequently, numerous significant changes were made to the TIF legislation. These changes were intended to provide greater flexibility for local governments in using TIF, and to increase the understanding of and accountability for TIFs. Examples of some of these changes which impact land use issues include:

- Mixed-use development was added as another type of TIF development (the other approved types of TIF development include Blighted, Rehabilitation or Conservation, and Industrial).
- Mixed-use Tax Incremental Finance Districts can include more than 25 percent vacant land.
- Newly platted residential development cannot exceed 35 percent of the area of a Mixed-use Tax Incremental Finance Districts.

The University of Wisconsin–Extension's Center for Community & Economic Development indicates that the potential benefits of TIF include:

- A broader tax base for the municipality;
- The elimination or reduction of blighted areas;
- The rehabilitation of areas declining in value;
- The creation of new jobs and income; and

- A partnership for economic development between the municipality, school district, technical college, and county.

The University of Wisconsin–Extension's Center for Community & Economic Development also indicates that the potential risks of TIF include:

- Loss of projected revenue if the development/redevelopment does not occur as anticipated, such that if project revenues are less than expenditures, a deficit occurs that must be paid by the municipality.

As noted in the Economic Development chapter of this Plan, the City contained three active Tax Incremental Finance Districts as of 2009.

While no new TIF Districts are currently proposed as part of this Plan, it is recommended that the City periodically review its readiness to use Tax Incremental Financing, so as to be proactive in times of potential opportunities, and to include such decisions in the proposed Economic Development Plan and in this Comprehensive Master Plan.

Traditional Neighborhood Development (TND)

Wisconsin State Statute 66.1027, Traditional Neighborhood Developments and Conservation Subdivisions, requires every city and village, with a population of at least 12,500, to enact an ordinance that is similar to the model traditional neighborhood development ordinance that is developed under sub. (2) (a) of that statute.

State Statutes define Traditional Neighborhood Development as "A compact, mixed-use neighborhood where residential, commercial, and civic buildings are within close proximity to each other." In essence, it is a type of development patterned on traditional small town and city neighborhood development principles. Within Milwaukee County, an example of this type of development is found in the Village of Greendale (south of W. Grange Avenue between S. 76th Street and W. Loomis Road), and is referred to as the Village's historic Village Center. It includes the Village Hall, several businesses, over 300 homes (comprised of a mix of single-family homes, multi-family homes, and row houses), walking paths, and ample amounts of green space.

As noted in "A Model Ordinance for a Traditional Neighborhood Development", dated April 2001, and prepared by Brian W. Ohm, James A. LaGro, Jr., and Chuck Strawser, "While there is no single model for a traditional neighborhood development, certain principles define this type of development." These principles can include: compact development; mixed uses; multiple modes of transportation; and responsiveness to cultural and environmental context.

Currently, the Unified Development Ordinance (Section 15-3.0401D.) permits Traditional Neighborhood Development as a Planned Development District subject to the aspects and elements identified in the "Model

Ordinance for Traditional Neighborhood Development" dated April 2001 as published by the University of Wisconsin Extension.

Conservation Subdivision Ordinance

Wisconsin's comprehensive planning legislation defines a "Conservation Subdivision" as: "a housing development in a rural setting that is characterized by compact lots and common open space, and where natural features of land are maintained to the greatest extent possible." Conservation Subdivisions can occur in a variety of settings, such as in urban areas, in a transition area between clearly rural and urban areas or in rural settings. As stated in Chapter 2, different types of community character ranging from urban to suburban to rural are found in the City of Franklin.

Most of the development in the City of Franklin can be described as suburban in character. Suburban character is typically prized for its balance between buildings and open space, both through spatial relationships as well as design. On the other hand, the southern third of the City, particularly the southwest area, retains significant rural character. The fundamental characteristic of rural environments is open space – lands that are essentially void of vertical structures and traversed by few roads. Conservation subdivision design concepts promote and encourage the clustering of homes to create a permanent network of open space. Often forty percent to eighty percent of a site is permanently set aside for open space. The preserved land may be managed by a homeowners association, a land trust, or the municipality. Besides protecting unbuildable areas such as wetlands, floodplains, water bodies, and steep slopes, conservation subdivision design can be used to preserve woodlands, prairie, wildlife habitat, farmland, scenic views, and cultural resources. Therefore, by permanently preserving open space, conservation subdivisions would also be preserving community character.

Conservation design allows for the same number of residences under current community zoning and subdivision regulations, but can also offer an increase in density to encourage this type of development. Developers benefit from decreased development costs due to less road surface, shorter utility runs, less grading, and other site preparation costs. Municipalities experience lower long term maintenance costs for the same reasons. Conservation subdivision design can also provide: buffers between residential development and non-residential uses; areas for passive and/or active recreational use or trails; areas for stormwater management, and protection of groundwater recharge areas.

The implementation of a conservation subdivision ordinance would help address, or partially address the following goals and objectives from Chapter 2:

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

- Protect the City's remaining natural resource features.

- Create a plan that provides direction but allows flexibility in the development of residential and non-residential areas.

2. Protect environmental resources.

- Discourage incompatible development and alteration to 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.

- 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.

It is envisioned that special review of this concept will be required within the southwest portion of the City, and any other areas of the City where public sanitary sewer and water service is not available but where residential development is to be allowed, in order to ensure that when public services become available, that they can be provided in a cost effective manner.

It is recommended that the City adopt a conservation subdivision ordinance patterned upon the UW Extension Model Ordinance, with revisions to the concepts and standards as determined by the Common Council.

It is also recommended that the Open Space Subdivision options within the residential zoning districts of the Unified Development Ordinance, be removed or revised if necessary, to address any inconsistencies with the proposed Conservation Subdivision Ordinance.

Infill Development

As defined by the Congress of New Urbanism, infill development consists of the development of vacant lands within urbanized areas, the redevelopment of underused buildings and sites, or the rehabilitation of historic buildings for new uses. In Franklin, as briefly discussed in Chapter 6, infill development would mainly involve new development on vacant lots that are currently surrounded by existing developments. Infill development techniques may also be utilized to reuse buildings in the St. Martins area.

The Congress of New Urbanism advises that an Infill Development policy or program:

- Build community consensus and involvement

- Identify important infill sites and zone them to encourage successful infill

- Make infill sites appealing by improving infrastructure and amenities
- Make infill appealing to lenders, investors, and developers
- Market infill sites aggressively
- Create design guidelines for infill

Consistent with the recommendations in Chapter 6, it is herein recommended that infill development be encouraged in areas surrounded by existing compatible uses consistent with the principles, goals, objectives and policies of this Plan and the Future Land Use Map. Additionally, it is recommended that the City identify areas to be targeted for infill development and promote standards to assist in those areas being developed to fit in with the surrounding uses.

Mixed-Use Development

Mixed-use developments seek to create pedestrian friendly environments with a variety of uses that enable people to live, work, play, and shop in one place (as defined by the American Planning Association). Mixed-use developments include several different uses that work together and share the same infrastructure, utilities, and public amenities. Mixed-use areas are typically higher in density than a single use development. Currently the majority of Franklin's zoning districts are single use districts. The City of Franklin B-4 S. 27th Street Mixed Use Commercial District, the B-7 S. 27th Street Mixed Use Office District, the CC Civic Center District, and the Planned Development Districts, do allow and promote a mix of commercial (and to a much more limited extent) residential uses. Mixed-use developments typically combine professional activities, such as commercial retail and office uses and single-family and/or multi-family residential uses.

There are several types of mixed-use development designs that may be considered, such as Vertical Mixed-Use Buildings, Horizontal Mixed-Use Sites and Mixed-Use Walkable Areas (American Planning Association). Vertical Mixed-Use Buildings combine different users in the same building. Generally, the lower floor would be utilized by a commercial user with a residential use located above. Another example would be residential and hotel uses in the same building. Horizontal Mixed-Use Sites combines single-use buildings on distinct parcels in a range of land uses in one planned development project. Mixed-Use Walkable Areas combine both vertical and horizontal mix of uses in an area within an approximately ten minute walking distance to core activities (American Planning Association).

To implement mixed-use development in a community, it is necessary to create a mixed-use zoning district and identify and/or map future/potential areas appropriate for mixed-use zoning. It is also necessary to work with developers to promote and encourage mixed-use developments in these areas.

According to the American Planning Association, the benefits of implementing mixed use development in a community can include:

- Sustainability and Environmental Benefits
  - More efficient and less consumptive buildings and spaces, which can be less of a burden on the environment.
  - Reduced vehicle use, which results in less pollution, energy savings, less run-off, reduced land-use, reduced noise and enhanced sense of safety.
  - Encouragement of walking and cycling – bringing health benefits, reducing the need to own a car and thus reducing emissions.
- Social Benefits
  - Creates a sense of community as mixed-use caters to diversity of people and uses in one place, thus providing opportunities for community interaction.
  - Creates a sense of personal wellbeing as mixed-use offers people convenience, choices and opportunity.
  - Creates greater user satisfaction by creating convenient access to people, places and activities.
  - Reduced need to use vehicles for access. This means reduced vehicle use. A social benefit of this is enhanced social equity from improved access for people who ho not have access to a car.
- Economic Benefits
  - Creates more convenient access to people, places and activities, which results in increased land value (because of greater accessibility), and enhanced viability of secondary activity (through mixed primary use).
  - The proximity of diverse uses makes it possible to reduce vehicle trips and encourage transit ridership. Mixed-use developments can support higher transit use and may be a catalyst for siting transit facilities in the area.
  - Mixed-use development can result in more efficient use of land and infrastructure. For example, retail uses can share parking facilities with residential uses, because their peak hours for parking do not overlap substantially; thus, the cumulative parking requirement could be appreciably reduced. Similarly, stormwater facilities; sewer; common area maintenance; and central heating, ventilation, and air conditioning can be shared among various uses.
  - Renovating historic buildings and using them in new ways helps preserve the older urban fabric while providing architectural diversity in mixed-use developments.
- Safety Benefits
  - Mixing residential, commercial, and professional activities within a compact area ensures activity throughout the day and evening, creating a sense of safety. For example, the presence

of people living in apartments above stores helps reduce the potential for vandalism during off-hours, because, for all intents and purposes, there are no off-hours.

  - Creates a pedestrian-friendly environment and provide more opportunities for convenient and safe pedestrian access.

- Health Benefits

  - Increases walking and cycling. This has health benefits for users including reduced obesity, diabetes, cancer, depression and other illness.

It is recommended that the City create a mixed use overlay zoning district to promote this type of development in appropriate areas throughout the City.

Design Standards, Criteria, and Guidelines

Urban design, which can be defined as the process of organizing the contextual elements of the built environment such that the end result will be a place with its own character or identity, often includes the use of design standards/criteria/guidelines as a supplement to zoning codes to help shape the local community. According to Planning and Urban Design Standards, dated 2006 and prepared by the American Planning Association, design standards/criteria/guidelines "provide a connection between general planning policies and implementing regulations." It also states that, "The principle purpose of design guidelines is to convey a sense of the preferred quality for a place." It further states that, "Design guidelines should, at a minimum, address the following five subjects: Overall site design; Use of plant materials; Building orientation and form; Signage; and Public spaces." Lastly, it can be noted that the use of design standards, criteria, and/or guidelines has over time become a firmly established practice within the City of Franklin.

The 1992 Comprehensive Master Plan, which defined Urban Design Criteria as "a body of information which can be applied to the development of a solution or solutions to a specific urban design problem or set of problems", recommended that the City base its planning decisions upon sound urban design criteria. The 1992 Plan further recommended general design criteria for residential, industrial, general commercial, and village area commercial development, pertaining to: street, block, and lot layouts and arrangements; general landscaping; utility easements; stormwater drainage and erosion/sedimentation control; automobile parking; easements; vehicular access and circulation; pedestrian circulation; land use spatial considerations; etc. It is recommended that these Urban Design Criteria be incorporated within the City of Franklin 2025 Comprehensive Master Plan by reference except where superseded by more recent standards or guidelines in adopted plans or ordinances.

The City of Franklin Unified Development Ordinance, in Part 5: Design Standards, sets forth a number of design standards pertaining to: land divisions; traffic, off-street parking and loading, and highway access; landscaping; and lighting. The Unified Development Ordinance also includes design related standards and/or guidelines within many of the individual zoning district's intent and standards. It is recommended that these

design and design related standards and guidelines, as they may be amended from time to time, be incorporated within the City of Franklin 2025 Comprehensive Master Plan by reference.[4]

The City of Franklin has also prepared "City of Franklin Design Standards and Construction Specifications", dated May 2007, which pertain to: roadways; sanitary sewers; water distribution system; grading and drainage; street trees; etc. It is recommended that these design standards, as they may be amended from time to time, also be incorporated into the City of Franklin 2025 Comprehensive Master Plan by reference. Further information about this topic is located within Chapter 8, Community Utilities and Facilities.

Lastly, a number of design standard related issues have been raised at one time or another, which due to time constraints associated with preparation of this Plan, have not been addressed. It is herein recommended that these issues be considered and/or be the subject of further study by the City when a reasonable opportunity arises. These issues include:

- Update/revision of the City's architectural standards, such as:
  - additional stone or brick on multi-family structures;
  - additional pedestrian amenities;
- Update/revision of the City's lighting standards;
- Review and consider revision of building height limits in select non-residential districts.
- Research the applicability of Crime Prevention Through Environmental Design considerations to the City of Franklin;
- Prepare a design manual which includes numerous pictures, figures, and other graphics to help articulate the City's desired/required design standards, criteria, and guidelines.
- Study the feasibility of specific design standards for select locations within the City, such as the City Civic Center area;
- Study the feasibility of LEED certification and/or the LEED for Neighborhood Development.
- Update/revise the City's off-street parking standards.

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[4] It can be noted that the design overlay recommended by the South 27th Corridor Plan has been incorporated into the Unified Development Ordinance.

Sustainability

Sustainability, or sustainable development, is a concept that is still evolving and has many definitions. The State of Minnesota for instance, defines sustainable development as, "Development that maintains or enhances economic opportunity and community well-being while protecting and restoring the natural environmental upon which people and economies depend. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs." Planning and Urban Design Standards, dated 2006, and prepared by the American Planning Association, indicates that sustainability is: future oriented/long term; bounded by limits; natural/geographic; means-oriented; holistic/interconnected; and participatory.

For purposes of the City of Franklin 2025 Comprehensive Master Plan, sustainability is a concept that that is present throughout this Plan, as expressed by the following topics:

- Community Character;
- Public involvement;
- City of Franklin Vision Statement and Mission Statement;
- The Principles of High Quality Development and Balanced Development;
- The Natural Resource Linkages protection proposal;
- The Economic Development Plan proposal;
- Traditional Neighborhood Design, Conservation Subdivisions, Mixed-Use Design, Infill Development, Universal Design, Sustainable Design, and Growth Management; and
- Mutual Aid Agreements.

Cost of Development Study

A Cost of Development Study determines actual costs to the community for various types of development and land use, and establishes the fiscal impact of such development and use. Community service costs that are examined often include the following:

- Public Safety (police, fire, ambulance, inspection, emergency services)
- Public Works (sewer, water, garbage collection, recycling)

- Transportation (road construction, maintenance, mass transit)
- Education (K-12 schools and technical schools)
- Culture and Recreation (library, parks, community center)
- Health and Human Services (hospitals, elderly care, disability services, cemeteries)
- Local Government

These costs are then examined for each type of land use; residential, commercial, manufacturing, agricultural, undeveloped, etc. within the community. In addition, the method that these services are paid for; through local taxation, fees, state and federal subsidies, etc. are also examined.

Cost of Development Studies undertaken in other communities have generally found that residential land use often costs more to service than it generates in annual revenue [some studies have indicated a ratio of 1 (revenue) to 1.25 (cost)]. It therefore becomes important to plan land uses to balance the discrepancy between the revenue and costs for residential development.

A Cost of Development study is often most useful to areas undergoing transition, such as Franklin's south and southwest areas. Other benefits of such a study can include: improved local dialogue about land protection strategies; the building of support for comprehensive planning; the improvement of local planning and zoning for agriculture; and the ability to better explain and defend use assessment tax policies.

It is recommended that the City of Franklin conduct such a study at its earliest opportunity.

Growth Management

Growth management is a set of techniques that can be used by local governments to ensure that as the population grows there are services available to meet their demands. These demands for services are not necessarily only government services. Other demands such as the protection of natural spaces, sufficient and affordable housing, delivery of utilities, preservation of buildings and places of historical value, and sufficient places for the conduct of business are also often considered.

It can be noted that thirteen states in the United States have adopted state growth management legislation to one extent or another that aims to preserve environmentally sensitive areas, improve the quality of urban areas, and reduce urban sprawl.

An example is the Growth Management Act passed by the Washington Legislature in 1990. It requires that the fastest growing counties and the cities within them plan extensively in keeping with state goals on sprawl reduction, concentrated urban growth, affordable housing, economic development, open space and

recreation, regional transportation, environmental protection, property rights, natural resource industries, historic lands and buildings, permit processing, public facilities and services, early and continuous public participation, and shoreline management.

While growth management to that extent is not present within Wisconsin, the state does utilize individual growth management techniques. One example is the Sewer Service Area Planning requirements of the Wisconsin Department of Natural Resources (which is set forth in Administrative Code NR 121), which requires that the provision of public sanitary sewer service be based upon adopted population projections, the existing and planned capacity of the subject sewerage system, the provision of such service in a cost-effective manner, and the protection of environmentally sensitive areas.

An example of the implementation of growth management techniques at the local level includes the application of zoning to reduce the cost of service delivery, by allowing the same number of people to live and work in a smaller area (i.e. increased densities), thereby reducing the per capita cost of such services as fire protection and emergency medical response (as everything else being equal, such services are less expensive to provide in compact areas than in areas where the population is more spread out).

Growth Management techniques can include:

- Concurrency or Adequate Public Facilities Requirements;
- Local Urban Growth Boundaries;
- Regional Urban Growth Boundaries;
- Higher Exactions, Development Fees and Proffers;
- Restrictions on Developable Land;
- Regional Tax-Base Revenue Sharing; and
- Split-Rate Taxation of Property

It is recommended that the City conduct a study of the feasibility of this concept at its earliest opportunity.

Land Development Guide

A land development guide identifies the existing policies and procedures for the processing of land development projects within the community within one document, and is created specifically for citizens and developers. This guide may include flow charts relating to specific processes.

It is recommended that a Land Development Guide be created subsequent to the update of the Unified Development Ordinance, which is also recommended within this Plan.

Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) Programs

As a method to preserve natural areas, open space, and/or agricultural lands in the City, a purchase of development rights program (PDR) and/or transfer of development rights program (TDR) should be explored and pursued.

As noted in the "Land Use Guide", Purchase of Development Rights is a voluntary program in which "… a landowner sells the development rights of his or her land to a local unit of government or qualified organization. A conservation easement is placed on the land and recorded with the title to permanently limit development on the land."

Often the first step in the creation of a Purchase of Development Rights (PDR) program is the preparation by the local unit of government or qualified organization of a plan to: indicate what the goals and objectives of the program will be; identify the types of land they are interested in; and identify funding sources for implementation of the program. When the PDR plan is completed and approved, offers are made to interested eligible landowners. The landowner can accept, decline, or further negotiate the offer. The amount of the offer is based on a number of variables including: the value of the land; the extent of development limitations to be placed upon the land; the length of time the development limitations will apply; etc. Once an agreement is reached, a conservation easement identifying the development limitations is recorded with the deed of the property. The development limitations apply to the current as well as future owners of the property, subject to the conditions of the agreement and the conservation easement.

The length of time the development limitations will be in effect should be determined as early as possible, consistently applied, and clearly set forth in the plan prepared by the local unit of government or qualified organization. However, it is widely believed that to achieve the maximum benefits from a Purchase of Development Rights program, particularly as it applies to land preservation, such limitations should apply in perpetuity.

The "Land Use Guide" indicates that Transfer of Development Rights (TDR) is an incentive-based program that relies upon "… the use of financial rewards, directly or indirectly, to encourage development that would achieve community goals." A TDR program "… creates a market for buying and selling the rights to develop property. To implement a TDR program, the local governing body must identify one or more 'sending areas' where land conservation is sought and one or more 'receiving areas' where development of property is desired and can be serviced properly."

As with the Purchase of Development Rights program noted earlier, the local unit of government or qualified organization interested in a Transfer of Development Rights program often first prepares a plan to: indicate what the goals and objectives of the program will be; identify the types of land they are interested in, for both 'sending' and 'receiving' areas; identify the mechanisms by which the transfer of the development rights from one area of the community to another will be accomplished; and identify funding sources for implementation of the program. When the plan is completed and approved, interested eligible landowners within the 'receiving' areas are identified, and offers are made to interested eligible landowners within the 'sending' areas. The landowners within the 'sending' areas can accept, decline, or further negotiate the offer. The amount of the offer is based on a number of variables including: the value of the land; the extent of development limitations to be placed upon the land; the length of time the development limitations will apply; etc. Once an agreement is reached, a conservation easement identifying the development limitations is recorded with the deed of the property. The development restrictions apply to the current as well as future owners of the property, subject to the conditions of the agreement and the conservation easement. Such development rights are then transferred to an interested eligible landowner within the 'receiving' areas as set forth in the plan prepared by the local unit of government or qualified organization.

The length of time the development limitations will be in effect should be determined as early as possible, consistently applied, and clearly set forth in the plan prepared by the local unit of government or qualified organization. However, as the development rights are transferred to another location within the community (where they are typically applied as a bonus in addition to those development rights already set forth by the property's zoning classification), such development limitations upon the 'sending' area and development bonuses upon the 'receiving' area typically apply in perpetuity.

Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City

The City of Franklin Plan Commission, at its November 20, 2008, meeting, adopted the subject "Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City" as an amendment to the City of Franklin Comprehensive Master Plan (see Appendix I).

The subject policy was created to address the requests of a number of residents within the southwestern portion of the City for additional development and land division opportunities than were previously allowed by the 1992 Comprehensive Master Plan and the Unified Development Ordinance. Central to this issue was the timing of the provision of public sanitary sewer and water service, and the preservation of the rural/suburban character. As the City was unable to determine when public sanitary sewer and water service would be provided to this portion of the City, it was determined by the Plan Commission (after a number of public meetings and hearings) that an interim policy should be created that would allow additional development and land division opportunities until such time as public services became available, and in a manner that would minimize any adverse impacts upon the future extension of such public services. Additional natural

resource protection standards were also included as part of the subject policy to address a number of residents' concerns about the maintenance of the area's rural/suburban character.

Based upon the information contained within this Plan, it is herein recommended that the "Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City" as herein revised be incorporated into the City of Franklin 2025 Comprehensive Master Plan.

Further changes to the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City of Franklin, and/or the associated Post-Sanitary Sewer Scenario Map, were made during preparation of the City of Franklin 2025 Comprehensive Master Plan. These changes were made in part in response to public comment, and were supported by the Comprehensive Master Plan Update Project Committee, the Plan Commission, and the Common Council.

The first change pertains to the future residential lot sizes identified on the Post-Sanitary Sewer Scenario Map. While this change does not directly affect the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy, it does affect the Future Land Use Plan set forth in this chapter of the City of Franklin 2025 Comprehensive Master Plan. More specifically, this change consists of inclusion of a lot size averaging concept for the southwestern portion of the City which:

- allows a potentially more cost-effective development option for applicable landowners/developers;
- applies to those areas of future residential land uses identified on the Post-Sanitary Sewer Scenario Map, when public services such as sanitary sewer and municipal water service become available;
- enables smaller lots sizes and/or multi-family development within portions of a proposed residential development (subject to appropriate zoning/rezoning) as long as the overall density of development within the subject project remains consistent with the density set forth on the Post-Sanitary Sewer Scenario Map for the subject area;
- provides a greater level of natural resources protection than would otherwise be required by this Plan or by the Unified Development Ordinance for Linkages, Greenways, and/or particularly high value natural resources; and
- encourages use of Conservation by Design concepts.

The second change pertains to the future land use designation of the lands east of and immediately adjacent to the landfill. While this change also does not directly affect the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy, it does affect the Future Land Use Plan set forth in this chapter of the City of Franklin 2025 Comprehensive Master Plan. More specifically, it is herein proposed that should the Conservancy land use designation along the east side of S. 112th Street not come to fruition, that the City support consideration of re-designation of these lands for light manufacturing or industrial uses.

Recreational Trails

While detailed information pertaining to recreational trails within the City of Franklin has been set forth within the City's Comprehensive Outdoor Recreation Plan (which has been incorporated by reference into this Comprehensive Master Plan), and is intended to be updated when that plan is updated, the City of Franklin Comprehensive Master Plan Update Project Committee determined that this matter also warranted discussion in the Land Use chapter, and depiction on the Future Land Use Map.

As shown on the Future Land Use Map, existing recreation trails within the City of Franklin in 2009 included the approximately 4.5 mile portion of the Milwaukee County Oak Leaf Trail (located along the Root River from approximately W. Ryan Road northward to the City limits with the Village of Greendale), and the approximately 3.5 mile City of Franklin St. Martins Trail (located along the former Interurban right-of-way extending from Ken Windl Park southward to the City limits with the City of Muskego). The St. Martins Trail also includes an approximately 0.5 mile segment within a WEPCO right-of-way which connects to the existing City of Muskego Recreation Trail.

The Future Land Use Map also identifies a system of proposed recreation trails, as such trails are recommended in the adopted Comprehensive Outdoor Recreation Plan (CORP), which are incorporated by reference into this City of Franklin 2025 Comprehensive Master Plan. These trails are intended to connect many of the existing and proposed park, outdoor recreation, and open space sites within the City to one another.

Furthermore, it is herein recommended that the following proposed recreation trails be developed, subject to further study and refinement as soon as possible as part of the anticipated update of the City's Comprehensive Outdoor Recreation Plan, or by a separate effort, as may be determined by the Common Council.

- A future trail extending from the St. Martins Trail, in the vicinity of S. 112th Street & W. Ryan Road, southward to connect to Franklin Park and to the proposed conservancy lands located east of the landfill. Then eastward to the Oak Leaf Trail. This and/or other additional trails (connecting to this proposed trail), could be designed and located to also serve as future equestrian trails.

- A future trail extending from the St. Martins Trail, in the vicinity of Ken Windl Park, eastward to connect to Whitnall Park.

- A future trail extending from Pleasant View Elementary School, southward through the adjacent existing undeveloped City parkland, and extending southward to W. Drexel Avenue or westward along W. Evergreen Court to S. 51st Street, to connect to the Franklin High School. Then extending westward through the River Park subdivision, across Cascade Creek, and southward along S. 56th Street or Cascade Creek, to connect to Cascade Creek Park. Then extending southward and westward to the Oak Leaf Trail.

Additional information about these existing and proposed trails is presented in Chapter 3 and Chapter 7 of this Plan.

FUTURE LAND USE PLAN

> "The element shall also include a series of maps that shows … future land uses … the boundaries of areas to which service of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the time table described in par. (d), and the general location of future land uses by net density or other classifications." Excerpt from Wisconsin State Statute 66.1001(2)(h)

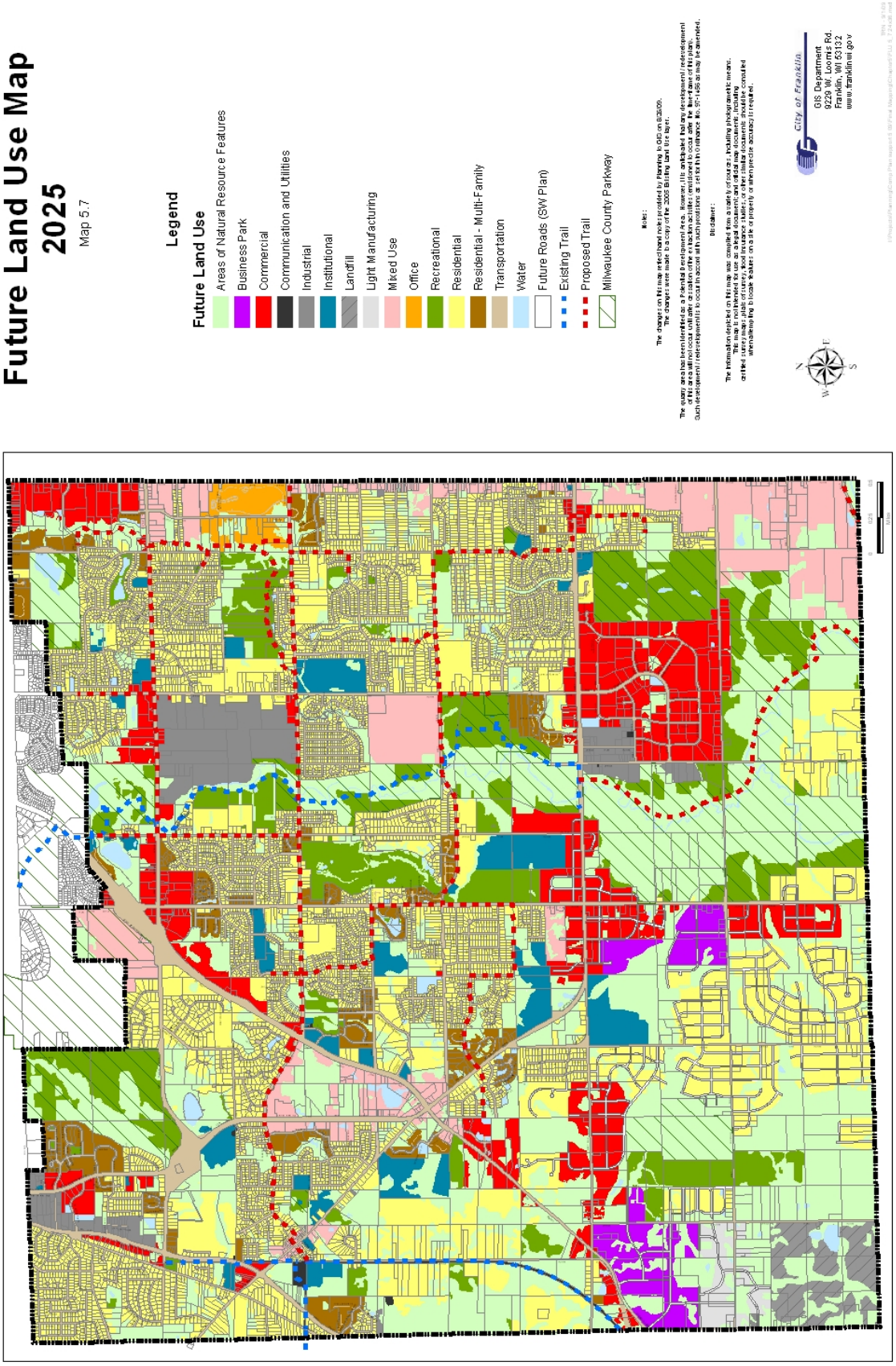
The City of Franklin Future Land Use Plan is based upon the preceding information contained within this chapter and pertinent information in the other chapters of this Plan. It is graphically depicted on Map 5.7: Future Land Use Map.

As stated in the Land Use Guide, a future land use map is a community's visual guide to future planning. It brings together most if not all of the elements of the comprehensive master plan. In the case of the City of Franklin Plan, this includes the Agricultural, Natural and Cultural Resources, Economic Development, Housing, Transportation, and Utilities and Community Facilities chapters.

Specific zoning information, such as permitted uses, setbacks, size limitations, and other zoning regulations, is set forth in the City of Franklin Unified Development Ordinance, not within this Future Land Use Plan. Detailed descriptions of such zoning standards, however, are included within the 1992 Comprehensive Master Plan and are incorporated into this Plan for reference purposes.

Specific parcel based recommendations (such as right-of-way acquisitions, park acquisitions, trail or sidewalk locations, etc.) will be set forth in future Common Council and/or Plan Commission approved plans, resolutions, or ordinances, not within the Future Land Use Map.

Map 5.7: Future Land Use Map 2025



In addition to the principles, goals, objectives, and policies set forth earlier in this chapter, and the Land Use Design Policies set forth in the following section of this chapter, the Future Land Use Plan was also prepared in accordance with the following plans, planning efforts, and guidelines, which are hereby incorporated by reference into this Future Land Use Plan as specifically noted below.

- The *South 27th Street Corridor Plan's* future land use recommendations, as may be amended from time to time.
- The *City of Franklin Crossroads Trade Area Regulating Plan's* future land use recommendations, as may be amended from time to time.
- The *Pre-Sanitary Sewer Land Use/Zoning, Land Division and Public Services Policy's* future land use, zoning, land division, and public services recommendations, as may be amended from time to time.
- The Economic Development Commission's Commercial Development Corridors identification efforts as prepared in 2007, future land use recommendations, where not in conflict with the above listed plans and policy.
- The *1992 Comprehensive Master Plan's* future land use, zoning, land division, public services, and design standards recommendations, where not in conflict with the above listed plans, policy, and recommendations.
- The *Franklin First Development Plan's* (for areas A-2, A-3, and the northern portion of A-1), future land use recommendations, where not in conflict with the above listed plans, policy, and recommendations.
- Consideration of existing and planned land use and zoning, where not in conflict with the above listed plans, policy, and recommendations. It can be noted that this guideline was typically utilized only in those locations where small isolated areas of developable land were present, and significant changes to those areas, and the surroundings, were not anticipated.

Lastly, it is important to note that the future land use plan set forth in this chapter also considered, and specifically incorporates when deemed appropriate by the Common Council, the public comments received on this matter. In particular, it can be noted that:

- the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City of Franklin, and associated materials and documents, was based in large part upon public input solicited by the City on this matter; and
- certain changes were made to the Future Land Use Map and/or associated text based upon public comments, including:

- the initial future land use designation of Mixed-Use located at the southwest corner of Loomis Road and Rawson Avenue was changed to Residential and was elaborated upon to include consideration and support of the current zoning designation of R-3E Suburban/Estate Single-Family Residence District;
- the future land use designation of Areas of Natural Resource Features/Conservancy for the lands immediately east of the landfill was elaborated upon to include consideration and support of future light manufacturing in this area should the Conservancy proposal not come to fruition; and
- the future land use designation of Residential for lands located immediately west of 76th Street and between High Street and Stonewood Circle was elaborated upon to include consideration and support of future R-5 residential density in this area should a development and rezoning proposal be brought forward.

Land Use Design Policies

"A compilation of … policies … to guide the future development and redevelopment of public and private property." Excerpt from Wisconsin State Statute 66.1001(2)(h)

The Residential, Commercial, and Areas of Natural Resource Features (comprised of Wetlands, Woodlands, Agriculture, Unused Rural Lands, and Undeveloped Lands) future land use categories shown on the Future Land Use Map have been developed based on the following five generalized land use design guidelines.

- **Visual Character** — the design, arrangement, and location of the elements of the built and unbuilt environments, including their appearance and function.
- **Natural Environment and Landscape** — the patterns of landscape and vegetation that support and complement the visual character, and the intended environmental, social, and economic activities of places.[5]
- **Traffic and Circulation** — the patterns of vehicular/pedestrian movement and access (including parking) and the integration of these patterns with each other and places.

[5] In the context of these land use design guidelines, "Place" is defined as those locations at which the public interacts with one another and the physical environment, such as neighborhoods, parks, playgrounds, plazas, sidewalks/trails, etc.

- **Activities and Uses** — the integrated set of environmental, social, and economic activities associated with places, including diverse land uses that emphasize traditional values of the community.

- **Land Management and Control** — the policies and programs that maintain and manage places for long-term success.

This section of the land use chapter sets forth how the five generalized land use design guidelines noted above have been utilized to develop the location, extent, and characteristics of the residential, commercial, and open space future land use categories. Only these three noted land use categories have undergone this analysis, as through this Comprehensive Plan effort they have been determined to be the most important land use categories to City residents, have historically been the most prevalent land use in the City, and are anticipated to remain as important and prevalent during the time-frame of this Plan. The application of the five land use design guidelines to each of the three future land use categories, as guided by the goals, objectives, and recommendations contained within this chapter, results in the creation of the detailed Land Use Design Policies set forth below.

Not only have these Land Use Design Policies been utilized in the preparation of the Future Land Use Map, they are also intended to guide City staff and public official review and approval of development proposals. It is recommended that these policies be utilized in addition to, but not in place of, the more detailed land use and design standards set forth in the Unified Development Ordinance. Lastly, while it is understood that these Land Use Design Policies shall be utilized in the review and approval of future development and redevelopment proposals, they are specifically intended to be flexible, to allow their reasonable use over a range of conditions and situations, balancing all of the principles, goals, objectives, policies and recommendations contained within this Plan, subject to periodic review, revision, and approval by the Common Council.

Residential Policy

Throughout this Plan there are numerous references to preserving the natural and suburban character of the City and in maintaining the quality of development. As residential developments are proposed, it will be important to provide specific examples and guidance to developers so they can achieve the principles, goals, objectives, policies, and recommendations of the Land Use Element. This Residential Policy is intended to maintain the natural and suburban character of the community, and to promote high quality development.

1. Visual Character

a) Locate residential development to minimize disruption of the natural and suburban character. Residential development shall be located such that

(i) the dwellings and associated land disturbing activities are sited within developable areas and outside of Open Lands that include natural resource features,

(ii) intrusion of the undisturbed portion of associated lots or parcels into Open Lands that include natural resource areas are minimized,

(iii) the dwellings will not visually overshadow the existing natural resource features such as woodlands, hedgerows, or hills when present.

(iv) the degree to which dwellings are prominently featured on ridges and hilltops, especially when they are visible to other dwellings and public roads, shall be minimized.

b) Preserve and integrate landscape elements. Existing Open Lands (comprised of the Agriculture, Unused Rural Land, and Undeveloped Lands categories identified on Map 5.6) not already protected shall be utilized as landscape features within residential developments, or as buffers from adjacent developments. These areas may be utilized for passive recreation or trails.

c) Develop with densities similar to the context of the surroundings. When located within infill areas, densities for new residential development shall be similar, including lot and dwelling sizes, to adjacent developed residential areas.

d) Utilize efficient design elements. Dwellings shall be located so as to minimize the amount of impervious surface associated with roads, driveways, etc. Dwellings shall also be located so as to minimize the length of utility extensions such as sanitary sewer, water, and stormwater pipes by grouping or clustering buildings, lots, and development.

e) Require high quality development. Residential development shall utilize high quality durable materials, architectural features, and design elements throughout, while still maintaining compatibility with existing and planned neighborhood character.

2. Natural Environment and Landscape

a) Conform to environmental regulations. Future residential development shall conform to all existing watershed, water quality, and water control regulations, including the natural resource protection standards of the Unified Development Ordinance, as well as those additional standards recommended in this Plan.

b) Connect the landscaping. Existing Open Lands shall be extended and connected with new plantings and landscaping that are compatible with and serve to enhance any existing native plantings and landscapes. Such connections shall create continuous landscape edges along public roads, between adjacent developments, and between groups of dwellings using mixtures of species that create a varied image as the seasons change. Utilization of these areas for passive recreation and trails is permitted when acceptable to adjacent property owners, or as determined is necessary

for broader community or regional purposes, and in accord with existing regulations. Flexibility and innovation (utilizing concepts such as stormwater treatment trains, green infrastructure, and buffers) in the use and location of landscaping and non-regulatory natural resource feature connections, shall be encouraged.

c) Link trail systems. Trail systems linking individual natural features shall be connected to the planned recreation corridors (trail and bicycle routes) as set forth in the adopted Comprehensive Outdoor Recreation Plan, and to existing and proposed parks, where possible.

d) Limit new cul-de-sacs and create features within cul-de-sacs. The use of cul-de-sacs, except where necessary to preserve a natural feature or where topography changes do not allow street continuation, shall be minimized. Curbed islands in the cul-de-sac to allow for landscaping to provide a front "green" for the surrounding homes shall be included.

e) Integrate sustainable stormwater techniques. Best management practices for stormwater management such as, drainage bio-swales, infiltration ponds, prairies, rain gardens, or rain barrels to help reduce sedimentation and improve water quality, shall be utilized when topography and soils conditions allow.

3. Traffic and Circulation

a) Road design. Roads (and adjacent landscapes) shall be designed to minimize the number of dwellings that are seen from the road. When dwellings are visible from roads, compact groupings with clear open or natural areas between the groups, or landscaping buffers, shall be required. Where feasible, roads with straight alignments should provide for natural vistas, otherwise,. the use of curves and other appropriate traffic calming measures to slow traffic shall be incorporated.

b) Create biking, walking and hiking trails. Biking, walking and hiking trails shall be accommodated, particularly when adjacent to public roads and as buffers to residential uses. When developed, biking, walking and hiking trails shall be integrated with the geometry and pattern of roads, and linked to other trails, paths or sidewalks when possible.

c) Plan for future roads. Future road extensions shall be reserved through the use of the Official Map, easements, deed restrictions, or covenants to maintain a range of future options and connections. Connections to collector streets which connect in turn to major arterials shall be provided when possible. Future residential development shall be discouraged away from existing and planned truck routes. All stub streets shall be fully improved, and temporary turn-arounds provided if the temporary street is over 200' in length.

d) Provide routes for trucking and commercial traffic that do not diminish the quality of residential neighborhoods. Future residential development shall be designed to minimize, and eliminate trucking and thru traffic to preserve neighborhood character and safety.

4. Activities and Uses

a) Include shared open spaces. Shared open spaces, landscaping buffers, and natural resource features, which will attract home buyers who value direct connections to the natural landscape elements, environmental features, biking, walking and hiking trails, and (where feasible) agricultural uses, shall be designed into future residential developments.

b) Promote Conservation Subdivisions. Pursuant to the City's intended suburban character, Conservation Subdivisions shall be encouraged throughout the City. However, where public sanitary sewer and water service is not available but residential development is to be allowed Conservation Subdivisions shall be required.

5. Land Management and Control

a) Use preservation techniques to protect the land. Deed restrictions, covenants, and easements that guarantee land management and control of natural resource areas shall be required. Restrictions that are difficult to change without broad public approval (such as conservation easements), shall be preferred.

b) Require common property maintenance. Property owner associations to guarantee maintenance of common areas, including options for public intervention and assessment if homeowners fail to maintain the land, shall be required.

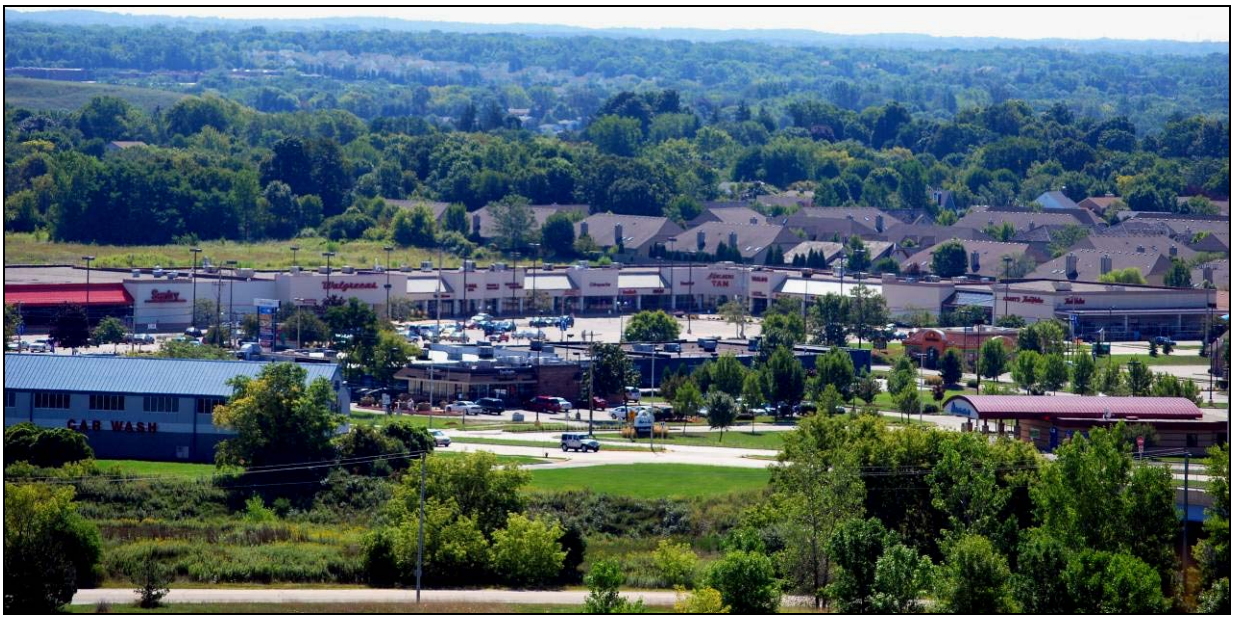
c) Design to preserve open space. The design and preservation of Open Land to minimize their future utility as developable parcels shall be required. Development of Conservation Subdivisions, or inclusion of conservation subdivision design elements, shall be required when appropriate.

d) Require compatibility with surrounding neighborhoods. Design elements of residential development, including street and lot layout, lot and dwelling sizes, and densities, shall be in accord with the surrounding neighborhood character.

Commercial Policy

Commercial (including retail, office and business uses) and mixed-use development shall be focused in appropriate areas along major traffic

arterials and as elsewhere identified in this Plan. By focusing such development in these areas, the existing neighborhood and the natural and suburban character of the City will be better preserved. Internal circulation, linked parking lots, and/or frontage roads, shall be required for all major development plans, and strongly encouraged for all other commercial development.



1. Visual Character

a) Establish strong visual edges when adjacent to residential areas. When located adjacent to residential areas, preserved Open Lands, landscaping and/or fencing shall be designed to establish a clear edge or buffer along the side of the site that is visible to the residential area. The only openings or breaks in this edge shall be those allowed for vehicle or pedestrian entries, signage, or other provisions described in these standards. The ground surface shall be grass or other planting material unless otherwise noted.

b) Design entries as gateways. Along major edges of a commercial site or development, there shall be gateways for vehicular entrances that are emphasized with plantings, signage, and/or architectural structures. The construction materials shall be similar to those used for the principal building and other site amenities.

c) Require attractive roadside signage. All signs, particularly those along the edge of a property, shall enhance the overall aesthetic appeal taking into consideration factors such as consistency of materials, graphic design elements, and height restrictions. Such guidance and controls shall be established within the sign code and as approved in a Master Sign Program, where appropriate.

d) Use buildings to form public places. Building size, shape, and location shall emphasize the public plazas, courtyards, gateways, and significant landscape features. Buildings shall have connections

to pedestrians with appropriately scaled design details, windows along the parking areas, pedestrian pathways, and special features at public entrances.

e) Design off-street parking lots as public places. This shall be achieved with use of complementary building forms, landscaping, decorative fencing, lighting, or combinations of these elements along the edges of the place. Parking lot drive lanes shall have strong edges to define them as spaces. Parking lot drive lanes shall include distinctive paving patterns or material changes as a feature to identify travel lanes, parking areas and pedestrian paths. The paving patterns and material changes should create an identity for the parking area and entrances into the space from surrounding development. As much of the parking shall be located within the interior of projects/sites as possible, or shall include additional landscaping, public amenities, etc. when not possible.

f) Preserve and integrate landscape elements. Existing Open Lands shall be utilized as landscaping features within commercial developments or as buffers to adjacent less intense developments unless otherwise protected. These areas shall be utilized for passive recreation and pedestrian connections when appropriate. Flexibility and innovation shall be encouraged in the location and composition of these areas (utilizing such ideas as stormwater treatment trains, green infrastructure, green roofs, rain gardens, etc.).

g) Utilize four-sided architecture. The use of high quality durable materials and a variety of high quality architectural and design elements on all four sides of all structures shall be encouraged, and required for all principal structure adjacent to/visible from public roads and public spaces.

2. Natural Environment and Landscape

a) Conform to environmental regulations. Future commercial development shall conform to all existing watershed, water quality, and water control regulations, including the natural resource protection standards of the Unified Development Ordinance, as well as those additional standards recommended in this Plan.

b) Encourage landscape continuity (not fragmentation). Landscape plans shall use tree and shrub species for the edges of the development adjacent to roads and parking lots which are native, low maintenance, resistant to salt, and have a relatively fast growth rate. Landscape elsewhere onsite shall be compatible with and connect to any adjacent existing Open Lands, use native species where appropriate, and use a mixture of species that create a varied image as the seasons change.

c) Save existing native vegetation. Existing trees and native vegetation shall be incorporated where possible to form clusters of older and younger trees, and to provide connections to areas of undisturbed native vegetation.

d) Integrate sustainable stormwater techniques. Best management practices for stormwater management such as, drainage bio-swales, infiltration ponds, or prairies to help reduce sedimentation and improve water quality, shall be utilized.

3. Traffic and Circulation

a) Make vehicular entrances safe and appealing to motorists. An easily identified entry place for motorists to pass through shall be created. Any entrance signs shall be located to aesthetically highlight the entrance, attract motorists, and provide safe and clear directions. Such gateways and entrances shall be designed such that they allow for sufficient sight lines for traffic movement. A street light shall be placed where the entry place intersects with a public street.

b) Encourage vehicular linkages between sites. Development shall be designed to include cross-access for vehicular and pedestrian linkages between adjacent off-street parking lots that are open to the public or for general business purposes. The portion of the cross-access on the subject property shall be constructed when the off-street parking lot is constructed, and the portion of the cross-access on the adjacent property shall be constructed when the adjacent property is developed or redeveloped and ensured by use of cross-access easements.

c) Make visible service areas attractive. Service areas can be visible but shall be designed as visually attractive components of public areas or visually separated from such areas. Acceptable dividing elements for service areas shall be any combination of walls, fences, hedges or other landscape design features that provide visual screening at least 60” high.

d) Encourage pedestrian linkages within and between sites. Within and between developments that cater to the general public, safe and attractive pedestrian connections shall be provided. Pedestrian linkages shall be designed to appropriate scales and with appropriate amenities such as lights, benches, trash containers, etc. When development does not cater to the general public, but is adjacent to such development, pedestrian linkages shall be encouraged.

e) Plan for future roads. Future road extensions shall be planned with appropriate right-of-way for collector functions, signalized intersections, or other appropriate width through the Official Map,

easements, deed restrictions, or covenants to maintain a range of future options and connections. All stub streets shall be fully improved at time of initial adjacent development.

f) Provide routes for trucking and commercial traffic that do not diminish the quality of adjacent residential neighborhoods. Future commercial development shall be designed to minimize, and eliminate where necessary to preserve neighborhood character, excessive trucking and traffic through existing residential neighborhoods.

4. Activities and Uses

a) Encourage outdoor activities and pedestrian uses. Uses such as bikeways, outdoor eating, seating, gathering spots, and other park-like elements that encourage pedestrian use shall be integrated into the future commercial development. Entrances to these areas shall be provided between buildings along a pathway from the parking areas.

b) Link building interiors to the outdoors. Views into the buildings to attract customers and to provide connections between the indoor and outdoor environments shall be provided.

c) Provide for business parks. Opportunities for business park developments which have site regulations and architectural guidelines shall be permitted. The business parks shall be located adjacent to other commercial activity, near major transportation arterials, or as otherwise noted in this Plan.

d) Encourage mixed uses. Mixed uses within individual buildings, within individual developments, and between adjacent developments shall be allowed. Concepts such as Town Centers or Traditional Neighborhood Design shall be encouraged. While a mix of commercial uses is envisioned to be the most common example of mixed use within the City, a mix of compatible residential, commercial and/or business uses may often be appropriate as well. Within those mixed use zoning districts identified within the Unified Development Ordinance, mixed use may be required as determined by the Common Council.

5. Land Management and Control

a) Ensure effective maintenance procedures. Long-term maintenance by either (a) the property owner(s) or (b) the City with special assessment to the property owner(s), shall be ensured.

b) Use preservation techniques to protect the land. Deed restrictions, covenants, and easements that guarantee land control and management of natural areas, shall be required. Restrictions that are difficult to change without broad public approval (such as conservation easements) shall be preferred.

c) Design to preserve open space. The design and preservation of Open Lands and common areas to minimize their future utility as developable parcels shall be required.

Areas of Natural Resource Features Policy

The natural resource features identified in Chapter 3 of this Plan, consisting of the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) Primary and Secondary Environmental Corridors and Isolated Natural Resource Areas and SEWRPC's Greenway Connections (exclusively for the southwestern portion of the City as set forth in the study entitled "Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City"), the Linkages as identified by Cedarburg Science in Chapter 3 of this Plan, and the natural resource features currently regulated by such agencies as the Army Corps of Engineers and the Wisconsin Department of Natural Resources, as well as those natural resource resources protected as set forth in Part 4 of the City of Franklin Unified Development Ordinance, all contribute to the overall health and beauty of the City. These natural resource areas have been identified as Open Lands. Development shall not be allowed in these areas unless appropriate regulatory approvals are first obtained. These areas should be utilized as amenities for existing and future residents. Development within these areas often leads to environmental degradation and development problems in the future due to flooding, soil, and/or topography issues.

Due to limitations inherent with the information and mapping utilized in this Plan (field verification of most natural resource features have not been obtained), it is understood there may be portions of the future Open Lands land use category identified herein that are not subject to the development restrictions noted above. When such lands are verified during the development review process, such lands shall be classified as part of the adjacent future land use district unless otherwise determined by the Common Council.

1. Visual Character

a) Protect all Open Lands. The only development allowed in the Open Lands are compatible park, outdoor recreation, open space, trail, and stormwater management facilities as approved by the City, in accord with all existing regulations. Surrounding development shall not create a significant adverse impact upon the visual connections to the natural resource features or to the sustainability of the protected landscape. Surrounding development shall not increase erosion or untreated stormwater runoff of surrounding lands.

b) Preserve and integrate landscape elements. Any landscaping proposed to be linked to existing Open Lands to enhance their value and/or provide a connection between the built and natural environments shall be preserved.

c) Limit vehicular entries to the area. Vehicular entries shall not divide or traverse natural resource areas (and shall be minimized within any other Open Lands) unless determined necessary for public health and safety reasons and all regulatory approvals are first obtained.

d) Vistas should be created along roadways. "Parkway" type roads, that follow along the edge of the Open Lands, visually linking drivers to the natural landscape and/or shoreline, shall be encouraged.

2. Natural Environment and Landscape

a) Conform to environmental regulations. Development of such Open Lands shall conform to all existing watershed, water quality, and water control regulations, including the natural resource protection standards of the Unified Development Ordinance, as well as those additional standards recommended in this Plan.

b) Connect the landscaping. Existing Open Lands shall be extended and connected with new plantings and landscaping that are compatible with and serve to enhance any existing native plantings and landscapes. Such connections shall create continuous landscape edges along public roads and between surrounding development using mixtures of species that create a varied image as the seasons change and maintains the natural character. Flexibility and innovation (utilizing concepts such as stormwater treatment trains, green infrastructure, and buffers) in the use and location of landscaping and non-regulatory natural resource feature connections, shall be encouraged.

c) Preserve the existing landscape. The use of approved structures and paved trails, roads or parking areas within the Open Lands shall be designed to not detract from the natural beauty of the landscape.

d) Protect special habitats. Special habitats and particularly sensitive natural resource areas shall be protected and utilized as educational opportunities when possible.

e) Integrate sustainable stormwater techniques. Best management practices for stormwater management such as, drainage bio-swales, infiltration ponds, or prairies to help reduce sedimentation and improve water quality, shall be utilized, and may be integrated into these Open Lands, subject to receipt of all regulatory approvals.

3. Traffic and Circulation

a) Include parkway or scenic drives. The creation of parkway drives where dwellings are located only on one side of a road and the Open Lands are preserved on the other side, or scenic drives where views of large expanses of Open Lands are obtainable from public roads, shall be encouraged. Existing parkway or scenic drives shall be preserved when present in existing neighborhoods in order to protect the natural/suburban character of the neighborhood.

b) Create and connect trail systems throughout the area. Trails in the areas that correspond directly to the activities and patterns of movement in and around developments and neighborhoods should be created to accommodate the movement of bicyclists, walkers, joggers, and other pedestrians. Particular focus shall be upon the completion of the city-wide trail system.

c) Minimize paved parking areas. Parking areas, when necessary to provide public access to the Open Lands, is encouraged, but the amount of paving shall be minimized, and prohibited when located in natural resource areas.

4. Activities and Uses

a) Provide paths through the environmental area. Access to and through the Open Lands shall be allowed, but the impact shall be minimized by having only a few, simple paths (unless recommended otherwise in the adopted Comprehensive Outdoor Recreation Plan, in which case handicapped accessible standards shall be followed), and shall be prohibited in particularly sensitive natural resource areas.

b) Utilize the natural features as an amenity for development. Surrounding development shall be planned such that the Open Lands are seen by many residents. The view of the Open Lands shall not be excessively blocked from public roads.

c) Create educational opportunities. Notice to, and education of the public about the natural resource features present within the City, shall be provided. Within individual developments, this can be done with handouts, signage, structures with exhibits, or permanent facilities which can also be used for educational purposes.

d) Allow informal and passive recreational activities. Compatible informal and passive recreational activities such as biking, walking, jogging, swimming and canoeing, shall be allowed.

e) Protect the environment. Activities within the Open Lands shall not create a significant adverse impact upon natural inhabitants such as animals, fish, birds and plantings.

f) Allow public use of the land and limited public structures. Public use of the Open Lands with an occasional public structure to be used for shelter or educational purposes shall be allowed, subject to compliance with any pertinent regulations, including conservancy easements, restrictive covenants, etc.

g) Consider controlling access to preservation areas. Access to Open Lands shall be limited, or prohibited if it is essential to protecting and supporting the natural/suburban character of the neighborhood, or essential to protecting the sustainability of particularly sensitive habitats.

5. Land Management and Control

a) Use preservation techniques to protect the land. Deed restrictions, covenants, and easements that guarantee land control and management of natural areas shall be required. Restrictions that are difficult to change without broad public approval (such as referenda, unanimous agreements, and so forth) shall be preferred.

b) Design to preserve open space. The design and preservation of Open Lands and common areas to minimize their future utility as developable parcels shall be required.

c) Assign maintenance and management of the preserved open space. Maintenance and management of the preserved Open Lands shall be assigned to neighborhood or homeowners associations that have the organizational capacity to sustain maintenance and management services.

Future Land Use Map

"The element shall also include a series of maps that shows … future land uses … the boundaries of areas to which service of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the time table described in par. (d), and the general location of future land uses by net density or other classifications." Excerpt from Wisconsin State Statute 66.1001(2)(h)

As stated in the Land Use Guide, the future land use map is a community's visual guide to future planning. It is intended to bring together most if not all of the elements of the comprehensive plan. But a future land use map is not an Official Map, nor is it a Zoning Map. Rather, it is intended to only show what the City of Franklin might look like (from a land use perspective) 20 years into the future. Further discussion of the differences between a Future Land Use Map, an Official Map, and a Zoning Map, can be found in chapter 7 of the Land Use Guide.

Map 5.7 and Table 5.7 identify the amount, the type, and the spatial distribution of land uses envisioned to be present within the City of Franklin by the year 2025. A discussion of the trends inherent in this information is set forth in the following sections of this chapter.

Table 5.7: Future Land Use in Franklin in 2025

Undeveloped Future Land Use Class	Acres	Percent
Natural Resources	7,074.03	31.89%
Recreational	1,936.42	8.73%
Water	245.54	1.11%
Subtotal	9,256.00	41.73%
Developed Future Land Use Class	**Acres**	**Percent**
Business Park	315.27	1.42%
Commercial	1,545.13	6.97%
Communication and Utilities	49.64	0.22%
Industrial	468.29	2.11%
Institutional	526.73	2.37%
Landfill	226.41	1.02%
Light Manufacturing	143.15	0.65%
Mixed Use	1,077.24	4.86%
Office	154.73	0.70%
Residential	5,617.17	25.33%
Residential - Multi-Family	585.21	2.64%
Transportation	1,960.74	8.84%
Transportation - Proposed	254.30	1.15%
Subtotal	12924.00	58.27%
TOTAL	22180.00[6]	100.00%

[6] Further refinement of these future land use acreages is anticipated as more detailed information becomes available.

Future Land Use Changes

As set forth in Tables 5.7 and 5.8, it is envisioned that the most significant land use change within the City of Franklin will be the loss of about 5,404 acres, or 100 percent, of the Agriculture/Unused Rural Lands within the City. Other significant land use changes include:

- the addition of about 2,426 acres, or about 364 percent, of Commercial lands;
- the addition of about 1,931 acres, or about 38 percent, of Natural Resource lands;
- the addition of about 1,517 acres, or about 32 percent, of Residential lands; and
- the loss of about 1,493 acres, or 100 percent, of Undeveloped lands.

While it is envisioned that most of the Agriculture/Unused Rural lands, and the Undeveloped lands, will be converted to developed land uses such as Commercial (about 35 percent) and Residential (about 22 percent), about 28 percent are envisioned to remain undeveloped and over time be converted back to Natural Resources (woodlands, wetlands, floodplain, etc.).

As noted throughout the City of Franklin 2025 Comprehensive Master Plan, the exact timing and rate of these land use changes is largely dependent upon the provision of public sanitary sewer and municipal water service to the southwest portion of the City. While this Plan envisions that public sewer and water service will ultimately be provided to the southwest portion of the City (and identifies future land uses based upon that assumption), it is understood that the detailed planning and study of this issue is still ongoing, and therefore, the exact timing and rate of development within the southwest portion of the City is as yet unknown.

It is also important to note that should public sanitary sewer service and municipal water service be provided to the southwest portion of the City during the time-frame of the City of Franklin 2025 Comprehensive Master Plan, the resultant amount and rate of land use change (as noted above) will be greater than that experienced during the last 20 years. In that regard:

- Between 1985 and 2005, about 3,500 acres, or about 22 percent, of the undeveloped lands (included agricultural, other open, and natural resource lands) within the City were developed, as compared to about 5,000 acres, or about 41 percent of such lands between 2005 and 2025. However, it is important to note that between 1985 and 2005, there was no net gain of natural resource lands, while there is envisioned to be a gain of about 1,900 acres of such lands between 2005 and 2025.
- Between 1985 and 2005, about 500 acres, or about 280 percent, of commercial lands were developed within the City, as compared to about 2,400 acres, or about 360 percent, of such lands between 2005 and 2025.

- Between 1985 and 2005, about 1,400 acres, or about 40 percent, of residential lands were developed within the City, as compared to about 1,500 acres, or about 32 percent, of such lands between 2005 and 2025.

Table 5.8: Comparison of Existing 2005 Land Use to Proposed 2025 Land Use

Undeveloped Land Use Class	2005 Acres	Percent	2025 Acres	Percent	Acreage Change	% Change
Agriculture/Unused Rural Land	5,403.60	24.36%	0.00	0.00%	-5,403.60	-100.00%
Natural Resources	5,143.43	23.19%	7,074.03	31.89%	1,930.60	37.54%
Recreational	1,146.02	5.17%	1,936.42	8.73%	790.40	68.97%
Undeveloped Lands	1,493.13	6.73%	0.00	0.00%	-1,493.13	-100.00%
Water	279.78	1.26%	245.54	1.11%	-34.24	-12.24%
Developed Land Use Class	2005 Acres	Percent	2025 Acres	Percent	Acreage Change	% Change
Commercial	666.79	3.01%	3,092.37	13.94%	2,425.58	363.77%
Communication and Utilities	47.74	0.22%	49.64	0.22%	1.90	3.98%
Industrial	856.26	3.86%	837.85	3.78%	-18.41	-2.15%
Institutional	335.51	1.51%	526.73	2.37%	191.22	56.99%
Residential	4,685.06	21.12%	6,202.38	27.96%	1,517.32	32.39%
Transportation	2,122.68	9.57%	2,215.04	9.99%	92.36	4.35%
TOTAL	**22,180.00**	**100.00%**	**22,180.00**	**100.00%**		

Commercial includes "Business Park", "Commercial", "Mixed Use" and "Office" from the 2025 Land Use Table.
Industrial Includes "Industrial", "Landfill" and "Light Manufacturing" from the 2025 Land Use Table.

Future Land Use Map Highlights

A summary of the highlights of the Future Land Use Map are set forth below. These highlights consist of those planning considerations that were utilized in the creation of the Future Land Use Map, the sound planning principles that are intended to guide the use of the Future Land Use Map over time, as well as those planning considerations which are intended to be utilized to guide future revisions of this map.

- Existing land uses are intended to remain an important component of the City's future.
    - As expressed by comparison of the Existing Land Use Map to the Future Land Use Map, most of the developed portions of the City of Franklin, as well as most of the natural resource features of the City (subject to the protection and mitigation standards set forth in the UDO), are anticipated to remain unchanged during the time-frame of this Plan.
    - Except where otherwise noted in this Plan, the existing legally approved land uses already present within the City of Franklin are to be considered consistent with this Plan until such time as they undergo further development, redevelopment, land division, or rezoning. Only at that time is an existing land use envisioned to change and to become the specific future land use depicted on the Future Land Use Map.
- Significant amounts of development are anticipated during the time-frame of this Plan.

- Significant population growth and development will continue within the City, but at amounts and rates less than recent historic levels.
- Except where otherwise noted in this Plan, new development within the City will continue to occur on vacant developable or under-developed lands with a full range of public services including sanitary sewer and municipal water.
- All lands within the City of Franklin (except protected natural resource features) could potentially be developed/redeveloped within the next 20 years.

- The City of Franklin's overall community character will remain essentially unchanged over the time-frame of this Plan.
  - The City of Franklin will remain a primarily suburban community, with specified areas of urban and rural character.
  - The goal of 70/30 ratio of residential to commercial assessed valuation will continue to be striven towards.
  - Natural resource protection will remain a high priority for the community, including consideration of additional natural resource protection standards as may be determined from time to time by the Common Council.
- Mixed Use Development is encouraged and accommodated by this Plan.
  - Mixed-use development (in appropriate locations and of appropriate scales) consists of existing mixed-use related land use and zoning options (as exemplified by the City of Franklin's Unified Development Ordinance's Residential Planned Development District, Traditional Neighborhood Planned Development District, Mixed Compatible Uses Planned Development District, VR Village Residence District, B-4 South 27th Street Mixed Use Commercial District, the B-7 South 27th Street Mixed Use Office District, CC City Civic Center District, VB Village Business District, Commercial, Retail Sales, and Services Planned Development District, and Mixed Compatible Uses Planned Development District), as well as proposed future options (such as Conservation Subdivisions, Lifestyle Centers, Vertical Mixed-Use Buildings, Horizontal Mixed-Use Sites, and Mixed-Use Walkable Areas).
  - The actual land use composition of such mixed use areas is intended to be in conformance with any adopted plans for the specific area (such as the South 27th Street Corridor Plan and the Crossroads Trade Area Regulating Plan), as well as the intent and standards of the zoning districts which the subject area is located within or adjacent to (such as the B-4 South 27th Street Mixed Use Commercial District, the B-7 South 27th Street Mixed Use Office District, the CC City Civic Center District, etc.).
- The southwestern portion of the City has been identified as an area of transition.

- Public services such as sanitary sewer and municipal water are envisioned to be provided to this area of the City, however, it is unknown at this time whether that will occur within the time-frame of this Plan.
- Therefore, an interim scenario has been selected whereby this area of the City will be allowed more options for land division and development without such public services than were previously allowed by the 1992 Comprehensive Plan and current zoning, subject to numerous conditions pertaining to specific lot size and land division requirements, future land uses, additional natural resource protection standards, etc.

- Future development/redevelopment of the lands within PDD NO. 23 and 24 are not anticipated during the timeframe of the City of Franklin 2025 Comprehensive Master Plan.
  - However, it is herein noted that any development or redevelopment of this area shall occur in compliance with the pertinent requirements set forth in City of Franklin Ordinance NO. 97-1456 and 97-1457 as they may be amended.
- The Future Land Use Map is not intended to be an Official Map or a Zoning Map, nor replace or supersede more detailed local area plans.
  - The Future Land Use Map is intended to depict one possible future land use scenario, on a community wide basis, which at this point in time most closely reflects the City's desired future conditions.
  - The boundaries of the future land uses, and the locations of future roads and trails as depicted on the Future Land Use Map, are not intended to be site specific. Such detail is anticipated, and encouraged, to be determined during more detailed studies and plans.

20-YEAR PROJECTIONS IN 5-YEAR INCREMENTS

"The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net density or other spatial assumptions upon which the projections are based." Excerpt from Wisconsin State Statute 66.1001(2)(h)

As required by State Statute 66.1001(2)(h), the future land use needs of the City of Franklin, for the next 20 years, in 5 year increments, is set forth in Table 5.9.

Table 5.9: 5-Year Increment Analysis

Undeveloped Land Use Class	0-5 Years	5-10 Years	10-15 Years	15-20 Years
Agriculture/Unused Rural Land	-540	-1,080	-1,621	-2,162.60
Natural Resources	193	386	579	772.60
Recreational	79	158	237	316.40
Undeveloped Lands	-149	-298	-448	-598.13
Water	-3	-7	-10	-14.24
Developed Land Use Class	0-5 Years	5-10 Years	10-15 Years	15-20 Years
Commercial	243	485	728	969.58
Communication and Utilities	0.19	0.38	0.57	0.76
Industrial	-2	-4	-6	-6.41
Institutional	19	38	57	77.22
Residential	152	303	455	607.32
Transportation	9	18	28	37.36

The future growth and development by 5-year increment for each land use classification, set forth in Table 5.9, is based upon an analysis of the Future Land Use Map in conjunction with past land use trends (as expressed by the comparison of the year 2005 land use inventory to the year 2025 land use projections set forth in Table 5.8) and current trends. In essence, Table 5.9 projects that future growth and development will occur slowly during the first 5-year increment of this Plan (in reflection of current economic and development conditions), and will then increase by an increasing amount each of the following 5-year increments, so as to achieve by the year 2025 the amount of growth and development as envisioned within the City of Franklin 2025 Comprehensive Master Plan.

In order to verify how much land the City of Franklin will need over the next 20 years, the growth rate as expressed by a comparison of the year 1985 and year 2005 land use inventories was obtained (as shown in Tables 5.1 and 5.3), and a comparison of the year 2005 land use inventory to the year 2025 future land use projections was obtained (see Table 5.8), which was in turn compared to the growth rate as expressed by the Wisconsin Department of Administration's population projection and associated growth factors identified earlier in this chapter. The resultant combination of these sources of information formed the basis for verification of the rate of growth for the next 20 years.

More specifically, comparison of the 1985 and 2005 land use inventories indicates that the City had experienced a period of significant and rapid growth and development between 1985 and 2005. In terms of amount of growth, the greatest increase was in residential development, with an increase of over 1,300 acres, followed by transportation with an increase of about 900 acres, and industrial with an increase of about 700 acres. In terms of rate of growth, the greatest increase was in industrial development, with an increase of about 470 percent, followed by commercial with an increase of 280 percent, and transportation with an increase of about 75 percent. As can be expected, the majority of this growth occurred at the

expense of agricultural and other open lands, such that these lands decreased within the City between 1985 and 2005 by about 3,500 acres or about 22 percent.

In regard to verification of the validity of the Wisconsin Department of Administration's population projection for the City of Franklin, in conjunction with the anticipated trends in house and lot sizes, household or family size, gross versus net developable lands, and amount of multi-family development, six alternative analyzes were prepared based upon this information. The results of these six alternatives indicated a future year 2025 population level ranging from about 37,700 persons (based upon the provision of public sanitary sewer and water service to the majority of the City, residential development at R-3 zoning district densities on average, and with little or no additional multi-family residential development) to about 42,200 persons (based upon the provision of public sanitary sewer and water service to the majority of the City, single-family residential development at R-5 zoning district densities on average, and with the same proportion of new multi-family residential development as existed in the City in 2005). While the variables utilized in these alternative analyzes are by no means the only variables that could be considered, they are a reasonable representation of such factors. As such, it appears that the Wisconsin Department of Administration's population projection for the year 2025 for the City of Franklin of 40,564 persons is a viable and achievable projection.

Analysis of the future land use information, as it pertains to the goal to obtain a 70/30 ratio of residential to commercial assessed valuation, indicates that with a projected increase of about 2,400 acres (or about 360 percent) of commercial land use within the City by the year 2025, attainment of this goal would be possible. However, it is important to note that numerous other factors are also important in attaining this goal, including local market conditions, regional and national economic conditions, and acceptance by the City of this amount of commercial development, as well as many others.

Zoning and Land Division Changes

As stated numerous times throughout this Plan, the City of Franklin 2025 Comprehensive Master Plan is not a Zoning Map nor is it an Official Map. What this Plan is, is a Comprehensive Plan as defined by Wisconsin State Statute. However, as required by State Statute 66.1001, this Plan does include information and does address numerous topics that can affect zoning and land division decisions, and can in turn, be affected by zoning and land division decisions. This relationship is acknowledged by the State Statute, as evidenced by § 66.1001(3) which states in part that "Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan … Local subdivision regulation … City or village zoning ordinances…"

It this regard, it can be noted that numerous recommendations contained within the City of Franklin 2025 Comprehensive Master Plan may affect the current zoning or land division practices of the City. These range from general to specific recommendations. A list of these zoning and/or land division related

recommendations is set forth below. Further information about each recommendation is contained within the noted chapter of this Plan.

- The Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy, including the Southwest Overlay District, should be implemented (see Chapter 3);
- The City's floodplain regulations should be reviewed, and revised if necessary (see Chapter 3).
- Implementation of greater agricultural resources protection should be considered if local interest exists and opportunities occur (see Chapter 3).
- Creation of a mixed-use zoning district that allows park and open space sites with other compatible uses, as a permitted use, should be considered (see Chapter 3).
- A mixed use overlay zoning district to promote this type of development in appropriate areas throughout the City should be created (see Chapter 5).
- The urban design standards, criteria, and guidelines set forth in the Unified Development Ordinance, the 1992 Comprehensive Master Plan, and the City of Franklin Design Standards and Construction Specifications, dated May 2007, (as these standards, criteria, and guidelines may be revised and amended over time) are hereby incorporated into the City of Franklin 2025 Comprehensive Master Plan by reference (see Chapter 5).
- Appropriate locations for particularly high quality single-family residential and mixed-use developments (with residential components) should be identified during consideration of a Conservation Subdivision Ordinance (see Chapter 6).
- Additional mixed-use zoning and design provisions should be included within the Unified Development Ordinance (see Chapter 6).
- Appropriate locations for infill development, and appropriate standards for such development, should be identified (see Chapter 6).
- Universal Design standards should be considered for the R-8 Multi-Family Residence Zoning District (see Chapter 6).
- An Official Map should be prepared and adopted by the City of Franklin, which at a minimum should identify right-of-way widths for existing public streets (see Chapter 7).

It is also understood that implementation of the zoning and land division related recommendations contained within the Future Land Use Plan and Future Land Use Map will occur over time as market conditions dictate, as property owners request, and as the City considers appropriate. It is further understood

that the City itself possesses the ability to sponsor rezonings when in the best interest of the public's health, welfare, and/or safety.

Lastly, a number of zoning or land division related issues have been raised at one time or another, which due to time constraints associated with preparation of this Plan, have not been addressed. It is herein recommended that these issues be considered and/or be the subject of further study by the City when a reasonable opportunity arises. These issues include but are not limited to:

- Consider update/revision to, or replacement of, the use of the Standard Industrial Classification system in the analysis of permitted uses within the City's various zoning districts. Numerous options exist including update to the North American Industrial Classification System or use of the American Planning Association's Land Based Classification Standards.
- Consider update/revision of the Essential Services provisions of the Unified Development Ordinance.
- Consider update/revision of the Home Based Occupations provisions of the Unified Development Ordinance.
- Consider creation of an ordinance to address issues related to abandonment of large buildings.
- Continued update/revision of the City's Sign Ordinance.
- Consider update/revision of the City's regulations pertaining to accessory structures.
- Consider update/revision of the City's regulations pertaining to lot coverage.
- Consider creation of an ordinance, or update/revision of the City's regulations, to address wind energy conversion systems and solar panels.

Update Zoning Map

As noted in the preceding section of this chapter, while this Plan is not a Zoning Map, it does contain many zoning related recommendations. And pursuant to State Statute 66.1001, the City's zoning ordinances and amendments must be consistent with this Plan. As also noted in the preceding section of this chapter, it is recommended that changes to the City's Zoning Map will occur over time as property owners and the City itself determine to be appropriate and timely.

In addition, a number of zoning map related issues have been raised at one time or another, which due to time constraints associated with preparation of this Plan, have not been addressed. It is herein recommended that these issues be considered and/or be the subject of further study by the City when a

reasonable opportunity arises. These issues include but are not limited to: rezoning all parks to P-1; and eliminating the C-1 zoning district.

Update/Revise UDO

Based upon the number of potential zoning, land division, and design related changes identified in the City of Franklin 2025 Comprehensive Master Plan, it is herein recommended that the City undertake an update of the Unified Development Ordinance as soon as practical.

SUMMARY OF RECOMMENDATIONS

- It is recommended that the City of Franklin's existing land use related programs, consisting of the Plan Commission, the Board of Zoning and Building Appeals, the Unified Development Ordinance, and the Comprehensive Master Plan be continued in such manner and fashion as may be determined from time to time by the Common Council.
- It is recommended that the City periodically reevaluate the Price of Land information to determine if any trends are occurring which the City determines are necessary to address.
- It is recommended that the "Development Limitations" and "Environmentally Sensitive Areas" maps be utilized in coordination with the Future Land Use Map when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.
- It is recommended that the City adopt a conservation subdivision ordinance patterned upon the UW Extension Model Ordinance, with revisions to the concepts and standards as determined by the Common Council.
- It is recommended that the Open Space Subdivision options within the residential zoning districts of the Unified Development Ordinance, be removed or revised if necessary, to address any inconsistencies with the proposed Conservation Subdivision Ordinance.
- It is recommended that infill development be encouraged in areas surrounded by existing compatible uses consistent with the principles, goals, objectives and policies of this Plan and the Future Land Use Map.
- It is recommended that the City identify areas to be targeted for infill development and promote standards to assist in those areas being developed to fit in with the surrounding uses.

- It is recommended that the City create a mixed use overlay zoning district to promote this type of development in appropriate areas throughout the City.

- It is recommended that the City of Franklin conduct a Cost of Development Study at its earliest opportunity.

- It is recommended that the City conduct a study of the feasibility of a Growth Management Policy at its earliest opportunity.

- It is recommended that a Land Development Guide be created subsequent to the update of the Unified Development Ordinance, which is also recommended within this Plan.

- It is recommended that the study of a Purchase of Development Rights (PDR) or Transfer of Development Rights (TDR) program be explored and pursued.

- It is recommended that the "Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City" be incorporated into the City of Franklin 2025 Comprehensive Master Plan.

- it is recommended that additional recreation trails be developed, subject to further study and refinement as soon as possible as part of the anticipated update of the City's Comprehensive Outdoor Recreation Plan, or by a separate effort, as may be determined by the Common Council.

- It is recommended that the Land Use Design Policies be utilized in addition to, but not in place of, the more detailed land use and design standards set forth in the Unified Development Ordinance. It is understood that while these Land Use Design Policies shall be utilized in the review and approval of future development and redevelopment proposals, they are specifically intended to be flexible, to allow their reasonable use over a range of conditions and situations, balancing all of the principles, goals, objectives, policies and recommendations contained within this Plan, subject to periodic review, revision, and approval by the Common Council.

- It is recommended that the City periodically review its readiness to use Tax Incremental Financing, so as to be proactive in times of potential opportunities, and to include such decisions in the proposed Economic Development Plan and in this Comprehensive Master Plan.

- It is recommended that these Urban Design Criteria be incorporated within the City of Franklin 2025 Comprehensive Master Plan by reference unless superseded by more recent standards or guidelines in adopted plans or ordinances.

- It is recommended that the design and design related standards and guidelines set forth in "City of Franklin Design Standards and Construction Specifications", dated May 2007, as they may be amended from time to time, be incorporated within the City of Franklin 2025 Comprehensive Master Plan by reference.

- It is recommended that the following design related issues be considered and/or be the subject of further study by the City when a reasonable opportunity arises.
    - Update/revision of the City's architectural standards, criteria, and guidelines.
    - Update/revision of the City's lighting standards.
    - Update/revision of the City's off-street parking standards.
    - Revision of the City's building height limits in select non-residential districts.
    - Applicability of Crime Prevention Through Environmental Design to the City.
    - Preparation of design manual which incorporate numerous pictures, figures, and other graphics to help articulate the City's desired/required design standards, criteria, and guidelines.
    - Implementation of specific design standards in select locations of the City.
    - Applicability of LEED Certification and/or LEED for Neighborhood Development to the City.
- It is recommended that the following zoning and land division related issues be considered and/or be the subject of further study by the City when a reasonable opportunity arises.
    - Update/revision of, or replacement of, the Standard Industrial Classification system.
    - Update/revision of the Essential Services provisions of the Unified Development Ordinance.
    - Update/revision of the Home Based Occupations provisions of the Unified Development Ordinance.
    - Creation of an ordinance to address issues related to abandonment of large buildings.
    - Continued update/revision of the City's Sign Ordinance.
    - Update/revision of the City's regulations pertaining to accessory structures.
    - Update/revision of the City's regulations pertaining to lot coverage.
    - Creation of an ordinance, or update/revision of the City's regulations, to address wind energy conversion systems and solar panels.
- It is recommended that the following zoning map related issues be considered and/or be the subject of further study by the City when a reasonable opportunity arises.
    - Rezone all parks to P-1.
    - Eliminate the C-1 zoning district.
- It is recommended that the City undertake an update of the Unified Development Ordinance as soon as practical.